FINAL REPORT

OUTCOME
EVALUATION OF
THE COUNTRY
PROGRAMME
(2013 – 2017) OF
UNDP SRI LANKA

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List of Abbreviations:

Agro-Economic Development Project	(ADP)
Alliance Development Trust	(ADT)
The Batticaloa Seed Growers' Association	(BSGA)
Capacity Development for Recovery in North	(CADRIN)
Country Programme Action Plan	(CPAP)
Country Programme Document	(CPD)
Citizen's Charter	(CC)
Country Office	(CO)
Competency based Economies through Formation of Entrepreneurs	(CEFE)
Comprehensive Disaster Management Plan	(CDMP)
Department of Project Management and Monitoring	(DPMM)
District Review Board	(DRB)
District Coordination Committee	(DCC)
District Action Plan	(DAP)
Disaster Risk Reduction	(DRR)
Direct Implementation Modality	(DIM)
Enterprise Development Officer	(EDO)
Fund Authorization and Certificate of Expenditures	(FACE)
Governance for Empowerment and Social Inclusion	(GESI)
Governance for Local Economic Development	(GLED)
Global Facility for Disaster Risk Reduction	(GFDRR)
Gender Steering and Implementation Committee	(GSIC)
Human Rights Commission of Sri Lanka	(HRCSL)
Industrial Services Bureau	(ISB)
Kebithigollawa Integrated Rural Development Organization	(KIRDO)
Local Governance Programme	(LoGoPro)
Local Economic Development	(LED)
Livestock Integrated Breeder's Cooperative	(LIBCO)
Micro, small and medium enterprises	(MSMEs)
Midterm review	(MTR)
Northern Livelihood Development Project	(NLDP)
National Implementation Modality	(NIM)
National Aquaculture Development Authority	(NAQDA)
National Design Council	(NDC)
Participatory Context and Needs Assessment	(PCNA)
Project Implementation Unit	(PIU)
Programme Board	(PB)
Producer Group	(PG)
Producer Organization	(PO)
Rebuilding Agricultural Livelihood Project	(RALP)
Results Oriented Annual Reports	(ROAR)
Results based Planning	(RBP)
Strengthening Enforcement of Law, Access to Justice and Social Integration	(SELAJSI)
Sexual and Gender Based Violence	(SGBV)
Industrial Training Institute	(ITI)
Youth Entrepreneurship Development	(YED)
Youth Leadership Development	(YLD)
Women's Development Federation	(WDF)

1. Executive Summary:

1.1 Brief overview of the purpose, objectives, scope and methods of the evaluation

Purpose of the Evaluation

- To assess the extent to which the UNDP Country Programme outcomes 1, 2 and 3 have been achieved over the five years of the programme (2013-2017)
- To ensure accountability to stakeholders in managing for results

Objectives of the Evaluation

- To assess the extent to which the planned outputs have been or will be achieved by 2017 and the extent to which these output results have contributed to the planned outcomes to identify unintended positive or negative results of the three outcomes.
- To assess the three outcomes and related outputs against Relevance, Effectiveness, Efficiency, Impact and Sustainability.
- To assess the level of integration of gender equality, conflict sensitivity, environment concerns and results-based management in the programme implementation.

Scope of the Evaluation

This evaluation mainly reviewed outcomes of the Country Programme: Governance for Empowerment and Social Inclusion (GESI) and the extent to which the programmes under GESI contributed towards outcomes of the country programme.

The programs that were mainly subjected to evaluation are the two core programmes of GESI: Governance for Local Economic Development (GLED) and Strengthening Enforcement of Law, Access to Justice and Social Integration (SELAJSI). In addition to these two, the other programs that have implications on the implementation of GESI: Programme Framework of Support for Policy, Systems and Institutional Development in Sri Lanka, Strategic Positioning of the Department of Project Management and Monitoring (DPMM) and HRC phase II / Support to Parliament / Strategic Support to Government of Sri Lanka for Constitutional, Legal and Institutional Reforms and the Resettlement Process in 2015, were also evaluated.

Some of the programs are ongoing and due to end in 2016 / 17. Hence, the scope of the evaluation extended beyond reviewing outcomes, to include the "means to outcomes" – the Processes and Systems adopted in enabling those outcomes. In situations where the projects and programs are ongoing, the likeliness of achievement of outcomes was assessed by reviewing various processes, systems and strategies adopted by such programs.

Evaluation Methodology

The approach of the evaluation closely reflects outcome mapping principles.
As said before, the scoping of the evaluation mainly focused on two distinct aspects of the programmes under evaluation:
- **Achievement of Outcomes** of the programme, which are:
  Outcome 1: An enabled environment for equal opportunities to sustainable livelihoods, decent work and employability
  Outcome 2: Strengthened provision of access to and demand for equitable and quality social services delivery and enhanced capacity of national institutions for evidence based policy development
  Outcome 3: Communities empowered and institutions strengthened to support local governance and access to justice
  and
- **Strategies, systems and processes** facilitating achievement of the outcomes

The programmes completed by the time of this evaluation looked into both these aspects. Those still continuing were evaluated mainly based on their strategies, systems and processes.

Evaluation questions in the framework have been formulated as per OECD-DAC criteria: relevance, efficiency, effectiveness, impact and sustainability. As mentioned before, the data collection has been explicitly focused on the indicators, and on the behavioural changes responding to these. Hence, the analysis adopted the core principles of outcome mapping.

Considering the nature of the interventions, which are mainly qualitative, a quali-quant mixed method was adopted. Therefore predominantly qualitative data collection was done. Quantitative data was gathered to verify the qualitative analysis.

Of the two main thematic areas: Livelihood and Governance, Livelihood comprises of a considerably greater quantitative data component.

As per the principles of outcome mapping, specific qualitative methods that are conducive for behavioural mapping described later in this report, were adopted for data collection.

A stratified, purposive sample representing programmes / themes, stakeholders and implementation arrangements, was determined to include a wider representation of interventions under GESI programme.

Accordingly, four districts: Batticaloa, Anuradhapura, Jaffna and Monaragala were selected for the field level data collection. Whenever, there were other programmes under GESI implemented in these districts, they were also included in the queries appropriately.

1.2 Key lessons and recommendations for current and future programming according to thematic areas

Following is a summary of the lessons and recommendations emerging from the evaluation.

Livelihood Development:
  i. The current policy perspective reflected through livelihoods programming, **Income generating activities, need a significant shift to a sustainable livelihood development** (holistic development model).
  ii. **Development of a monitoring mechanism** together with the officials working on Divisional planning and economic development and the implementing partners, would enable continuity of the process, which is now in suspension. Further, this will help future programming as well. Discussions at sub-national level, enabling the engagement of the Divisional Secretary and EDOs together with the implementing partners, will increase the implementing partners' accountability towards the Sub-national administration, while entrusting ownership and responsibility of the program at Sub-national level.
  iii. **Developing an exit plan for the programme**, at the beginning itself, where the convergence strategies with respective government organizations and partner organizations is spelt out, is also a prime need.
  iv. **Establishment of a business forum at District level**, to link the entrepreneurs would also enable peer learning and promote businesses, as a stage prior to linking with formal business entities.

District Development Plans:
  i. **The DDPs require integration to the lowest level. A District level institutional platform for coordination and management** of the delivery of programs is required in order to achieve this integration**.** This could be ensured through establishing planning cells and re-informing the communities. Substantive programmatic changes to the current system, content and processes of District and Divisional planning should be done. These changes will have implications on the allocation of resources by the local governance institutions.
  ii. **Restoration of the vertical flow of information** is important not only to resolve implementation problems but also to establish good practices in governance, empowerment and social inclusion. This requires monitoring and review and mainstreaming applied research in identifying problems and good practices adopted to deal with them both at the district and partner levels.
  iii. Further, **effective management of cross-functions** require fully functioning horizontal integrative roles at Sub-national level with line departments representing central government administration and at Provincial level with decentralized government. It is necessary to define these roles and responsibilities at the district and divisional levels to ensure integrated and holistic approaches to program implementation.

Good governance practices at local level:
  i. Adoption of good practices in CBOs and recognition in local consultations in the DDPs, requires creating **institutional and resource space for CBOs within the local governance and service delivery system**. Establishment of CBO networks in some divisions could be seen as a potential

step in this direction and allows an organized community voice.

ii.   Building the youth leadership movement, through the YLD initiative into the mainstream process is of vital importance. Further technical assistance is a necessity to make this operational and continue. It is recommended that the transition from **technical assistance to operationalization of systems** should be made the responsibility of respective Divisional Secretariats with oversight from the District Secretariats. Youth leaders' participation in CBO networks, establishment of a district Youth Leaders Forum are some of the immediate activities recommended in this regard.

iii. It is vital that the **District and Divisional Secretariats develop full ownership of the good governance systems, procedures and practices** being introduced and mainstreaming them in service delivery activities. Awareness creation on the centrally implemented activities at Sub-national level and consultation prior to implementation, using strategies to engage the Sub-national level stakeholders into such processes, encouraging monitoring and follow-up of these activities at Sub-national level are required.

iv.   It is necessary to bring about concurrent movement in the gamut of interventions as effectiveness and inclusivity in service delivery will require **synergies arising from all systems moving together**.

v.   Knowledge and skills as well as installation of information systems should result in the adoption of good practices of progress monitoring, transitioning from supply-side information gathering to demand-side fulfilment of needs A **phased approach to the adoption of good practices of monitoring progress** should be planned and implemented covering RBM indicators as well as service delivery systems at the divisional level.

vi.   It is recommended that the current practices of **conforming to environmental safeguards by POs, be extended to individual entrepreneurs** and other POs / PGs.

Social Integration and reconciliation:

i.   Local level engagements to promote social integration have tended to work in isolation**. Moving forward from the one-off pilots to localizing social cohesion interventions** by setting such interventions in the local governance context, is the next step requiring attention.

ii.   The entire GESI lacks gender sensitive programming. A gender analysis should have been carried out prior to implementation. **Therefore an action plan to mainstream gender should be put in place.** Attending to an issue-based gender analysis and an action plan for the rest of the programming period, based on the current gender issues that have emerged, would help rectify this gap.

Access to Justice and Human Rights:

i.   The program context for administration of justice and human rights requires **clear delineation** in order to contribute to alignment of activities with national and international standards.

1.3 Summary of lessons and recommendations for future programming.

i.   **Maintaining baseline data centrally and updating according to the subsequent changes** in programming, will provide an overview on the direction of the program.

ii.   Program partners should be trained thoroughly on gender sensitive program implementation thus ensuring that gender is mainstreamed actively in all aspects of implementation.

iii. There does not appear to be an **institutional mechanism for peer learning from project monitoring** among National Partners, to be shared with other national partners. Setting up such as institutional mechanism maybe required as a measure of good practice of taking informed policy and implementation decisions.

2 Background to the Program

2.1 Basic information on the context of the program/s

UNDP and the Government of Sri Lanka signed the 2013-2017 Country Programme Document (CPD) which outlines UNDP's contribution towards national development priorities. The country programme was developed within the overall framework of the then government's policy document outlining national and sectoral development strategies, the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs) as well as the United Nations Development Assistance Framework (UNDAF). The aim of the programme is to improve the lives of people in Sri Lanka focusing specifically on the areas of sustainable livelihood, local governance and delivery of quality service, rule of law/ access to justice, human rights and reconciliation as well as environmental sustainability and disaster resilience.

However, the programme has not been implemented in 2014 as planned. The change in the political environment of the Country; a new Government coming into power during the latter part of 2015 and in early 2016, has affected the implementation of the program due to problems in respect of execution responsibility / formalities.

Both the GLED and SELAJSI did not start off in 2014, but in 2015 due to a change of ministerial responsibilities in January 2015 due to change of ministries and appointment of new secretaries. This has affected the implementation of these programs. In addition to this, subsequent funding restrictions by the donor, resulted in revision of outputs, which has also contributed to this delay in implementation.

Programs and Projects	Date of Planned Implementation	Date of Actual Implementation	End date
GLED	2014	2015	12/2017
Support to District Development Plans (SDDP)	07/2012	07/2013	06/2017
Northern Livelihood Development Programme / ADP I, II	07/2012	07/2016	06/2017
SELAJSI		08/2013	12/2017
Programme Framework of Support for Policy, Systems and Institutional Development in Sri Lanka		01/2016	12/2017
Strategic Positioning of the Department of Project Management and Monitoring (DPMM)	07/2013	07/2013	01/ 2016
HRC phase II	06/2013	07/2013	06/2015
Support to Promote National Unity and Reconciliation in Sri Lanka	06/2013	02/2016	8/2017

3 Introduction to the Evaluation

3.1 Purpose of the Evaluation as per the ToR

- To assess the extent to which the UNDP country programme outcomes 1, 2 and 3 have been achieved over the five years of the programme (2013-2017).
- To ensure accountability to stakeholders in managing for results.

Country Programme Outcomes are:
- Outcome 1: An enabled environment for equal opportunities to sustainable livelihoods, decent work and employability
- Outcome 2: Strengthened provision of access to and demand for equitable and quality social services delivery and enhanced capacity of national institutions for evidence based policy development
- Outcome 3: Communities empowered and institutions strengthened to support local governance, access to justice

3.2 Scope of the Evaluation

This evaluation reviewed outcomes of the country programme, Governance for Empowerment and Social Inclusion (GESI) and the extent to which the programmes, mainly the two core programmes: "Governance for Local Economic Development" (GLED) and "Strengthening Enforcement of Law, Access to Justice and Social Integration" (SELAJSI) under GESI contributed towards outcomes of the country programme.

Other projects, programs considered under this evaluation are:
- Programme Framework of Support for Policy, Systems and Institutional Development in Sri Lanka
- Strategic Positioning of the Department of Project Management and Monitoring (DPMM)
- HRC phase II / Support to Parliament / Strategic Support to Government of Sri Lanka for Constitutional, Legal and Institutional Reforms and the Resettlement Process in 2015

Some of the programs are ongoing and end in 2016 / 17. Hence, the scope of the evaluation extended beyond reviewing outcomes, to include the "means to outcomes" – the Processes and Systems adopted in enabling those outcomes. In situations where the projects and programs are ongoing, the likeliness of achievement of outcomes was assessed by reviewing various processes, systems and strategies adopted by such programs.

3.3 Objectives of the Evaluation

- To assess the extent to which the planned outputs have been or will be achieved by 2017 and the extent to which these output results have contributed to the planned outcomes to identify unintended positive or negative results towards the three country programme outcomes.
- To assess the three outcomes and related outputs against Relevance, Effectiveness, Efficiency, Impact and Sustainability.
- To assess the level of integration of gender equality, conflict sensitivity, environment concerns and results-based management in the programme implementation.

4 Evaluation Methodology

4.1 The Evaluation approach

The approach of the evaluation closely reflects outcome mapping principles.
As said before, the scoping of the evaluation mainly focused on two distinct aspects of the programmes under evaluation:
  • **Outcomes** of the programme
    and
  • **Strategies, systems and processes** facilitating achievement of the outcomes

While the programmes completed by the time of this evaluation looked into both the above aspects, those which are ongoing, were evaluated mainly on their strategies, systems and processes.

Accordingly, the methodology focused on 5 core aspects which aligns with the logical approach of Outcome Mapping.
They are:

Impact as in the results framework	Outcome orientation
Contribution to achievement of macro level changes planned	Intentional design
Far-reaching changes the programme intends to influence	Outcome challenge
Strategies, systems and processes facilitating achievement of impacts	Outcome orientation
Facilitation of results through milestones / indicators	Progress markers
Influencing programme partners / stakeholders	Boundary partners

The following table explains how the two thematic areas of the programmes: livelihood and governance (including access to justice, rule of law and reconciliation) and, the most relevant cross-cutting theme in the context of governance, empowerment and social inclusion: gender aligns with the outcome mapping approach.

| Outcome Orientation	Livelihood	Governance	Gender
Intentional design: Macro-level changes the programme plans to effect and the strategies	• Promoting value chains through establishment of processing units, and introducing new agro-based products: • Vertical integration in production and marketing of agriculture, fisheries and other products (including dairy) • Achieving the status of Upper Middle income country with US$ 7000 per capita income • Established linkages with Commercial banks for building financial capital for product and market integration • Government organizations taking the lead in making market information available to masses	• Governance, justice and reconciliation policies, plans and programmes being established on a transparent and accountable institutional platform	• Gender sensitive programming has become an integral part of policy mandates • Government and UNDP officials use Sex disaggregated data for decision making • Policy makers Mainstream gender action plan in programming • Women involving and taking leadership in economic activities, governance and social integration
Outcome challenge: Far-reaching changes the programme intends to influence	• Increase in household income • Local businesses linked with private sector • Communities are economically empowered and gainfully engage in local / regional economic activities	• Target community groups continue to receive services effectively and equitably	• Authorities take proactive measures to ensure explicit Judicial processes on SGBV, land rights. etc. • Women are economically empowered and gainfully engaged in local / regional economic activities • Policy makers are aware

	• Integration of financial sector in local economic development		and take action to incorporate gender into National programming • Women political representatives and leaders are engaged in promoting social integration
Outcome Orientation: Strategies, systems and processes facilitating achievement of the changes	• Trade links with exporters' associations, supermarket chains, and other private sector organizations • Government organizations functioning as market information hubs • Capacities of producer organizations enhanced to progressively engage in new product and market development options	• Governance relationships between duty-bearers and rights holders in delivering and accessing service provision at sub-national levels established and moving up to national levels in both vertical and horizontal engagement • Aligned administration of justice and human rights regimes with international standards	• Program stakeholders take measures to address gender inequality across programming • Women friendly production models are available for scaling up
Progress markers: Key indicators towards the macro-level changes (drawn from the output and outcome indicators of the results framework)	• Use of commercial banks for financial capital for product development and marketing • Direct participation of private sector in local product and market improvement • Economic and social empowerment of communities especially women, leading to social acceptance • Communities are motivated and proactively engaged in economic activities	• Institutionalized levels of citizen participation in decision making in governance fora at all spheres of government, local, provincial and national. • Enhanced facilitation of access to justice reforms • Conformation of administration of justice and human rights with international standards and conventions • Programs implemented as integrated functions across sectors of programming and activities	• Women in the fore-front in formal leadership / decision-making roles • Violence against women reduced to moderate levels • Sri Lanka's gender empowerment measure is enhanced
Boundary partners: Individuals, groups or organizations with which the programme interacts directly / hopes to influence	• Implementing Partners • Provincial Councils • DS Divisions • Producer Organizations, Networks • Producer Groups • Private Sector • CBOs • Local Communities • Vulnerable and the marginalized people	• National Partners • Policy makers • Provincial Councils • DS Divisions • Civil society Organizations • CBOs • Communities • Vulnerable and the marginalized people	• National Partners • Producer Organizations, Networks • Producer Groups • Provincial Councils • DS Divisions • Private Sector • CBOs • Communities • Vulnerable and the marginalized people

The Table above explains the behavioral changes corresponding to results Indicators, identified for the purpose of reporting.

However, in response to the institutional requirement of evaluating against the country program framework, the analysis primarily focused on the achievement of outputs in the results framework. Then macro level changes (progress markers) which extend beyond the outcomes in the results framework were examined, in order to capture behavioral changes due to these results or that would lead to results. Reporting from a broader perspective, provided space for the evaluation to capture various alternate measures and discuss these deviations (vs. the planned implementations).

Annexure 01 provides an overview of the Results Framework with Outputs and Indicators, from which the progress markers and key evaluation questions have been drawn.

The following diagram presents the above description on linkages of Outcomes, Results Indicators, Outputs and Progress Markers.
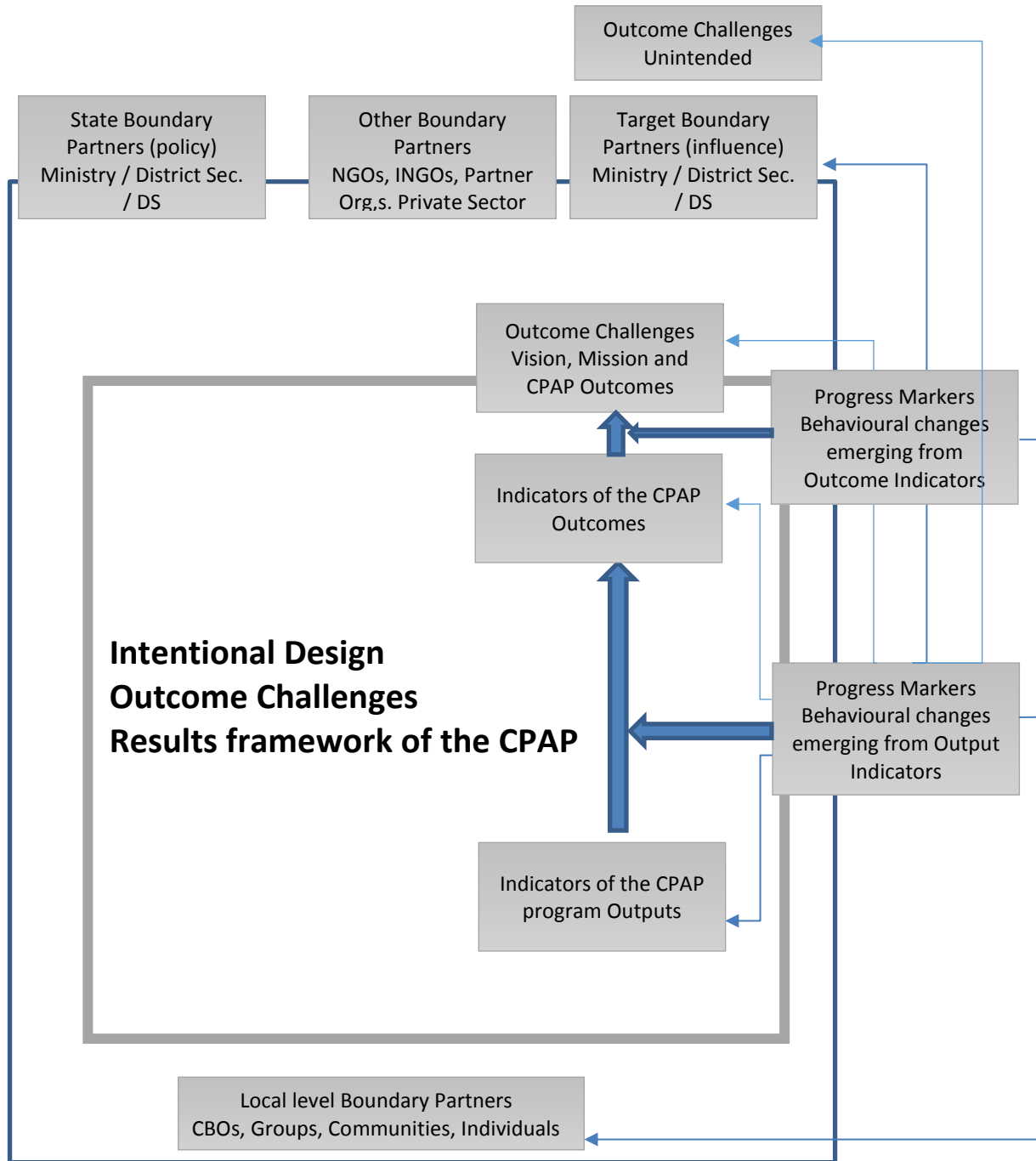
4.2 Evaluation framework

Evaluation questions in the framework have been formulated as per OECD-DAC criteria: relevance, efficiency, effectiveness, impact and sustainability. As mentioned before, the data generation has been explicitly focused on the indicators in order to explain respective changes in the behaviour due to achievement of results.

Key Evaluation Questions responding to core programme areas are:

1. Have communities and vulnerable people been integrated into mainstream economic development at national and sub-national levels? Have the program stakeholders been able to continue these economic benefits?
    This question analyzes the efficiency, relevance, effectiveness, impact and sustainability of livelihood programming.

2. Have the service delivery institutions and partners functioned better in serving the people and communities?
    This question focuses on the efficiency, relevance, effectiveness, of livelihood and commercial sector service delivery.

3. Has social cohesion among people and communities changed for the better?
    This question addresses the efficiency, relevance, effectiveness, impact and sustainability of social integration / reconciliation programming.

4. Have vulnerable people and communities received specific benefits of rule of law and justice?
    This question intends addressing efficiency, relevance, effectiveness, impact and sustainability of Access to Justice Program.

5. Have specifically met the needs of the marginalized / disadvantaged people and communities? Have been gender responsive to bring in equitable results to selected communities?
    This question intends capturing relevance, efficiency, effectiveness, impact and sustainability of Equity and Gender Responsive programming.

6. Has GESI programming responded to the evolving national priorities in Economic and Livelihood Development and in Governance?
    This question probes on the relevance, effectiveness and efficiency of GESI programme design, planning and management in the context of current national development priorities.

7. Have programs with a focus on Human Rights and Access to Justice contributed to related national and international principles?
    This question aims on the relevance, effectiveness and efficiency of programme design and alignment within UNDP and global standards.

8. Have program managers and implementers integrated cross functions in program implementation? Have communities and people in cross functional programmes benefitted holistically?
    This question probes into relevance, effectiveness and impact of holistic / integrated approaches adopted in program implementation.

9. Have program managers and implementers adopted good practices of progress monitoring (i.e. results orientation, measuring against indicators) and responded with corrective actions? Have they adopted progressive strategies in implementation?
    This question intends analyses on the effectiveness and impact of programme monitoring and implementation.

10. Have livelihood groups, organizations and farmers conformed to environmental compliances in agriculture, livestock, fisheries, tourism, paddy, gingerly, coconut, cashew and palmyrah based livelihoods?
    This question probes into the effectiveness and impact of environmental sensitivity in the implementation of livelihood interventions.

The questions mainly focus on expected outcomes of core programmes: achievement of progress markers, outcome challenges and on outcome orientation: strategies, systems and processes adopted in

achieving the results. Questions in Annexure 02 are directly linked to these questions and would generate required information for analysis.

It is noted that programmes and projects have interchangeably used the words marginalized and vulnerable when introducing people and communities.
Hence, this evaluation is confined to the following working definition: the people and communities would be identified as **Marginalized** in situations where **inequalities** are being addressed, whereas the term **Vulnerable** would be used in situations where the **deprived** are being focused.

4.3 Evaluation method

Considering the nature of the interventions, which are mainly qualitative, a quali-quant mixed method, with predominantly qualitative data collection and quantitative data to verify the qualitative analysis, was adopted.

Of the two main thematic areas, Livelihood and Governance, Livelihood comprises of a considerably greater quantitative data component.

As per the principles of outcome mapping, specific qualitative methods that are conducive for behavioral mapping described later in this report, was adopted for data collection.

4.4 Data collection

Sample:
A stratified, random sample representing programmes / themes, stakeholders and implementation arrangements was determined to include a wider representation of interventions under GESI programme.

Following are the stratifications in the order of adoption:

Selection of Districts:

- Representation of both GLED and SELAJSI collectively: 2 districts to study inter-linkages between the two core programmes.
- Representation of two ends in terms of intensity and volume of the implementation: at least one with considerably high engagement and one with moderate engagement
- Representation of NLDP and ADP: 1 district covering both programs
- Ethnic balance in the representation: Sinhala, Tamil and Muslim

Accordingly, four districts, Batticaloa, Anuradhapura, Jaffna and Monaragala were selected for the field level data collection. Whenever, there were other programmes under GESI implemented in these districts, they were also included in the queries appropriately.

Representations	Batticaloa	Anuradhapura	Jaffna	Monaragala
Considerably high engagement in the implementation	GLED SELAJSI	-	NLDP ADP	GLED
Moderate engagement in the implementation	-	GLED SELAJSI	-	-
Sinhala	-	x	-	x
Tamil	x	-	x	-
Muslim	x	-	-	-

Selection of the Divisions within the Districts:

- Representation of GLED: Governance, Livelihood
- Representation of SELAJSI: Social Inclusion, Reconciliation, Access to Justice
- Representation of NLDP and ADP
- Volume and Intensity of interventions
- Geographical representation: town area and a rural area
- Ethnic representation

Accordingly, the following divisions were selected for data collection.

District	Division - Town area	Division - Remote area
Batticaloa	Chenkaladi (Tamil)	Kattankudi (Muslim)
Anuradhapura	Nochchiyagama (Sinhala)	Mahavilachchiya (Sinhala)
Jaffna	Point Pedro (Tamil)	Kaytes (Tamil)
Monaragala	Monaragala (Sinhala)	Siyambalanduwa (Sinhala)

In view of maintaining objectivity of data, simple random sampling was used in the selection of groups and individuals for data collection below the Divisional Secretariat level.

A field data collection plan was submitted to UNDP prior to the field visits and the representativeness was verified.

Selection of National level stakeholders:

Selection of National level stakeholders for data collection has been based on the programmes in the districts selected for the evaluation and the criticality of them for the country programme in the lines of:
- Policy formulation and influence
- Implications to Sri Lanka: internationally (i.e. Human Rights) / globally (i.e. Environment, Equity, Gender)
- Representation of programmes in the districts selected for the evaluation

Data Collection methods:

Literature and Document review led to identify the need of deploying a range of data collection methods at field level.

Secondary data collection at field level took place at the central institutional (UNDP / Ministry / Implementing agency), District and Divisional levels.

Primary data collection happened at 5 levels in the field: Central institutional (UNDP), District, Divisional, Civil Organizational and Community level. All these five levels adopted predominantly qualitative data collection methods with about 24 KIIs, 24 SSIs, 13 FGDs, etc. The table on the next page explains the basis of these numbers. Quantitative data was gathered through Semi Structured Questionnaires (SSQ) in the four Districts.

The evaluation deployed the following range of data collection methods:

Secondary Data:
- Desk review of literature (LR)
- Document Review (DR)

Primary Data:
- Semi Structured Questionnaires (SSQ)
- Key Informant Interviews (KIIs)
- Semi Structured Interviews (SSIs)
- Focus Group Discussions (FGDs)
- Time Series Analysis (TSA)
- Case Studies (CS)
- Cross Sectional Analysis (CSA) of identified thematic interventions to understand implementation dynamics and behavioural changes (livelihood, governance and training to legal sector)
- Tracer Study (TS) of training given to officials

Methods such as KIIs and SSIs were mainly used to gather data from the individuals and small groups of key institutional stakeholders respectively. These discussions focused on specific points that are of direct relevance to them.

FGDs and TSAs were mainly open discussions held with larger groups of stakeholders, mainly recipients of benefits, where there was rapport building prior to the core discussion, and participants had flexibility to discuss amongst themselves, and respond to each other's answers.

Data from these techniques were reliable as they were verified within the group.

CSA and TS combined inquiry and observations, hence allowed analysis and synthesis of both facts and perceptions in a particular context. Once again, the references to context provided conducive space for explanations on behaviour of stakeholders.

CSs were mainly used to further explain a certain analysis or finding identified as critical for analyses.

The following table provides an overview of Secondary and Primary Data Collection at field level: stakeholders, types of data collection and the numbers.

Stakeholders	Data Collection Methods and Number						
	SSQ	KII	SSI	FGD	TSA	CS	CSA
Secretary, Ministry of Justice		1					
Head, Public Petitions Division, Attorney General's Department		1					
Secretary, Ministry of Public Administration		1			1		
Director General, Department of National Planning		1			1		
Director General, Department of Project Management and Monitoring		1					
Director General, Department of External Resources		1					
Director, Human Rights Commission		1					
Secretary, Ministry of Women and Child Affairs		1					
Secretary, Ministry of National Co-existence, Dialogue and Official Languages		1					
Secretary, Ministry of Reconciliation: Office for National Unity and Reconciliation		1					
Legal Aid Commissioner		1					
Secretary, Ministry of Provincial Councils and Local Government							
District Secretary, Director – Planning of the 04 District Secretariats		4					
Divisional Secretary, Assistant Director - Planning of 08 Divisional Secretariats		8					
UNDP staff at the Country Office – GLED & SELAJSI			2				
UNDP field staff at District level			4				
Land officer, Land Meditation Boards, 02 Divisional Secretariats from Anuradhapura and Batticaloa			2				
Institutional Stakeholders (Officials – GNs, Divi Neguma, Economic Development, Cooperative development officers / NAQDA officers / Veterinary Surgeons (SDDP / NLDP / ADP) at Divisional Secretariats			3				
Partner Organizations and / or Partner Groups in Batticaloa (KAVIA - Local Economic, ADT - Governance), Anuradhapura (KIRDO), Monaragala (Nature Foundation - Local Economic, WDF - Governance) and Jaffna (JSAC - Livelihood & Governance)			6				
Training / Technology Service Providers – NDC, ISB, ITI			3				
Banks in the intervention areas: BOC / People's Bank / Commercial Bank - Jaffna, SANASA / Sampath - Monaragala, NDB - Anuradhapura, Commercial / Samurdhi – Batticaloa			3				
CSOs in Selected Districts/Divisions				3			
Farmer Organizations / CBOs				2			
Groups of women and youth				2			
Recipients of Livelihood				3			
Recipients of Legal-aid Support through Thampaddi Fisheries Society				1			
Women, Men, Youth and Leaders						3	
Farmer groups / Producer organizations (POs) / Women and Youth based producer groups				2			
Identity interactions from selected Districts						2	
Quantitative data collection (Divisional Secretariat)	8						
Analysis of a livelihood intervention (i.e. Palmyrah)							1
Total number	8	24	24	13	2	5	2

Annexure 02 provides details on the types of data collection methods focused on different levels of stakeholders with specific probing questions to assess the achievement of progress markers stated above.

Annexure 04 provides the data collection schedules carried out at National and Regional level.

4.5 Method/s of data analysis and reporting

The data collection was carried out in a sequential order by the teams dedicated to the Divisions, enabling the use of outcome of discussions / analyses at one level as a verification at another level. This allowed triangulation of data through many tiers within the selected divisions.

For instance, key preliminary findings at the community level was used as questions at the immediate level: i.e. in the discussions with Local partners. The answers to those questions were then verified at the Divisional Secretariat level, either as questions or clarifications, depending on the level of clarity in responses of the subsequent levels. The analyses has mainly used such verified and triangulated data whenever possible.

In particular, verification at the Sub-National level became an enabling strategy providing feedback to the stakeholders at field / implementation level, namely UNDP staff at District level.

As mentioned before, the answers to evaluation questions were analyzed against the respective results indicators in the results framework and has been reported against the progress markers and outcome orientation.

The behaviour of boundary partners at different levels was assessed through the engagement of stakeholders in the program. The analysis looked into both current stakeholders and potential stakeholders of the program.

In addition to the core analysis, a Cross Sectional Analysis (CSA) of 03 thematic interventions (livelihood, governance and training for legal sector) and a Tracer Study on training given to Officials under A2J, have been carried out to provide an overview of implementation dynamics and behavioural changes due to the programmes. These analyses have tried to focus on the larger picture, which is important to National level Stakeholders, in deciding on future programming.

The link from evaluation questions to outcomes (outcome results indicators) and to progress markers and outcome orientation is explained below:

Evaluation Questions	Reference to Outcomes in the Results Framework	Progress Markers	Outcome Orientation
1. Have communities and vulnerable people been integrated into mainstream economic development at national and sub-national levels? Have the program stakeholders been able to continue these economic benefits?	1.0	- Use of commercial banks for financial capital for product and market - Direct participation of private sector in local product and market improvement - Economic and social empowerment leading to social acceptance - Communities are motivated and proactively engaged in economic activities	- Trade links with exporters' associations, supermarket chains, and other private sector organizations - Government organizations functioning as market information hubs - Capacities of producer organizations enhanced to progressively engage in new product and market development options
6. Have GESI programming responded to the evolving national priorities in Economic and Livelihood Development and in Governance?	1.0		
2. Have the service delivery institutions and	2.0/3.0	- Institutionalized levels	- Governance

partners functioned better in serving the people and communities?		of citizen participation in decision making in governance fora at all spheres of government, local, provincial and national	relationships between duty-bearers and rights holders in delivering and accessing service provision at sub-national levels, moving up to national levels in both vertical and horizontal engagement
3. Has social cohesion among people and communities changed for better?	3.0		
4. Have vulnerable people and communities received specific benefits of rule of law and justice?	3.0	- Enhanced facilitation of access to justice reforms	
5. Specifically meeting the needs of the marginalized / disadvantaged people and communities? Been gender responsive to bring in equitable results to selected communities?	3.0	- Women in the fore-front in formal leadership / decision-making roles - Violence against women reduced to moderate levels	- Program stakeholders take measures to address gender inequality across programming - Women friendly production models are available for scaling up - Sri Lanka's gender empowerment measure is enhanced
7. Have planned, implemented and contributed to related national and international principles such as Human Rights, Access to Justice?	3.0	- Orientation of administration of justice and human rights towards conformity with international standards and conventions	- Aligned administration of justice and human rights regimes with international standards
8. Have program managers and implementers integrated cross functions in program implementation? Have communities and people in cross functional programmes differently benefitted?	3.0	- Programs implemented as integrated functions and activities	-
9. Have program managers and implementers adopted good practices of progress monitoring (i.e. results orientation, measuring against indicators) and responded with corrective actions? Have they adopted progressive strategies in implementation?	3.0	-	-
10. Have livelihood groups, organizations and farmers conformed to environmental compliances in agriculture, livestock, fisheries, tourism, paddy, gingerly, coconut, cashew and palmyrah based livelihoods?	2.0	- Institutionalized levels of citizen participation on environmental concerns in the decisions in governance fora at all spheres of government, local, provincial and national	-

Presentation of these findings mainly looks into ensuring buy-in of the two key user-audiences: UNDP and both implementing and development partners of the Government of Sri Lanka.

They are:

- UNDP - GESI program staff: in particular staff of GLED and SELAJSI programs

- Key Ministries engaged in the program:

    Department of Project Management and Monitoring
    Ministry of Justice
    Human Rights Commission
    Ministry of Public Administration
    Department of National Planning
    Ministry of National Co-existence, Dialogue and Official Languages
    Ministry of Reconciliation: Office for National Unity and Reconciliation
    Public Petitions Division, Attorney General's Department
    Legal Aid Commission
    Department of External Resources
    Ministry of Women and Child Affairs
    Ministry of Provincial Councils and Local Government

4.6 Constraints and limitations in the evaluation

Non-maintenance and non-availability of data among implementation partners and UNDP sub offices affected the analyses and verification of findings, especially at the Sub-national level.

Isolated operations at various levels from National to local level, involving a range of stakeholders and service providers, required time and effort in understanding dynamics of operations, especially in the discussions with key stakeholders, compromising time on the real evaluation.

Lack of awareness on contributing / complementary processes that were simultaneously implemented by UNDP parallel to the core programs at Sub-national level was not known to the Sub-national stakeholders. Hence, verification of such, centrally managed, isolated processes were not possible.

The program outputs were predominantly qualitative by nature, hence application of quantitative methods exclusively and analyses such as cost-benefit analysis was not possible. Hence, wherever possible, quantitative analyses was used to verify qualitative analysis.

5 Analysis and Findings of the evaluation

5.1 Analysis

The analysis has directly responded to the evaluation questions. It has been carried out as two distinct discussions.

Primarily, it focuses on macro-level changes (aligned with the output and outcome indicators of the results framework). These are referred to as Progress Markers in outcome mapping.

Secondly, the discussion focuses on strategies, systems and processes facilitating achievement of the above changes, referred to as Outcome Orientation in outcome mapping language. This would enable establishing the likelihood of sustaining outcomes.

> **1. Have communities and vulnerable people been integrated into mainstream economic development at national and sub-national levels? Have the program stakeholders been able to continue these economic benefits?**
> This question intends analyzing the efficiency, relevance, effectiveness, impact and sustainability of livelihood programming.

This discussion focuses on livelihood development, with special reference to benefits to the vulnerable and marginalized, the strengthening of local level institutions, responding to output 1.1 of the results framework in the Country Programme Action Plan (CPAP).

The GLED programme is expected to assist communities to increase their production and value-addition capacities, making use of productive infrastructure, new technologies and knowledge. This programme has adopted a Direct Implementation Modality (DIM) in seven Districts (Mannar, Batticaloa, Ampara, Puttalm, Anuradhapura, and Monaragala) where, UNDP is directly involved in the implementation.

Three of the Districts in the selected sample operate through DIM.

Core components under GLED that respond to sustainable local economic development initiatives are, Youth Enterprise Development (YED), capacity building of local POs and PGs, support to local partner organizations and active engagement of national and sub-national institutions.

Under the YED programme component, youth were equipped with new business knowledge, technology transfer, building market and bank linkages for value chain and supply chain promotion.

The other core component is the capacity building of local POs and PGs to integrate business management practices into their operations, in ensuring enhanced local capacities to lead local economies.

Support to local partner organizations to proactively act on local economic development and governance through engagement in the coordination of training and interventions is another component.

The component on active engagement of national and sub-national institutions in local economic development talks about inclusion of respective institutional stakeholders -Planning and Economic Development Officers in the Divisional and District Secretariats (Assistant Director – Planning, EDOs), Private Sector, Financial Institutions and in Markets. Training of Enterprise Development Officers to facilitate the YED integration into the mainstream, also seems a formally thought-out strategy, though this was not specifically mentioned in the program documentation.

Achievement of Progress Markers:
This section focuses on accomplishment of outcomes with specific reference to **progress markers** identified.

- **Use of commercial banks to obtain financial capital for product and market integration:**

In two of the Districts in the sample, YED entrepreneurs are reported to have obtained loans from Banks such as Commercial and SANASA. These were in the Districts of Batticaloa and Monaragala. This has mainly occurred as the grant provided by the programme following training did not fully meet the investment need of the entrepreneurs. This could also be considered as a strategic move in ensuring sustainability of the interventions.

As per FGD data, 40 entrepreneurs in Batticaloa and 22 in Monaragala have shown significant evidence of linkages with banks for obtaining credit facilities; loans in the range Rs 25,000 - 100,000/- have been obtained.

Further analysis on this was not possible due to the fact that the loan values were not available either with the implementing partner or at UNDP offices. However, the meeting with Sanasa Development Bank in Monaragala revealed availability of this data with the Banks.

Though the program documentation is not explicit about the role of UNDP in establishing linkages, the District level staff have acted as the channeling medium in facilitating links between the banks and entrepreneurs. However, this seem to have discouraged independent decision making by the YED entrepreneurs.

The discussions with Banks revealed their willingness in encouraging continuity of business improvement through further financing. Some of the Banks with whom the KIIS were held, such as HNB in Jaffna, BOC in Anuradhapura and Jaffna expressed possibilities of linking this process into their credit programs.

They were positive towards the development of re-financing programmes targeting particular sectors such as agriculture, non-agriculture and service provision of collateral to business plans, provision of savings schemes and to assist entrepreneurs to become bankable. Having business plans and ability of the entrepreneurs to generate part of the funds were the key factors that has attracted the banks. A core activity of the YED program was the facilitation to formulate business development plans.

- **Direct participation of private sector in local product and market improvement:**

Private sector participation in promoting value chains include, linking with markets, banks and technology transfer. The programme document states that establishing linkages between the entrepreneurs and the private sector as one of the strategies.

In order to ensure sustainability of these linkages, there is a necessity for anchoring these processes with state sector services. Accordingly sub-national level government institutions and national institutions have to play a role in bridging the gap, thus assisting to link up with private sector institutions such as the Chamber of Commerce, niche markets or get into the high end market to promote business enterprises for sustainability.

There was no evidence of entrepreneurs being mainstreamed at the national and sub-national levels. Discussions at Divisional and District levels revealed that these entrepreneurs are far from mainstreaming their business activities, specifically in relation to value chain and supply chain promotion. There were issues of finding markets, obtaining new technology, establishing market linkages as well as linkages with banks.

Furthermore, except for a PO in Jaffna on crab processing, out of 04 POs visited, none of the POs or the entrepreneurs met during the evaluation, have yet built forward or backward linkages with private sector organizations to promote the value chain.

When the nature of enterprises is considered, except for few specific cases, almost all the female entrepreneurs are home-based workers. In the absence of a mechanism to elevate their livelihoods to those of higher value and with technological advancement, women forging linkages with the private sector is a distant goal.

It could be observed that all the entrepreneurs met during the field visits are supply driven. There was no evidence of demand-driven initiatives. Non-availability of market studies reveal that there had not been a systematic approach to identify potential / niche markets.

As a result, the expectation of the programme, to have self-reliant business models and enterprises dynamically linked with private sector and markets, may not become a reality within this programme period.

In the Districts subject to the evaluation, selection of training service providers, purchasing equipment and linkages with banks, have been done by UNDP. When probed, it was found that the engagement of respective sub-national institutions has been confined only to awareness creation of the interventions.

Hence, the above mentioned activities have happened as one-off tasks, missing the opportunity of sub-

national institutions establishing coordinated systems and partnerships for the future. This has resulted in lack of buy-in and accountability of the sub-national institutions, in addressing both current issues and continuity.

In this context, facilitation of participation of sub-national institutions, which have the capacity and stake in leading and coordinating local economic development is critical.

- **Economic and social empowerment leading to social acceptance:**

It is expected that economic empowerment would lead to greater social acceptance. This may initially reflect through linkages to banks and markets.

When it comes to market linkages, capacity building support to POs and PGs could be seen as a contributory factor towards a shift from needs-based, input-driven livelihoods to a market-driven one.

In general, all the POs met during the evaluation had prepared business plans. Accordingly, UNDP has provided investment for new technology for the expansion of production (i.e. Rice flour mill in Monaragala, Palmyrah jaggery / honey production in Kayts). As a result, they have managed to diversify their product bases (i.e. from conventional paddy/rice to rice flour, Palmyrah toddy to palmyrah jaggery, Palmyrah crystal and palmyrah flour).

Most of the POs are at basic level of business operations, merely responding to orders. A few are about to integrate with new technology. Majority of POs are challenged with finding financial capital, new technology, and product diversification. Hence, the benefits to the society by these changes in POs may not be visible immediately.

- **Communities are motivated and proactively engaged in economic activities:**

It was evident that there is a certain diversity in the provision of skills development for livelihoods. Livelihood training especially the knowledge imparted to prepare business development plans, could be seen as an effective strategy that has motivated the trainees to actively engage in income generation following training.

Though the technical and service area skills have been well-imparted with the intention of grooming entrepreneurs, these appeared to be gender-neutral and did not contain provisions to address gendered socialization factors and gender based constraints that influence the uptake of knowledge in males and females, skill levels and performance.

Training components such as confidence building / assertiveness training, decision making, leadership and advocacy skills have not been incorporated in the training components except in one training program for youth leaders in Jaffna. Such training would have addressed strategic gender needs and placed women in greater control of themselves instead of limiting them to socially defined gender roles.

It was observed that service providers lacked gender analysis skills and were not sensitive to gender issues especially at the community level. The project seem to have overlooked gender sensitive programming during the design phase and in the implementation.

For instance, in the locations visited, it was stated by the respondents that though most often training locations were arranged close to areas they lived and worked, provision of child care facilities were not provided.

In Jaffna, all those who received business skills training have either started new businesses or have strengthened those existing. Due to non-availability of similar data in the other districts beyond that of numbers trained, it is not possible to generalize findings on the engagement in livelihoods following training.

Figure 01: Entrepreneurs trained and engaged in Business / Livelihood interventions:

District	No of Entrepreneurs Selected		No of Entrepreneurs attended		No completed		No of existing Businesses strengthened		No Involved in new Businesses	
	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male
Jaffna	129	160	62	82	60	81	58	78	2	3
	289		144		141		136		5	
Batticaloa	69	68	58	44	-	-	-	-	-	-
	137		102		NA		NA		NA	
Anuradhapura	15	20	-	-	11	14	-	-	-	-
	35		NA		25		NA		NA	
Monaragala (NV)	244	98	176	71	-	-	-	-	-	-
	342		247		NA		NA		NA	

NA – Not available, NV – Not verified, Source: UNDP District Officers and implementing partners

When it comes to income generation from livelihoods following the training, there were several instances of monthly income reported to have increased in varying amounts. Interviews with some of the recipients reveled that they have expanded their business with increased income. The increases range from 50% even as high as 500%. One female YED entrepreneur engaging in carpentry in Jaffna, had increased her income from Rs 25,000 to 40,000, yet another engaging in the making of bags and shoes in Anuradhapura had doubled her income from Rs 5000 to 10,000, yet another running a tea and food kiosk in Anuradhapura, had increased income from 4000 to 18,000.

However, absence of systematic monitoring of the recipients by UNDP or by sub-national institutions has resulted in lack of information in relation to their engagement in livelihoods, value addition following training, implementation of business plans and, income generation as a result of interventions (skills, technology, equipment and loans). Therefore, a comprehensive analysis on the institutionalization discussed above could not be provided.

It was evident that there is a distinct discontinuity of the capacity building process since the training. Though EDOs were trained as TOTs and given specific responsibility to conduct the training, in the absence of clarity on the commitments following training they have not taken any formal initiative to follow-up on the recipients. Some EDOs have paid informal, random visits to beneficiary entrepreneurs, while performing their routine duties. However the evidence of these entrepreneurs being systematically monitored by the EDOs could not be found. Therefore, in the absence of trouble shooting and follow-up support, sustainability and impact of the outcomes of this intervention is at risk.

Outcome orientation:

This section explains the strategies, processes and systems that facilitate or influence the livelihood interventions move towards the results, in particular in the absence of achievement of outputs and indicators discussed under the progress markers.

- **Trade links with exporters' associations, supermarket chains, and other private sector organizations**:

The strategy in mainstreaming livelihoods is planned through linking businesses with related mainstream functions of the Divisions and Districts: i.e. building a business forum at the Divisional and District levels to link with Chamber of Commerce, Exporters' Associations, Supermarket chains, Processors, other niche markets etc. It is expected that this forum will facilitate technology updates and market linkages as well as links with commercial banks for building financial capital for further investment to ensure sustainability of the enterprises.

The institutional stake in these initiatives is not very clear and the efforts have been mainly in the form of discussions or one or two meetings held through UNDP facilitation in the districts.

In terms of readiness of the entrepreneurs for formal linkages, there has not been any initiative other than the development of business plans for enterprise development, which had been a pre-requisite of the training. Any other initiatives in establishing formal linkages was not evident.

There was some understanding and consensus among entrepreneurs, in moving along the value chain in livelihoods.

It was also found that women have difficulties in accessing markets, especially within the activities such as access to raw materials and marketing of produce. This is due to their reproductive role and inability to be mobile and spend time away from home. Therefore market linkages and trading, a critical component of the value chain, is managed and controlled by the male. It is unclear if the female accesses the resources realized after trading. Thus, women are unable to realize their full potential as entrepreneurs, which hampers their empowerment.

Therefore, it cannot be concluded that the livelihood options provided by this programme were favorable for women considering women's triple roles (productive, reproductive and community) which were not taken into consideration at the onset of the programme as no gender analysis had been conducted.

- **Government organizations functioning as market information hubs:**

It is expected that as a result of active engagement in the YED capacity building, the sub-national institutions would be able to establish a central, coordinating function of ensuring market information and linkages and that knowledge reaches entrepreneurs of YED, as a continued process following training.

It could be observed that the role of the Divisional / District Secretariat in the activities has been merely responding as a courtesy, by participation at meetings and training, supporting institutional formalities.

In three of the Districts visited, excluding Jaffna, YED capacity development has not been formally monitored by the service providers nor by the partner organization nor the government officials at Divisional / District level nor by UNDP. This has resulted in discontinuity of capacity building following training. This gap was evidenced through lack of post-training data with the Partner, UNDP and Divisions. Specific discussions with the trained entrepreneurs verified that there was no follow-up support since training.

This situation has to be understood in the context, where relatively comprehensive strategies and processes have been implemented up to the training, but not much supportive activities put in place, post training.

Selection of recipients for the YED programme has been mainly based on the list provided by the Economic Development Officer (EDO) and an interview conducted in collaboration with the officials of the DS. Creation of awareness on the programme was done through different modes such as GN, EDO and among other common community fora.

However, it was stated by partner organizations in Monaragala and Anuradhapura that these conventional modes may not have reached women who were isolated with less mobility and communication and thus were vulnerable.

Almost all the Officials and implementing partners stated that specific criteria such as: existing business engagement in the project area, age between 18-40 years, and status of vulnerability and disadvantaged (disabled, widows, and ex-combatants) were used to finalize the list of recipients.

However, a documented scheme of selection, where being a widow was one of the selection criteria, could be seen only in the Divisional Secretariat of Karaveddy in Jaffna.

Documents available with implementing partners revealed that the guidelines were broader than what was specified above. This could be linked to the fact that there were a large number of persons dropping out after selection and before attending training. This could be a reflection of less than optimum selection. Over expectation by participants, the grant not meeting the specific investment needs of the participants, high technology demands of projects beyond the scope of the program and inability to meet market competition are some of the reasons mentioned as reasons for dropping out by the implementing partners.

As per the information available in the 04 Districts, the recipients of the series of livelihood training are 100% youth (specified age group 18 – 40 years), with insignificant deviations of one or two above 40 years, who were justified with specific reasoning. i.e. widows, critically poor.

A majority of the youth who benefitted from the entrepreneurship development programme (YED), were already engaged in various enterprises. Selection of this category, belonging to the informal sector, where the economy is run by those who struggle to make ends meet through their own initiative, without any support from the government and the private sector, could be stated as a good early intervention strategy,

deviating from the conventional focus on the unemployed.

From the point of livelihood development, this could be seen as a significant move towards achieving individual outcomes.

According to the Figure 2 below 54 % who benefited under the YED were men. This type of program would have benefited women a lot more had there been systematic targeting with a set of criteria that could have even been scored for meeting gender equity requirements. This would have ensured effective economic empowerment of women. As mentioned earlier, there have been no clearly set out gender sensitive selection criteria planned to ensure gender equity in the programme.

Figure 02: Participation of men and women in Business Skills Development Programmes

Gender	Jaffna		Batticaloa		Anuradhapura		Monaragala	
	No of Enterprises	% Share	No of Enterprises	% Share	No of Enterprises	% Share	No of Enterprises	% Share
Male	81	57.4	112	60.2	44	43.1	NA	
Female	60	42.6	74	39.8	58	56.9		
Total	141	100	186	100	102	100		

NA – Not Available, Source: UNDP District Offices and implementing partners

The training programmes on livelihood development, have been conducted through several service providers. The main focus of the training has been on enhancing knowledge on preparation of business plans and execution of enterprises.

These capacity building programs had been coordinated and the logistic facilities were provided by the partner organizations selected in the Districts by UNDP.

They are:

District	Partner Organization – livelihoods
Batticaloa	KAVIYA
Monaragala	Nature Foundation
Anuradhapura	KIRDO
Jaffna	JSAC

The Training and Service Providers: Industrial Services Bureau (ISB) - Kurunegala, Industrial Technology Institute (ITI) - Colombo, Competency-based Economies through Formation of Enterprise (CEFE), National Design Centre (NDC) - Colombo, and Cathy Rich Centre (CRC) - Embilipitiya have carried out training on entrepreneurship and business skills development. Developing entrepreneurship skills, investing in product development (new products and modifying or improving the quality of existing products), technology transfer and marketing are some of the interventions of the service providers.

Based on discussions with partner organizations, it could be gathered that the training programs were comprehensive and well-organized. However, observations from the field are that the above processes happened in isolation, as a series of one-off activities, failing to engage the key stakeholders continuously. Therefore, a gap in the awareness of the stakeholders, about the process remains.

Training of Enterprise Development Officers to facilitate the integration of YED recipients into mainstream could not be evidenced. Though there seemed to be a formally thought-out strategy, activities to establish their stake in the process following training could not be seen. Lack of formal instructions on what was expected as follow-up on the part of EDOs, could be seen as lapses in this regard. However, it could be observed that in Anuradhapura (Nochchiyagama) the EDOs have been used beyond training into integration activities such as linking entrepreneurs with services. For instance, some of the EDOs trained, now work as resource persons to design business plans for their client. This indicates the potential of EDO engagement in ensuring sustainability of the process.

The reasons for key stakeholders in the government not following up the process beyond training is, due to a number of reasons such as, varied understanding among the stakeholders on the process and their role in it and, not including respective officials at the Divisional Secretariat and Partner Organizations in all aspects of the programming such as monitoring, review, forging linkages etc. Even an initial meeting to provide understanding on the programme to Divisional Secretaries, on the expected engagement of their officials had not happened in some Districts.

Thus the outcome orientation of government organizations becoming the local level market Information hub, seems highly ambitious and far from a reality.

- **Capacities of producer organizations (POs) / groups (PGs) enhanced to progressively engage in new product and market development options:**

In the sample districts being evaluated, a range of products at different scales of operation and value chain promotion, through producer groups and producer organizations were observed.
These are; paddy and rice flour (in Monaragala district), dairy and palmyrah (in Jaffna district), prawns and other fisheries (in Jaffna and Batticaloa district), and pottery (in Anuradhapura district)

The categorization of PGs and POs by UNDP was based on numbers of members. If the number of members is less than 25, it is categorized as a producer group (PG) and if the number of members are more than 25, it is categorized as a producer organization (PO). However, the above mentioned organizations have been categorized as POs by the UNDP, though some have less than 25 members.

The structure of the PGs and POs selected were either Community Based Organizations or Cooperatives. Some of the POs were established as CBOs, namely Moneragala Multi-purpose Cooperative Society in Moneragala: Kayts Palm Development Co-operative Society in Jaffna, Crab processing factory in Jaffna: Karaveddy Livestock Breeders Cooperative Society in Jaffna, and Alaksha Fisheries Cooperative Society, Batticaloa. Some of these were registered under the central government and provincial level after interventions were made on capacity building by the Industrial Services Bureau (ISB).

Figure 03: Membership in the POs and PGs

Type	Anuradhapura				Jaffna				Batticaloa				Monaragala			
	No	Female	Male	Investment – Rs	No	Female	Male	Investment - Rs	No	Female	Male	Investment - Rs	No	Female	Male	Investment - Rs
POs	-	-	-	-	9	854	2283	NA	9	704	1427	NA	-	-	-	NA
PGs	9	72	74	1,133,030	-	-	-	NA	12	118	-	NA	-	-	-	-

NA – Not Available, Source: UNDP District Offices and implementing partners

It is clearly seen from the data available that the membership of women in POs is very low compared to men. No strategies were put in place to redress this situation to mobilize women.

Selecting POs under the GLED programme has been decided by UNDP. A list of POs selected for the programme was provided to ISB, the service provider for conducting capacity building programmes for POs. Though POs were operating in different product sectors, the training has been on standard modules designed for preparing business development plans. The discussions with POs revealed that the business plans were yet to be operationalized due to various reasons. The reasons for this lack of operationalizing identified through FGDs and SSQs are:
- Inability to find additional finances for identified activities: market integration, introducing new products, expanding the existing product base due to overall decisions governing the Cooperatives (i.e. instructions by the Cooperative Commissioner to Cooperatives against obtaining higher value loans)
- Equipment provided by UNDP is of a lesser capacity than expected, hence the inability to expand the product base - Kayts Palm Development Cooperative Society is running at a loss currently
- Supply-driven nature of products and inability to find a regular and assured market
- Equipment fixed by UNDP even for the 2nd time is not ready for operation and has been under testing for the past 02 months (Flour mill installed in MPCS in Monaragala)
- Lack of market linkages for expansion of the business
- No specific mechanism for sharing profits among members of the Cooperative Societies
- No forward sales agreements for market integration

At the same time, it was noticed that there are some instances of strategic initiatives having taken place to improve livelihoods of PO members: establishment of various community based producer groups, and POs moving towards producing and marketing homogeneous products are some of these instances.

Producer organizations that have been set up and cooperatives that have been assisted lack gender sensitivity when planning out activities and allocating resources. Therefore, the expected change in conventional practices of leadership to progress to an equitable standard cannot be seen.

Even partner organizations that have a Gender Policy have not addressed gender inequalities E.g.: JSAC in the implementation of a special program funded under the Rehabilitation project. The YED type activities and cash crop cultivation assistance supported under the SDDP project included a substantially lesser number of women. Only 1 woman was a recipient among 17 under the cash crop cultivation activity. JSAC were unable to address the reasons for lack of female participation project. This is despite JSAC, the partner organization having a Gender Policy.

One of the limitations in POs that are cooperative societies established under the Cooperative Act is the inability to take context specific decisions. This results in the inability to take independent decisions, particularly in Jaffna district, in obtaining loans. However, in Monaragala district, the Multi-purpose Cooperative society (for Rice mill) has managed to obtain Rs 08 million loan from SANASA Development Bank for buying paddy. The POs in other districts are yet to be linked with commercial banks.

In the area of new products and product diversification, there was no evidence of feasibility assessments done, prior to implementation of such interventions.

It also appears that these POs are not converging with processes in government organizations and this would eventually create problems in terms of sustainability. An example is the Rice Mill in Monaragala, which has not linked up with the Paddy Marketing Board for a continuous supply of paddy which could have ensured continuity in the functioning of the mill. A break in supply will incur high losses and result in idle time. Purchasing from the private sector would be far more expensive.

It was observed that there was almost no concern of POs with regard to production processes and the negative impact on the environment. Therefore no initiatives to mitigate environmental impacts were seen. It is a requirement environmental safeguards are embedded in the production processes itself. This was evident from most of the discussions with POs. There had been no awareness raising nor capacity building on this issue.

A few practices such as the use of residual matter as organic fertilizer supplied to the members of POs to use in paddy cultivation, wind barriers that had been designed to minimize the spread of dust into the air, removing perishable waste before it became odorous and sanitary measures within the factory to ensure food hygiene could be observed. However, this cannot be generalized across all the POs, since most had no knowledge about environmental degradation.

Some of the critical operational issues such as installing incorrect and inappropriate equipment in the Rice Mill of the PO in Monaragala for the second time, installing equipment of less capacity than originally planned in the PO Centre in Kayts are serious.

The fact that POs are not following business plans, is evidence of the absence of systematic monitoring of these interventions. This hinders the application of corrections in the middle of the process and would have serious implications on sustainability of the investments. As mentioned earlier, the isolated nature of implementation does not provide space for participation of government organizations which would have the potential to closely monitor progress.

2. Have the service delivery institutions and partners functioned better in serving the people and communities?
This question focuses on the efficiency, relevance, effectiveness, of livelihood and commercial sector service delivery.

Institutions and institutional partnerships constitute the mechanism for delivery of GESI services for enhancing the scope and content of governance, empowerment and social inclusion. This aspect of GESI is addressed by Outcome 2 of CPAP, "Strengthened provision of, access to and demand for equitable and the delivery of quality social services and enhanced capacity of national institutions for evidence-based policy development."
This cluster of results was comprised of:
- Local governance institutions planning and managing service delivery with increased effectiveness and inclusiveness Output 2.1)
- Mainstreaming good practices on local economic development to inform policy decisions Output 2.2)

- Good practices informing National Partners for evidence-based policy (Output 2.3)

These outputs were complemented by:
- Capacity building of vulnerable communities to participate in local governance (Output 3.7)

It is expected that these results together would provide the institutional framework for an "integrated governance and recovery program", bringing together the institutional stakeholders to "jointly plan, implement, monitor and sustain socio-economic development".

The CPAP Outcome was supported by three project interventions under the title of Governance for Local Economic Development (G-LED), namely Northern Livelihoods Development Programme (NLDP) covering the three districts of Jaffna, Killinochchi and Mullaitivu, Support to District Development Planning (SDDP) covering seven districts of Ampara, Batticaloa, Monaragala, Mannar, Puttalam, Vavuniya and Anuradhapura. As mentioned before, work in all these districts have been implemented through the DIM modality. Twelve other districts excluding those in the Western Province were supported under National Implementation Modality (NIM), where only capacity building for District and Divisional Secretariats was provided.

The G-LED model is an integrated governance-recovery program. The outcome evaluation of this cluster of results covered the G-LED intervention under SDDP in Batticaloa, Monaragala and Anuradhapura and the NLDP intervention in Jaffna.

Achievement of Progress Markers:

This section focuses on accomplishment of outcomes with specific reference to progress marker identified.

- **Institutionalized levels of citizen participation in decision making in governance fora at all spheres of government, local, provincial and national:**

Preparation of DDPs through a process of community consultations and through integration of community needs into sectoral plans of the Divisions, was considered a key output that would establish citizens' participation at Sub-national level.

It is noted that the District Planning Secretariats, though facilitating the process of preparation of DDPs, have not taken ownership of the process. This was evidenced in all the sample Districts through lapses in mainstreaming the plans and the planning system in terms of the Districts and Divisions and sharing development plans for feedback from communities. Furthermore, the establishment of Planning Cells in the Divisions and linkages with provincial plans, are yet to take place.

Discussions with District level staff revealed that the understanding of these processes are at varied levels. So the buy-in is less. In the absence of explicit mechanisms available at Sub-National level, the progression of this process is at a stake.

The progress with regard to the Implementation of the Citizen's Charter seems more positive. The central information storage including a display system for easy access to information and file applications, has made good progress and is in different stages of completion. The analytical part for the compilation of the manual too has been completed to a great extent. It is expected that the implementation of this system, would significantly increase the effectiveness of public service delivery at the Divisional Secretariats. Keenness of the respective officials could be considered a demonstration of buy-in towards the implementation.

There had been a significant delay in the implementation of the programme, due to disputes relating to the national level responsibility and institutional complexities of the implementation. In the event, the shift in focus, from a holistic approach to address short-term responses to the imperatives has caused many slippages in the implementation, consistency and in coordination across different inputs. Hence, the interventions remain standalone, with hardly any support to community level activities or in engaging with government stakeholders. As a result, mainstreaming of systems, procedures and practices introduced in respect of local governance and service delivery becoming effective and inclusive is yet to be attained.

Of the two strategic interventions planned for local level, the youth leaders have been inducted to Youth Leadership Development (YLD) programmes through a selective process. While the YLD program is in place in all the districts studied for the evaluation, the engagement of youth leaders in local development processes and accountability of service delivery through CBOs and other mechanisms is yet incoherent. The program was supported by training provided by the national universities in the provinces. The training

was found to be profound and all the youth groups met by the team unanimously endorsed the value that the training brought into their lives. Many appreciated the fact they could experience the life of a university student even for a short period of 3 months.

Figure 04: YLD training content

1. Sustainable development
2. Disaster management
3. Project management
4. Accounting
5. Entrepreneurship
6. Leadership
7. Communication
8. Gender
9. Networking
10. Good governance

However, the thrust of this program is the facilitation of youth leadership in local governance and is yet to be achieved.

The youth groups, as a result of the intensive training, are willing and motivated. The strategy to formalize them within the CBO networking forum and link them into Divisional and District administration has not taken-off ground in a promising manner.

The other local level intervention, CSO / CBO capacity building for better governance, has taken place across the four districts in the sample, but any significant changes with regard to local level governance are yet to occur.

Outcome orientation:

This section explains the strategies, processes and systems that facilitate or influence the governance relations and integration, in particular in the absence of achievement of outputs and indicators of the programme.

- Governance relationships between duty-bearers and rights holders in delivering and accessing service provision at sub- national levels, moving up to national levels in both vertical and horizontal engagement

Substantively the governance interventions were consistent across the two projects. While both projects addressed increasing the effectiveness and inclusiveness of service delivery operations of local governance institutions, the substantive results framework examined by the Outcome Evaluation in regard to the governance cluster was the SDDP.

There were two core areas of results:

- Monitoring mechanisms in local governance institutions addressing dialogue between service providers and community members. Specific results contributing to this outcome were to be achieved through three distinct interventions.
- Improved capacity in development planning and implementation for district and local level stakeholders through the establishment of a planning process and preparation of development plans at the district level incorporating Results-based Management (RBM).

This intervention is at differing stages of implementation across the districts. Training in RBM has been provided by the Implementation Partner (SLIDA) as well as through a Consultant. The RBM methodology, is vision oriented and problem-based, proceeding through the identification of thrust areas and indicators for planning and monitoring.

The delivery has been mainly through workshops at the district level bringing together relevant stakeholders, national, provincial and local, and, at the community level engagement with community members through community consultations. The intervention is linked to the District administration through the District Planning Secretariat functioning as the coordinator. The transfer of knowledge and skills followed a Training of Trainers (ToT) for a core District planning group, followed by extensive training at the Divisional level. The sectoral workshops and community consultations provided opportunity for an on-the-job experience to the district and divisional teams.

Figure 05: District and Divisional level training – content

1. Results Based Management (RBM)
2. Case Management
3. E-Citizen
4. Citizen's Charter
5. Improve communication skills / public relations
6. Management skills
7. Software skills development
8. Skills development on GIS
9. E-citizen system for data management
10. Citizen's Charter – Training of Trainers
11. Hardware / network / office equipment repair & management
12. Development of Results Framework
13. Entrepreneurship development and business planning - Training of Trainers

Figure 06: **District / Divisional staff – participation in training**

Type of Training	Batticaloa	Monaragala	Anuradhapura
Government officers trained in RBM	1794	159	402
Government officers trained in improved Service delivery	673	160	899
	2467	**319**	**1301**

Source: UNDP Country Office

Also, the discussions at Sub-national level revealed the above-mentioned range of training provided, data on these could not be found in a central place either with UNDP or with the implementing partner.

The data available at UNDP Country level was also incomplete and not sex-disaggregated. This reiterates the lack of coordinated responsibility and gender insensitivity at all the levels. The above numbers on training is one such example of data that could not be disaggregated by gender.

Preparation of sector development plans has been completed in five of the SDDP districts and is in the process of drafting. The next set of activities planned in the establishment of the development plan framework is, the application of RBM IT software. Since this needs to be implemented jointly with

Provincial Authorities, the District Development Plan will require buy-in of the Provincial Councils, for the respective sectoral components of a Provincial Development Plan framework.

Implementation of the governance measures have been strategized mainly through capacity building, and three tiers of distinct stakeholders have been identified for this purpose; training to Planning Officials of the Divisional Secretariats, Youth Leadership Development (YLD) and strengthening of Civil Society Organizations (CSOs) / Community Based Organizations (CBOs).

i. Building capacity of Divisional Secretariats to deliver services more effectively and inclusively:

Divisional Secretariats are being introduced to a package of service delivery capacity building interventions. Once again, implementation of these are at varied levels.

a. The 2nd Generation Citizen's Charter, incorporating a manual, a central information storage with a display system for easy access to information and file applications, a front office backed by a service delivery back office system, monitorable by the responsible section heads of the Divisional Secretariat. The implementation of the Citizen's Charter has made good progress and is in different stages of completion with the analytical part for the compilation of the Citizen's Charter manual mostly completed.

b. Economic Advisory Services (EAS): an IT-based information service providing economic support for Small and Medium Enterprises (SMEs) linking producers with economic services. The EAS operates out of the Divisional Secretariat supported by a team of Economic Development Officers (EDOs) trained in business development and resource management. A website has been launched in Batticaloa to promote the EAS, where it has made best progress.

c. Case Management, to support selection and follow-up of support services to individuals, groups and infrastructure to be applied in service delivery by EDOs. ToT has been carried out and divisional staff are in the process of being trained. The system is not in full application in any of the districts.

d. E-Citizen Information System at GND level: an IT based information system on public and household level data, has been piloted in two Divisions in Batticaloa, where data collection is in progress in all the GN divisions in these two Divisions.

    e.   Applied Research, a service delivery problem identification system at the divisional level, is yet to be mainstreamed in the districts.

The above service delivery capacity building package is complemented by several other technical assistance interventions including, development of transparent local policies and training for local authority staff to introduce by-laws.

    ii. Promoting community engagement in development process and accountability of local service providers through Youth Leadership Development (YLD):

As discussed above, lack of consistence on the vision and responsibility on the YLD programme, across all the stakeholders including the youth themselves, was evident.

Written down selection criteria for the YLD program could not be found in any of the Districts.

Selection of Youth for YLD program has been mainly through the GNs and informal information dissemination such as word of mouth, there was no mention of gender as a consideration for selection of youth for the YLD program. Therefore the selection process has been gender-blind.

However, despite this informality in selection, participation of both female and male youth, across Divisions was evident. This has occurred by accident rather than intent.

Figure 07: YLD attendance in training

District	Number		
	Female	**Male**	**Total**
Batticaloa	125	67	192
Monaragala	29	13	36
Anuradhapura	15	34	49
Jaffna	36	10	46

Source: UNDP Country Office and implementing partners

As said before, the capacity building strategy has been well-received and the university atmosphere seem to have enhanced the necessary elements of governance: team spirit, unity, outspokenness, due-diligence, leadership etc.

Also, the fact that YLD standing alone purely as a lobbying for governance intervention, in a context where these youth are at a stage of an exploratory stage of their lives, looking for economic stability, could be interpreted as an insensitive inclusion and mobilization strategy.
This conceptual drawback, seem to have affected the incoherence of youth actively engaging in follow-up activities. Once again the follow-up activities are merely confined to few meetings with no clear objectives.

Though District Secretaries demonstrated a keen interest in the program, the YLD would appear to be footloose if not anchored to the Divisional / District Development process or to the local administration (i.e. GN) with links to due economic benefits.

CASE ANALYSIS - YLD: YOUTH LEADERSHIP DEVELOPMENT

Youth engagement for good governance at the community level finds its rationale within the GESI design in empowering communities towards their greater inclusion in the service delivery system. In the words of a youth leader, the link between the service delivery system and the community required active facilitation, which had been traditionally the role of CBOs, effected through the traditional village leadership. While the GESI program targeted capacity building of CBOs to link communities with service providers, the need to catalyse the link defined a role for youth leadership. The program for Youth Leadership Development (YLD) sought to develop a link cadre for strengthening good governance at the village level. Thus, YLD constituted an integral program component accountable and inclusive local governance.

The program for YLD consisted of training a youth cadre, brought together in a Youth Forum at the district level, linked to the divisional CBO networks. The trained youth cadres would be linked, both, to service providers and the local communities. The process of YLD moved from a selection process at the divisional level carried out through the announcement of the program locally by the Grama Niladharis (GNs), and training being provided by the respective regional university. The training that was standard across the districts, comprised of a package of eleven modules. These covered thematic areas of Sustainable development, Disaster management, Entrepreneurship, Leadership, Accounting, Project management, Communication, Gender, Networking and Good governance.

In total, 323 youth were trained in the four districts of Batticaloa, Monaragala and Anuradhapura and Jaffna. Many of the youth brought into the YLD program have already held community leadership positions. The youth leaders (YL) perceive the YLD program as giving them an opportunity for personal advancement through links to the local governance system on the one hand and an opportunity to engage with the community, especially in mediating

From the voice of a youth leader;

Sunanda Randeniya
Male (31)
22nd October 2016

I am from Tantirimale, a then border village in the Anuradhapura district, was affected by the war and spent my childhood in a camp for displaced persons. I had to earn wages to attend advanced level classes. I joined the village youth club and rose to membership in district youth federation and later become a delegate in the Youth Parliament, holding the position of Minister for Sports in 2013-14. Meanwhile, I joined the Civil Defence Force in 2006 and also took and active leadership role in several CBOs, such as the Death Donations Society, the Farmer Organization and the Temple Society and as an activist in the island-wide temperance movement. I applied to the YLD program through the guidance of GN. I am also a recipient of the YED program and in the process of establishing my business of a 'Communication Centre'. These days, the opening is scheduled for next week. I am also the Chair of the YLD forum and the Vice Chair of the divisional CBO network, formed last week.

between the community and the local governance system arising from such linkages. In Batticaloa the YL have established community links with NGOs, formulated and presented proposals to support persons with special needs, and voiced environmental concerns of the community. They perceive working in mediation and awareness raising roles in the local governance system. In Anuradhapura, the YL demonstrated commitment to wide-ranging community roles such as enabler of community action, facilitation of service outreach to villages, building self-reliance, counsel and mentor vulnerable and guide and mentor children coming out of insecurity.

For the YLD program to move forward it will be necessary to create institutional space for YL to establish linkages with service providers so as to enable take leadership roles in development initiatives in local governance outreach and linkages with divisional CBO networks for linking communities with such development initiatives.

iii. Building capacity of CSOs / CBOs to participate in local governance activities:

The intervention for Capacity building of CSOs / CBOs is comprised of a package of training around a core area of knowledge and skills provided to two members of the CBO. The intervention has mainly covered a range of CBOs operational at the village level, such as Farmer Organizations, Rural Development Organizations, Women's Development Organizations, Youth Clubs and Death Donation Societies.

The delivery of training has been completed. The participants find the training (covering areas such as leadership, organization, role of members, accounting and keeping books of accounts, writing proposals for small projects, directing) to be relevant and useful and were appreciative of the opportunity to improve their knowledge and skills. In fact, most members interviewed, indicated being able to relate the knowledge and skills gained to the work of the CBOs.

Most CBOs happened to comprise of manly females, hence, 80% or more of those participated in training activities were women. Women have found some of the topics such as Business Development planning extremely useful. However these trainings too lack inputs on gender sensitization.

Even though there had been training on leadership, changes in leading positions in the CBOs was not evident. In the absence of gender inputs and follow-up since training, the expected change in conventional practices of leadership to that of equitable cannot be guaranteed.

Figure 08: CBO Participation in capacity building

District	No of CBOs	No of Members Trained			Total
		F	M	F+M*	
Batticaloa	270	NA	NA	1340	**1340**
Monaragala	125	NA	NA	140	**140**
Anuradhapura	80	239	110	158	**507**
Jaffna	NA	19	0	0	**19**

*- no sex-disaggregated data, Source: UNDP Country Office and implementing partners

There was no evidence of moving beyond the training to the adoption of good practices by the CBOs and being consulted by local governance institutions. Most FGDs with CBO groups revealed that politicization and patronage are present and empowerment of communities require some institutional / formal intervention. Though the CBO Networks that have been implemented in some Divisions could be seen as a potential step, visible linkage between the two interventions building into a process could not be discovered.
In the event of none of these activities being completed in any of the Divisions, this package is yet to achieve coherence in application within the Divisional service delivery system.

Though this was seen as an intervention with high potential for community governance by all the District Secretariats, any form of an initiative to take ownership was not evident.

- • **Institutional strengthening of local governance moving up to national levels in both vertical and horizontal engagement:**

The interventions discussed above are also expected to support vertical integration of systems change into policy and institutional systems for governance, empowerment and social inclusions.
The link from the local governance level to the development partners at national level could be established through mainstreaming good practices on local economic development to inform policy decisions, as envisaged in output 2.2 of CPAP.

However, such learning requires the establishment of space for experience sharing between the development partners and implementing local governance institutions. In a context where the District and Divisional Secretariats are yet to take ownership of the good governance systems, procedures and practices being introduced and in mainstreaming them in service delivery activities, it could be ambitious to expect the development partners also to engage in eliciting good practices. Non-existence of active monitoring by District and Divisional Secretariats, ad-hoc implementations by various partner institutions with no in-house coordination are the reasons for lack of ownership stated above.

As per output 2.3, good practices informing National Partners for evidence-based policy, the role of National Partners in learning from implementation experiences, on one hand, depend largely on the nature and scope of implementation engagement, which is essentially through the project review process, and on the other hand by the sharing of experience between the National Partners. There are gaps in both.

The significant delay in implementation of this component is on account of disputes relating to the national level responsibility for project execution. The delay pushed back implementation with most districts substantively commencing implementation from beginning of 2015.

The other reason for the delay is that the institutional complexity of system change arising from GESI integration imperatives on account of the nature and scope of development planning and implementation content of district and divisional secretariats. It required active partnership building of the stakeholders at behavioural, programmatic and policy level. It raises the question of modalities for managing externalities, the risk factors in delivering on governance, empowerment and inclusion, and, in that context the centrality of Outputs 2.2 and 2.3 where there has been minimal movement at sub-national level.

Under the DIM, above outputs were delivered through outsourcing arrangements with coordination of different inputs by UNDP. A District Advisory Committee (DAC) functioning as the apex oversight body, though had been thought of as a mechanism to bind all these into a sequence, in view of sharing knowledge and experience as a learning for improvement, has worked more as a problem solver than as a coordinator of a delivery system.

i. There have been delays in take-off affecting timeliness of implementation.
ii. There has been slippage in implementation between different inputs making for lack of cohesion between the outputs/interventions delivered through the multiple input providers.
iii. Thereby synergies between output areas are yet to be realized.

In DIM, when considering the role, responsibility and capability to provide consultation assistance required in transferring from knowledge and skills to systems and procedures in local governance, a serious incompatibility of the local partner organizations at the task could be noticed. In this context, the significant weakness in the design of the programme has to be questioned before its attainments.
Another programming weakness is the marginal engagement of the local governance institutions about whose capacity the program is about, and therefore ownership.

It is also noted that while strengthening local governance envisaged strengthening capacities of two provincial councils (in addition to seven district administrations and related divisional administration) such capacity building as far as provincial councils, if any, was indirect through the exposure of provincial officials in the district development planning process. The capacity building did not engage the provincial governance system. The support to provincial councils in developing a Code of conduct for local politicians by the Ministry of PC and LG and a Recovery plan for all three districts of Eastern

Province for resettlement interventions do not constitute capacity for "planning, policy making and accountability".

Also, when the leanness of the interventions are considered, expectations on CBOs and youth to influence local governance processes and systems following the interventions, is impractical and unfair.

3. Has social cohesion among people and communities changed for better?
This question intends to address the efficiency, relevance, effectiveness, impact and sustainability of social integration / reconciliation programming.

Social cohesion among people and communities is addressed under Outputs 3.5 and 3.6.
The targeted indicators sought to carry forward recommendations of the National Action Plan for Social Integration.
Lack of measurable outcome/output level deliverables up to 2016, led to a revision and updating of the M&E framework for SELAJSI with effect 16.05.2016, changing the scope and content of the outcome to a set of key deliverables. This constrained taking the reforms forward, promoting social cohesion among people and communities. Notably, post-January 2015 institutional changes and shortfalls in donor funding commitments restricted activities to a piloting approach.

Achievement of Progress Markers:

• Institutionalized levels of citizen participation in decision making in governance fora at all spheres of government, local, provincial and national.
The updated M&E Framework targeted to areas of outputs.
a. National institutions and actors (state and civic) have stronger capacities for policy making and policy actions aimed at promoting dialogue, social integration and reconciliation. This output addressed two indicators.
i. Interventions in implementing recommendations of National Action Plan for Social Integration. Activities carried out under this indicator are the following.
- Study on the "Continuation of language gaps in selected geographic multi-ethnic hotspots and in key service delivery sectors. The final report has been submitted to the Ministry for National Dialogue and Official Languages.

ii. Training of public officials through language laboratories.
  - Establishment of two language laboratories at the Department of Official Languages (DOL) and National Institute of Language Education and Training (NILET). A total 20 lecturers/instructors and 1050 students have been trained so far.

Additionally, the project conducted mobile clinics focusing on the urban poor and flood affected people in divisions of Colombo and Thimbirigasyaya in order to promote access to legal documents for urban poor. Nearly 1200 affected people were reached in Colombo and 400 in Thimbirigasyaya.

b. A better aware public, especially youth and women, engaged in social integration and reconciliation actions. This output addressed three indicators.
  i. Sensitization of public on social integration.
  ii. Social integration and reconciliation activities.
  iii. Changes in attitudes

Following activities have been carried out.
- Sensitize public/school children on numerically small ethnic groups. A calendar for school children was compiled in 2014 with the Ministry of Education in Monaragala, Vavuniya, Badulla and Puttalam. An impact analysis was carried out by the University of Colombo and a document based on the findings on Ethnic Groups in Sri Lanka undertaken, and 19 chapters have been completed.
- Interaction and understanding to promote co-existence among University students through inter-university activities. A two day residential program was conducted on the "Role of university student in promoting national coexistence among university community and youth".
- Strengthening the operationalization of existing "Language Societies" to serve as "Co-existence Groups" in two districts of Killinochchi and Monaragala.
- Youth as Change Agents for Social Cohesion and Transformation twinning two CBOs in Anuradhapura and Batticaloa districts.

Dialogue between young journalists to serve as change agents for co-existence. Training took place in Colombo (33 journalists) and Jaffna (48 journalist including 05 female journalists).

As noted above, the revised program activities scaled down the interventions to one off activities. In the absence of connected interventions built into ongoing processes leading from one activity to another facilitating gradual growth in bringing about social integration and creating greater social cohesion through continued interactions, and also due to non-replication of any if the pilots so far, this programme cannot be claimed a success.

Outcome orientation:

- **Governance relationships between duty-bearers and rights holders in delivering and accessing service provision at sub- national levels, moving up to national levels in both vertical and horizontal engagement**

The current program has fundamental behavioural, programmatic and policy change issues in its content, compared to the outcomes of these interventions and in the absence of a holistic change process towards achieving outcomes, the extent to which the interventions help building change agents (university students, women and youth) could not be determined. The scope of the current interventions, is at pilot level, and could not be expected to bring in the desired changes.

The interventions targeting developing change agents (university, women and youth) have been outsourced. Findings from interviews with the Social Integration Officers suggest that there has been no ownership on the part of the Ministry field staff to follow-up and up-scale the interventions.

An interview with a participant in the women's program from Monaragala suggest that the program has no commitment from the participants from the district.

Awareness raising amongst the public on national coexistence remain relevant to the challenges of social integration and reconciliation. However, the modality of one-off engagement of NGOs for the delivery of the coexistence interventions is inadequate for a scaling-up which requires a longer-term presence of the service provider to catalyze awareness creation through change agents. Once again the disjunction between the activities focusing on change agents, prevents programme benefiting by comparative advantage of one intervention to the other.

Further, experience of the one-off activities raise questions about social cohesion programming in isolation of other aspects of empowerment, especially economic empowerment that constitutes the substantive livelihoods engagement of GESI.

Hence, there are fundamental problems regarding the awareness creation strategy failing to bring about the behavioural or programmatic change in the engagement of change agents in social integration. There is a significant behavioural change content in developing cadres of change agents. While it is presumed that the activities undertaken have led to internalization of knowledge, skills and attitudes necessary to function as change agents, In order that resulting understanding and attitudes get translated into practice as functioning change agents requires positive institutional settings reinforcing actions on the part of the change agents. Such an institutional setting is constituted by the program and policy context in which change agents function and perform. The proximate program and policy context for SI change agents is provided by the district social integration situation. The modalities for undertaking the building of change agents have not addressed to district SI program/policy context.

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4. Have vulnerable people and communities received specific benefits of rule of law and justice?
      This question intends addressing efficiency, relevance, effectiveness, impact and sustainability of Access to Justice Program.

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Benefits of rule of law and access to justice reaching vulnerable people and communities is addressed by Outputs 3.1, 3.2 and 3.4. The outcome is complemented by support provided to the Human Rights Commission of Sri Lanka under Output 3.8.

As explained above, the M&E framework for SELAJSI was revised and updated with effect 16.05.2016 changing the scope and content of the outcome to a set of key deliverables. This constrained taking forward reforms, enhancing access in the justice sector. Notably, the non-approval by the Judicial Services Commission of judicial officers (Magistrates sitting in "area model" Case Flow Management committees, shortfalls in donor funding commitments and post-January 2015 changes in officials of the three implementing ministries resulting in changes in the Program Board.

The access to justice had three result areas.

- Coordination, cooperation and systems between justice, police and prisons enhanced in three area models for an effective and efficient and equitable system and administration of justice.

- Improved access to justice for vulnerable and marginalized populations through systematized legal aid service provision and dispute resolution mechanisms accessible to all.

- Institutional capacities strengthened for improved administration of justice, strategic planning and policy development for a longer-term sector-wide approach to justice, police and prisons.

The updated M&E Framework with a reduced number of indicators had the effect of reformulating the design of the change program, scaling back the scope of the intended intervention thereby limiting the extent of system change. However, it is important to place each of the targets in the context of the system change envisaged in the outcome and the benefits accruing to vulnerable people and communities in accessing rule of law and justice.

Human rights had one result area.

- The prevention, protection and monitoring capacities of the HRCSL strengthened to enable it to make recommendations to government policy and legislation in conformity with international HR commitments, standards and practices.

This result area constituted the 2nd Phase of support to HRCSL which commenced in 2010, operational from June 2013 to June 2016.

Achievement of Progress Markers:

Achievements are examined in terms of delivery against the planned indicators.

- Enhanced facilitation of access to justice reforms

The output envisaged the establishment of systems to manage and expedite case flow management. A key input into system change was the establishment of "area models" for a bottom-up, integrated and evidence-based approach to addressing the penal across the key stakeholders, the police, prosecution, courts, legal aid and prisons in expediting administration of justice and enhance access to justice. The Case Flow Management Committees at the district level as envisaged could not be established due to the Magistrate, who was to chair these Committees did not receive clearance for the Judicial Services. Commission to sit on the Committees. However, an institutional framework for case-flow management reform was constituted with CFMCs being established at the National level under the Chairmanship of the Minister and in the three area model districts without the participation of the Magistrates.

Two key study initiatives were undertaken to address issues of case-flow management.

    a. Institutional Needs Assessment on the Challenges to Case Flow Management within the Penal

Chain. The Report of the study has been presented to the National CFM Committee and thematic sub-committees to be appointed to identify way forward in implementing recommendations.

b. Case Prioritization within the Attorney Generals Department. Support was provided to clear the backlog of cases within Narcotics, Public Complaints and Child Abuse. A large volume of cases within Narcotics and Child Abuse is reported as having been cleared.

Child Abuse Division (CH Unit)

Number of files attended to	803
Number of advice letters, indictments and discharge reports prepared	591
No. of police messages dispatched	230

Narcotics Division (CR3 Unit)

Number of advice files submitted to Magistrate's Court	246
Number of indictments prepared for High Court	503
Number of discharge reports prepared	05
Number of police messages dispatched	57

Mahajana Pethsam / Public Complaints Division (MP Unit)

Number of files/complaints attended to	142

Additional areas that were followed up were awareness for State Counsel on victim and witness protection and strengthening case tracking.

Legal-aid service provision:

The output had several results areas.

a. Buy-in and Support for a National Legal Aid Policy in Sri Lanka. A legal aid policy was drafted for the first time in Sri Lanka and approved by the Cabinet of Ministers in 2016. A Strategic Action Plan for the implementation of the National Policy has been finalized and the National Policy is scheduled for launching in December 2016.

b. Systems for needs-based legal aid service delivery in prisons. Legal Aid Support for Prisoners and Outreach Initiatives on Legal Aid. This involved regular prison visits by Legal Aid Commission (LAC) lawyers, inducting a panel of lawyers to institute and follow-up on bail applications, and coordination by LAC lawyers until bail order is given by the Magistrate. The program covers five prisons (Colombo Remand Prison, Magazine, Welikada, Negombo and Batticoloa) and a schedule of clinics to be conducted in each prison institution.

In 2016 bail support has been provided to 102 suspects (Magistrates Courts-46; High Courts-50; and Court of Appeal-06. Data prior to 2016 could not be obtained due to data retrieval issue at Legal Aid Commission. The project supported TV and Radio panel discussions on selected topics commonly handled by the LAC.

c. Support on Victim and Witness Protection. The project supported a Management Consultant for the implementation of the activities of the National Authority, especially the development of a special cadre plan (that has been approved by the Department of Management Services) and a Scheme of Recruitment. Further training was provided by for the training of 200 police officers representing the entire inspectorate of the western province.

Institutional capacities for improved administration of justice:

The output envisaged system change in the administration of justice through a longer-term sector-wide approach to justice, police and prisons. The updated M&E Framework identified two indicators.

a. Change in capacity of Ministry of Justice to conduct sector-specific research on identified areas of improvement. The outputs envisaged the establishment of policy research capacity to assist the Ministry of Justice in identifying areas for improvement in the administration of justice. While a policy research unit has not been established, following the post-political institutional changes in 2015, the Ministry sought to establish a program of studies under two Lead Consultants, one position being supported by the project. The program identified a series of studies to be outsourced.

b. Public able to easily access consolidated (translated) legal information on 4 key criminal justice acts (Penal Code, Code of Criminal Procedure Act, Evidence Ordinance, Judicature Act). The delivery of this output involved official translation into national languages and consolidation in all three languages, Sinhala, Tamil and English. The official launching of the consolidated legislation is scheduled for December 2016. The availability of official versions in all three languages

constitutes a significant step forward in public access to these criminal justice acts. A key initiative to improve justice administration is the Study on Sentencing Practices in Sri Lanka. The study was undertaken by a Consultant and has been submitted to the Ministry of Justice. In the context of the lack of consistency and uniformity in sentencing the study is expected to be subjected to wide discussion with a view to developing sentencing policy and guidelines for Sri Lanka.

The Prevention, Protection and Monitoring Capacities of Human Rights Commission:
There are three indicators under this result area. The project ended in June 2016. Current status of the interventions, on the basis of Interviews with Regional Coordinators in Anuradhapura and Jaffna is as follows.
   a. Discussion engagements with civil society at the regional level. In the sample districts this activity comprised of discussions with selected civil society organizations related to human rights that included teacher's union, NGOs for disabled, elders, ethnic organizations, business chambers. Issues raised at such consultation meetings are mainly in the areas of service delivery. In Jaffna, it was stated that the Regional Coordinator follows up on issues that arise with relevant government agencies.
   b. Regular monitoring visits to detention centres at national and regional level. The Regional Office undertakes visits to detention centres which includes Police, Prisons, Child Detention Centres, Certified Schools and Elder Homes. Visits are undertaken quarterly or on information of rights violations.
   c. Awareness raising programs on HR conducted for Provincial Councilors, Municipal Councilors and Urban Councilors at regional level. Awareness creation of local politicians on human rights has taken place both in Anuradhapura and Jaffna. In Jaffna, 02 rounds of awareness creation has been conducted for Members of Provincial Councils and Pradeshiya Sabhas and for the Chairpersons, Vice Chairpersons and Leaders of the Oppositions of all the Local Authorities.

While the CPAP listed the above indicators under the output supporting HR, a note made available to the Team on 'United Nations Joint Program on HR in Sri Lanka: Support to the Human Rights Commission Phase 2 – June 2013 – June 2016 identified five Key Activity Results, Capacity strengthened to deliver more effective training and awareness on human rights, support to conducting awareness training and training programs for key decision makers at national and regional level, develop functional capacities of HRCSL and operational capacities of HRCSL Offices, Strengthen capacity for monitoring and reporting on HR issues and concerns, develop engagement with civil society at both national and regional level. The discussions with HRCSL in Colombo revealed that a Strategic Action Plan for 2017-20 is being prepared, which would inform the activities undertaken at the Regional Offices.

As noted at the outset, the M&E Framework reflected a need to re-set the activities under the outcome within the realities of the institutional context, post-2015 institutional changes and non-realization of funding commitments. Thus, while the key institutional reforms for system change in the administration of justice, viz., the "area model" and the "sector-wide approach" were not possible due to above constraints, the targeted activities addressed fundamental issues constraining access to justice by vulnerable people and communities. In moving forward it is necessary to take into account the institutional imperative of coordination and cooperation to position them within an effective, efficient and equitable legal system and administration of justice.

Outcome orientation:

   • **Governance relationships between duty-bearers and rights holders in delivering and accessing service provision at sub- national levels, moving up to national levels in both vertical and horizontal engagement**

As explained under the progress markers, the outputs relating to governance relationships between duty-bearers and rights holders and integration have been undertaken as specific set of activities delivered within the framework of the PIU. Hence, managerial efficiency in terms of timeliness in delivery has no longer been an issue. However, the updating of the M&E framework taking into account the imperatives of a shift in focus of outcomes from its systemic context to a mere set of activities, has affected the program achieving its objectives on community empowerment and strengthening of institutions.

As explained above, the outputs within the framework of the updated M&E framework will not contribute to systemic change and hence contribute marginally to behavioural and programmatic changes expected, especially in the short term.

Accordingly, when the relevance of outputs examined in the context of each specific activity outputs, penal chain needs assessment study, policy framework for legal aid, making criminal justice acts available in consolidated form in all languages, and the initiatives to support policy research could be identified as relevant strategic inputs in strengthening the administration of justice and making for an equitable legal

system.

As explained before, the results and benefits arising from deliverables flowing from the specific activities would have sustainable impacts only in the context of establishing mechanisms for institutional coordination and continuity of the program over the longer term.

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5. Has the program specifically met the needs of the marginalized / disadvantaged people and communities? Has the program been gender responsive to bring in equitable results to selected communities?
This question intends capturing relevance, efficiency, effectiveness, impact and sustainability of Equity and Gender Responsive programming.

Gender responsiveness and meeting the needs of the vulnerable and marginalized is specifically to be addressed through interventions stated under outcome 3.0 of the country programme, gender being a cross –cutting concern, has contributed to the discussions across the analyses.

Strengthening capacities of state and non-state actors for a comprehensive and coordinated gender response through the formation and implementation of a National action plan on SGBV and establishment of a referral system of SGBV cases to the proposed penal chain are two specific interventions planned under output 3.3.

Achievement of Progress Markers:
- **Violence against women reduced to moderate levels**

The National action plan on SGBV has been finalized in 2016 and is a significant National level milestone. However, this plan together with dynamic and implementable action that trickles-down to local level, only would lead to reach the expected outcomes. Thus, achievement of reduced levels of violence may not be a possibility within this programme period as the implementation of the plan itself would require considerable preparation and time.

The establishment of a referral system of SGBV cases to the proposed penal chain was not possible as the penal chain model, as explained in a previous chapter did not take place. The fact that there should be a chain of referral for action at all levels is accepted, but not actioned yet.

Outcome orientation:
- **Program stakeholders take measures to address gender inequality across programming**

In the absence of a sex-disaggregated database, which is a prerequisite that would enable attention and action on the vulnerable and marginalized, program stakeholders taking appropriate action could not be evidenced. Thus, it is unlikely that the Country Programme would address this inequality in the foreseeable future.

- **Women friendly production models are available for scaling up**

When analyzing the sectoral distribution of men and women in the enterprises, men usually were engaged in enterprises requiring specific technical knowledge or skills (welding, repairing of electrical items, concrete work/ moulding, wood carving, videography, Tractor repairing, Motor bike repairing) or physical strength, as opposed to women who were concentrated in more conventional sectors (sewing, beauty culture, pottery, handicrafts, incense sticks and statuary items, snack foods and food processing) in line with gender norms. A few were exceptions to this. Eg: A woman who was a carpenter in Karaveddy Jaffna and one female photographer who was a participant in the SDDP program implemented by JSAC.

The income derived from enterprises too differed. Non-traditional sectors were reported to earn more than the traditional sectors, except for beauty culture which has a high demand. Due to the limited markets for conventional businesses in which most women engaged, the income earned was not sufficient. Therefore a number of women YEDs engaged in several alternative means of income. Eg: in Batticaloa one woman manufactures joss sticks and engages in palmyrah craft, another engages in beauty culture as well as making envelopes while yet another did sewing and the making of jewelry. There are more such examples of women rather than men, engaging in multiple modes of income generation. This was the same among the YEDs in Anuradhapura. Overall, men were engaged in enterprises with higher earning capacities.

Lack of systematic information gathering especially with regard to income generation, is a shortcoming in planning gender sensitive training programs and for effective programming in poverty alleviation. This is an obstacle for identification of suitable enterprises especially for women who are vulnerable due to poverty, lack of mobility and less access to information. These women furthermore have less ownership

and control over resources.

A gender assessment would have identified the constraints women especially face due to their triple roles of reproductive, productive and community. A case in point is that such an assessment would identify that women are weaker in accessing markets and this could have been addressed through programming.

- **Sri Lanka's gender empowerment measure is enhanced**

The number of participants under the GLED is quite small at the sub national level. These programs under Direct Implementation mode cannot influence empowerment in the numbers required, hence if implemented to cover a critical mass of women (i.e.50% encouraged into non-traditional vocations), could serve as models.

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6. Have GESI programming responded to the evolving national priorities in Economic and Livelihood Development and in Governance?
This question probes on the relevance, effectiveness and efficiency of GESI programme design, planning and management in the context of current national development priorities.

The focus of UNDP under GESI program was on the capacity development of national institutions and empowerment of communities, working to create sustainable livelihoods and promote protection of human rights, focusing on the marginalized. It involved designing and implementing of an integrated governance-livelihoods program with a focus on increasing the capacity of local governance institutions, civil society, the private sector and communities so they can jointly plan, implement, monitor and sustain socio-economic development. Therefore, the three outcomes relating to equitable livelihoods, empowerment of communities and inclusion of vulnerable is expected to be achieved through the design, planning and management of this programme.

Hence, this section also responds to the progress markers related to livelihoods, but with a specific focus on equity and inclusion measures.

Achievement of Progress Markers:

As discussed in an earlier chapter, GESI program covering livelihoods, governance and community empowerment has been implemented through multiple service provider arrangements. The outcomes and outputs have been addressed separately, at different levels by the multiple stakeholders. The program therefore has an inherent issue of lack of integration.

Promoting equitable economic opportunities, strengthening institutions and institutional partnerships, and empowering vulnerable communities that constituted the context for the GESI design, etc., directly responds to current development priorities in economic development, reconciliation and social inclusion.

The strategies adopted in the selection of recipients and livelihoods, as discussed above, has given some consideration to inclusions, deprivations through, promotion of wider livelihood choices and implementation mechanisms, particularly in providing training. However, due to absence of follow-up after training, the continuity of engagement and mainstreaming of the marginalized and other categories such as disabled and women head of households could not be assessed.

The current context of governance and institutional change makes ownership of initiatives and interventions in the development of systems, procedures and practices imperative for mainstreaming. While it involves partnership of state, private sector and community, the key responsibility remains with the government. However, such ownership has been lacking in the planning and management of the implementation. Thus GESI outputs are yet to contribute towards programmatic or policy change.

- **Economic and social empowerment leading to social acceptance and inclusion**

As pointed out in the earlier chapter on livelihood, the primacy accorded to outsourced implementation through multiple implementing partners made for lack of coherence in managing implementation. This has created gaps in ownership of the interventions. It has led to a duality in program management between the implementing partners and the development partners, in particular, the development partners' monitoring stake in the program has not happened as expected by the program. As a result, managerial and program efficiency has been undermined.

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7. Have planned, implemented and contributed to related national and international principles such as Human Rights, Access to Justice?
This question aims on the relevance, effectiveness and efficiency of programme design and alignment within UNDP and internationally.

Outcome 3 addresses the practices established to empower communities and strengthen institutions to

support targeted results relating to local governance, access to justice, social integration, gender equality, and monitoring, promotion and protection of human rights in alignment with international treaties and obligations and in alignment with the constitution of Sri Lanka. Thus, this outcome constituted an amalgam of outputs related to a broad area of results to be delivered by several organizations.

Achievement of Progress Markers:
- **Orientation of administration of justice and human rights towards conformity with international standards and conventions**

As far as the justice sector reforms are concerned the inability to have moved on to a system of policy and operational coordination in the penal chain may not fully allow guarantee the application of the rule of law in respect of parties seeking justice. In respect of human rights the activities undertaken at the regional levels, civil society engagement, visits to detention centres and training of local politicians address issues of compliance with human rights standards and practices.

Outcome orientation:
- **Aligned administration of justice and human rights regimes with international standards**

As far as the administration of justice is concerned, the specific outputs delivered have relevance for standards of justice administration though the non-implementation of activities relating to the establishment of coordination would restrict the application of such standards across the system. With regard to human rights, information generated from local activities in civil society engagements, visits to detention centres and training of local politicians would inform HR actions at the centre.

However, due to non-implementation of activities relating to the establishment of coordination, has restricted the application of such standards across the system, and the outputs in their separate areas of administration of justice and human rights are unlikely to contribute to building up as elements of programmatic or policy change towards the overall outcome of empowering communities.

Further, the delivery of outputs related to administration of justice have been affected by the availability of resources, thereby raising questions of timeliness in delivery, in turn undermining efficiency at the program level.

> **8. Have program managers and implementers integrated cross functions in program implementation? Have communities and people in cross functional programmes differently benefitted?**
> This question probes into relevance, effectiveness and impact of holistic / integrated approaches adopted in program implementation.

GESI programming was based on an integrated approach to governance and livelihoods focusing on increased capacity for partnership between local governance institutions, civil society, the private sector and communities for joint planning, implementation, monitoring in sustaining equitable and inclusive socio-economic development of communities with a specific focus on the vulnerable and the marginalized.

The program implementation was aligned around the District and Divisional Secretariats as the core local governance institutions.

Achievement of Progress Markers:
- **Programs implemented as integrated functions and activities**

The analysis on livelihood and governance interventions indicate that the districts have moved at differing paces within each district, while the divisions have also moved at differing paces of implementation. At the same time there is difference in the extent of implementation of the several elements of capacity building of governance. As already noted, the integrative roles are yet to be established as formal mechanisms.

Integration partners of private sector and Civil society organizations have not yet reached a state to generalize the dynamics of integration. This could be an area with scope and potential in mainstreaming entrepreneurship programs, through networks, resources, skills and knowledge and market and technology linkages.

The other intervention called for cross functioning is the area model that was the design for localizing program actions in access to justice, which was discussed earlier. In the absence of implementation of this as envisaged originally, community empowerment did not take off.

Outcome orientation:
In livelihood programming, at a local level, the scope and space for integration seem high with explicit demands for otherwise backward communities to link with banks, technology providers, private sector, etc. Governance interventions are yet to demonstrate linkages with economic development.

However, instances where both benefits were received by the same recipient were seldom evident. These were isolated decisions by individual service providers rather than integrated planning decisions. Here again, the competitive advantage, such as recipients of both livelihood and governance benefits performing better than others was not visible.

The reason being the disjunction across the interventions: livelihood has adopted an applied process whereas governance interventions are yet confined to training with no actions linked to mainstreaming good practices in service delivery. This disconnect in implementation between institutional strengthening and livelihoods and empowerment underpins the need of a strategy for integration.

At an institutional level, strengthening of local governance institutions around the District and the Division could be identified as a core strategy for holistic and integrated implementation of outputs targeting equitable livelihood opportunities and empowering communities.

As for the implementing partners are concerned, program management and implementation did not constitute a coherent whole. There were three sets of managers and implementers emerging within the management and implementation design of the program, the government agency, UNDP program implementation units, and local implementing partners. Similarly, capacity building partners constituted of several institutions with confined responsibility for unidirectional delivery, thus has not provided space for integrated inputs, enabling comparative advantages.

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9. Have program managers and implementers adopted good practices of progress monitoring (i.e. results orientation, measuring against indicators) and responded with corrective actions? Have they adopted progressive strategies in implementation?
This question intends analyses on the effectiveness and impact of programme monitoring and implementation.

This discussion could be paced at two distinct slots. One is the discussion on monitoring culture that can emerge from strengthening systems for institutionalizing management for development results and evidenced-based policy development constituted a key program thrust for GESI integration. The other being the monitoring of GESI implementation for corrective actions and for ensuring programming accountability by the implementing partners, UNDP, District / Divisional Secretariats, Line Agencies and Local Implementation Partners.

Achievement of Progress Markers:

The District Development Planning, constituted the basis for introducing results-based management as the basis for results-oriented implementation and monitoring. District Development Planning is yet in process and has not provided a framework of good progress monitoring practices. The capacity building at the Divisional Secretariats that also incorporate elements of results-based progress monitoring are in varying stages of implementation.

While RBM training for the preparation of district development planning has been completed in all the districts, five districts have completed the preparation of sector development plans, covering objective analysis and results frameworks. While further actions are necessary for the finalization of the district development plans, monitoring on the basis of RBM methodology will require setting up of the RBM software. In some districts M&E workshops have been held for understanding how the District Development Plan will be applied.

Monitoring of the programme activities by the key implementing partners, UNDP, District / Divisional Secretariats, Line Agencies and Local Implementation Partners: in particular follow-up of livelihood and governance capacity building of entrepreneurs, youth, CBOs, POs, PGs, local implementing partners and the District / Divisional officials, have not been attended.

Outcome orientation:

The core elements in District Development Planning: plans together with necessary capacity among the stakeholders and infrastructure, all of which are being synchronized into a sequential process, would have a high likeliness of facilitation towards a culture of follow-up and monitoring.

The intervention - e-citizen capacity building for improving the effectiveness and inclusivity of service delivery also constitute good practices of progress monitoring in service delivery. As already noted the introduction of these good practices have followed through with training. These good practices have thus been introduced and their application in monitoring service delivery requires the installation of IT based information systems.

The District and Divisional level officials have demonstrated a readiness to learn good practices of results based planning methods. Applications of service delivery systems improvement are already taking place in some of the districts. Total application of RBM based on the district development plans and the operationalization of service delivery systems will allow a shift towards monitoring of demand-side needs.

Figure 09: District / Divisional level Officials trained and engaged in District Development Planning Process

	Batticaloa	Monaragala	Anuradhapura	Jaffna
Government officers trained in RBM	1794	159	402	NA

NA – Not Available, Source: UNDP Country Office

Lack of systematic programme monitoring and tracking systems is an obstacle in getting the total picture on GESI. The following figures present the range of benefits to people through YED, Non-YED and YLD, for which the responsibility lies with implementing partners.

Figure 10: Number benefiting: YED, Non-YED and YLD

People Trained:

District	YED			Livelihoods / Non-YED			YLD			Total		
	F	M	Total	F	M	Total	F	M	Total	F	M	Total
Anuradhapura	58	44	**102**	58	44	**102**	15	34	**49**	131	122	**253**
Jaffna	0	0	**0**	62	82	**144**	36	10	**46**	98	92	**190**
Batticaloa	74	112	**186**	467	5	**472**	125	67	**192**	666	184	**850**
Monaragala	176	71	**247**	41	25	**66**	29	13	**42**	246	109	**355**
Total	308	227	535	628	156	784	205	124	329	1141	507	**1648**
%	*58*	*42*		*80*	*20*		*62*	*38*		*69*	*31*	

Organizations Trained:

District	Producer Organizations / Groups (Members)			CBOs (Members)				Total			
	F	M	Total	F	M	No M/F data	Total	F	M	No M/F data	Total
Anuradhapura	0	0	**0**	239	110	0	**349**	239	110	0	349
Jaffna	0	0	**0**	19	0	0	**19**	19	0	0	19
Batticaloa	39	96	**135**	90	22	54	**166**	129	118	54	301
Monaragala	66	73	**139**	326	197	0	**523**	392	270	0	662
Total	105	169	274	674	329	54	1057	779	498	54	1331
%	*38*	*62*		*64*	*31*	*5*		*59*	*37*	*4*	

Officials Trained:

District	District Level			Divisional Level				Total			
	F	M	Total	F	M	No M/F data	Total	F	M	No M/F data	Total
Anuradhapura	64	45	109	7	12		19	71	57		128
Jaffna	15	17	32	128	175		303	143	192		335
Batticaloa	220	340	560	54	41		95	274	381		655
Monaragala	27	83	110	914	1656	1153	3723	941	1739	1153	3833
Total	326	485	811	1103	1884	1153	4140	1429	2369	1153	4951
%	*40*	*60*		*27*	*46*	*27*		*29*	*48*	*24*	

Source: UNDP District Office, District / Divisional Secretariats and implementing partners

The numbers targeted for the YED programme alone, is 50,000 in 7 Districts by 2017. The entrepreneurs supported up to now in 4 Districts is only 1648. It may not be realistic to assume that the target of developing 48,000 entrepreneurs by 2017 would be achieved by the rest of the Districts, given the available budget and time frame.

The understanding, capacity and commitment of the implementing partners on the task at hand is also at varied levels. This a critical determinant for the successful implementation of the programme.

In the above context, the training given to implementing partners does not seem to encourage good governance.

10. Have livelihood groups, organizations and farmers conformed to environmental compliances in agriculture, livestock, fisheries, tourism, paddy, gingerly, coconut, cashew and palmyrah based livelihoods?
This question probes into the effectiveness and impact of environmental sensitivity in the implementation of livelihood interventions.

The manner in which livelihood activities are conducted have implications on the environment. This section would analyze the environmental sensitivity of livelihood programming through the behaviour of key players such as recipients of benefits, PGs, POs and local implementing partners under the programme. The extent to which the key players are able to conform to ethical use of natural resources and use of environmentally robust production processes, would reflect on the effect of livelihood programming to the environment, ground water, damage to flora and fauna and endangered species. As mentioned above, this compliance is not seen across the board.

Thus, the scope of capacity building processes to influence the mindset to conform to good environmental practices, was also seen as an area to be questioned across the entire GESI programme.

Achievement of Progress Markers:

• **Institutionalized levels of citizen participation on environmental concerns in the decisions in governance fora at all spheres of government, local, provincial and national**

Knowledge and sensitivity of the POs and PGs to adapt environmental safeguards in production is evident through several measures adopted on mitigating environmental implications. As discussed in the analyses on livelihoods, informed knowledge on the POs in Monaragala and Jaffna are promising examples on the emergence of environmentally sustainable institutions**.**

However, this sensitivity and adherence could not be evidenced at the level of small-scale or individual enterprise / farming practices. The discussions reveal that the community level has limited knowledge on environmental implications: point-source and non-point source pollution.

Outcome orientation:

The behaviour of the few of the POs in investing and conforming to environmental safeguards have mainly evolved as prerequisites in obtaining required certifications, approvals and standards in institutionalizing the operations.

This evidences the intuitive establishment of a good practice, due to integration of required elements at the level of the concept, thus generates a valued learning within for the entire GESI programme.

Also, a few instances of technology providers (i.e. National Design Centre) conforming to environmental sensitivities, through their capacity building programmes were evident. However, in the absence of recurring evidence, this cannot be generalized across all the service providers.

However, in the absence of uniformed focus on environmental compliances and sensitivities under capacity building and, local level follow-up, the individual or local level environmental conformities are yet to be materialized.

Among other programming, initiatives evolved following Youth Leadership Development has shown a potential learning in bringing about the required sensitivity. An incident in Batticaloa, where the Youth forum lobbied for environmentally degrading macro intervention, by voicing their opinion through social media and through an appeal to the District Secretary, provides an idea on the kind of potentiality.

Accordingly, the CSOs / CBOs could also be seen a potential lobbying group.

CASE ANALYSIS - CAPACITY BUILDING OF COMMUNITY BASED ORGANIZATIONS

Strengthening the demand-side of local service delivery constituted a core objective of GESI governance agenda through empowerment of community-based organizations (CBOs) being better organized to engage in a dialogue with service providers. The project envisaged CBOs adopting good governance practices internally and being consulted by local governance institutions externally, constituting the critical in promoting dialogue between service providers and community members. The intended outcome would involve change both at the behavioural and programmatic level on the part of both, the CBOs and local governance institutions.

The program involved training of CBO members, bringing the CBOs into a divisional networking forum and establish the CBOs in a sustained relationship in planning, implementing and monitoring local service delivery development plans with the service providers. A local non-government organization (NGO) was brought in as implementation partner to facilitate the process of engagement. The process involved the selection of CBOs for support and training, conducting a needs assessment, the design of a package of training, training of CBO members and linking CBOs in a divisional level CBO forum. The CBOs targeted were those that were currently operational at the village level and included, Farmer Organizations, Women's Development Organizations, Rural Water Societies, Fisheries Societies, Rural Development Societies, Temple Societies, Youth Clubs and Funeral Aid Societies. The capacity building of CBOs comprised of a package of training on a core area of knowledge and skills covering areas of Leadership and communication, CBO organization and the role of the Member, Business planning and proposal writing for small projects, financial management, accounts and book keeping, Baseline studies and participatory monitoring and Good governance. In a mix of women and men, women constituted the majority of participants.

The current status of the program in the G-LED districts of Batticaloa, Monaragala and Anuradhapura is as follows. The CBO members were of

Process Activity	Batticaloa	Monaragala	Anuradhapura	Jaffna
CBO Selection and Needs Assessment	270	125	80	NA
CBO members trained	1340	140	507	19
Divisional CBO Forums established	4	-	4	NA

NA – Not Available, Source: UNDP Country Office

the opinion that the training was relevant and useful and were appreciative of the opportunity to improve their knowledge and skills. The trained members indicated their ability to perform responsibilities in an informed manner. They also found several positive externalities arising from the training, including interaction with other CBOs in the division and opportunities for making new contacts and networking and generally bring CBOs out of the sectoral isolation in which they worked hitherto.

Moving beyond the training to the adoption of good practices and being consulted by local governance institutions was the overall concern of the members. They found local patronage systems continuing to work and influence decision making restricting institutional space for CBOs in reaching out to their constituent communities. The CBO members who were exposed to the training viewed the divisional CBO forum as providing the institutional space to come together in interacting with service providers. They also considered that in order to bring CBOs into a dialogue with service providers it would require institutional space in the local governance processes.

5.2 Findings
The findings of the evaluation are gathered mainly around the intended outcomes of the CPAP with special reference to behavioural changes emerging within.

1. **Equal opportunities to sustainable livelihoods, decent work and employability:**

As per the CPAP results, livelihood development interventions are intended to facilitate:
- Proactive behaviour of the commercial banks, private sector and local markets with pro-poor attitudes, encouraging the local level entrepreneurs, producer groups, producer organizations, to proactively interact with these entities for local economic activities.

- The sub-national governments to engage as local market information hubs, so the entrepreneur community would reach to for market information and advice.
- The POs and PGs to be equipped with capacity to contribute new products to the market and therefore engage entrepreneurs by increasing benefits for all.
- The capacity of the implementing partners to support the entrepreneurs by providing backstopping support to ensure continuity

As a result, the communities, particularly the youth who were trained on enterprise development and engaged in economic activities should be able to proactively engage and benefit from their economic activities, expressing satisfaction.

The indicators that were expected to be evidenced through the interventions are,
- Multi-stakeholder fora at Sub-national level,
- POs / PGs with advanced productions and operations,
- Strengthened implementing partners supporting the entrepreneurs, and
- The trained /supported individuals in YED and Non-YED programs, dynamically engaged in economic activities

These factors have been considered in the following discussion on findings related to sustainable livelihoods.

Multi-stakeholder Fora:

The option of a multi-stakeholder forum at Sub-national level has been overlooked in the design itself. This was the option where all the stakeholders engaged in livelihood: respective institutional stakeholders in Planning and Economic Development in the Divisional and District Secretariats (Assistant Director – Planning, EDOs), Private Sector, Financial Institutions, Markets, local implementing partner and UNDP District Officials could have been brought together, to establish coordination.

Particularly, very few progressive actions were visible in finding market linkages for market integration and on establishing private sector linkages. Except in Batticaloa, where a Divisional Secretariat has developed an online market information system and, in Jaffna, a PO has established market / private sector linkages. In Monaragala, an initiative by a PO to link private sector and cooperative sector with farmer groups to produce quality rice was observed.

Hence, the mainstreaming expected by the programme, sub-national government and other stakeholders are unclear to all. This could lead to very little buy-in and forward thinking on sustainability of the interventions and, has resulted in a pause in the continuity of the process.

It is imperative that these initiatives of multi-sector fora be closely managed / followed-up with effective strategies to continue and to ensure sustainability of the business, profitability and productivity targets of the entrepreneurs, specifically, catering to the up-market or niche markets.

POs in advanced production and operations:

Visits to POs / PGs during the evaluation revealed that they are in a process of using the competencies and skills gained to add value through advanced means of production such as scaling-up, quality additions, product diversifications and new productions. However, information on these value additions was not available with the implementing partner or with the UNDP district offices, except for Anuradhapura.

Figure 11: POs / PGs engaged in scaling-up, value additions, product diversifications and new productions in Anuradhapura District

New Producer Groups				Total Amount Invested (Rs)
Type	No	No of Members		
		F	M	
Agriculture	6	28	26	100,447.00 [Training]
Livestock	3	44	48	1,012,583.00 [Training]

Source: UNDP District Office

It could be noticed that as a part of the capacity building program, POs have developed business plans with a long term vision, market driven strategies, etc. However the actual operations have visibly deviated from the plans, which is indicative of the drawbacks in managing the business plans. Sustenance of such POs are at stake.

One of the reasons for this drawback is the non-engagement of the POs in taking the decisions to change or deviate from the original business plans as per the emerging needs. Instead, UNDP has taken these decisions.

Decisions to purchase machinery in the Rice mill in Monaragala and in Palmyrah juggery / honey production in Kayts are examples in this regard. Also, non-alignment of business plans to meet such changes has further undermined the need to abide by the business plans.

Local implementing partner as a catalyst of this process:

Under DIM, the key distinctiveness is the introduction of a local implementing partner. This support to local implementing partners to proactively act on local economic development and governance through engagement in the coordination of training and interventions has been twofold: financial assistance and training on organizational strengthening.

Though these partners were expected to follow-up and monitor the entrepreneurs, this has not taken place as expected. Therefore, the cost-benefit of the investment on local implementation partners is questionable.

On the other hand, from the state sector, though had EDOs trained for managing, following-up and monitoring of the entrepreneurs, they had no authority over the critical steps such as issuing grants to the entrepreneurs, resulting in lack of ownership and follow-up. Instead the authority to disburse grants were vested with the local implementing partners and UNDP.

Satisfaction among the trained entrepreneurs:
During the initial stages, there had been a significant decrease in number of youth trainees in between the selection and the training, indicative of the initial ambiguity / lack of clarity on the YED programme.

Figure 12: Trainees under YED: selected vs. attended the training

District	Selected			Trained		
	F	M	Total	F	M	Total
Anuradhapura	69	68	**137**	58	44	**102**
Batticaloa	74	112	**186**	74	112	**186**
Monaragala	244	98	**342**	176	71	**247**
Total	**387**	**278**	**665**	**308**	**227**	**535**

Source: UNDP District Office, District / Divisional Secretariats and implementing partners

In the absence of uniformed and consistent follow-up after the training, the exact numbers of the entrepreneurs actively engaged in livelihoods could not be found out. Due to this lack of information, the proxy indicator that could have been used to measure satisfaction was unavailable.

As per the respective programme indicator, the numbers to be engaged in productive income measures following training should have been 22,500 (45% of the target of 50,000 people) by 2017, whereas, as stated before, the numbers trained through this programme in 4 of the 7 Districts amount to 1648. In addition to not being able to meet the program objective, this figure is insignificant compared to the entire the gamut of livelihood activities performed at district level by government Development Programs such as Divineguma or Samurdhi[1] as shown in Figure 13.

Figure 13: District-wise Distribution of Livelihood Development Programme - Divineguma

District	Agriculture Projects		Livestock Projects		Fisheries Projects		Industrial Projects		Marketing & Services		Total Projects	
	No	Amount Rs M	No	Amount RS M	No	Amount Rs M	No	Amount Rs M	No	Amount RS M	No	Amount Rs M
Jaffna	55	1.43	88	1.46	29	0.81	33	0.74	14	0.53	219	4.98
Batticaloa	485	7.73	2333	38.21	91	1.66	386	9.33	247	3.06	3542	59.99
Monaragala	1626	20.98	231	5.71	20	0.43	21,948	51.13	38	0.63	23,863	68.00
Anuradhapura	5537	55.41	2967	41.27	126	2.64	1202	29.76	508	9.63	10,340	138.71

Source: Performance Report 2014 of Department of Divineguma Development

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[1] Divi Neguma and Samurdhi are literally the same programs that continue to date.

Other than the above, it could be observed that the actual operations of the programme were also distinctively lower than the planned scale of operations. As explained above, this has resulted mainly due to issues in planning and monitoring, ambiguities in the implementation and in assigning responsibilities. The FGDs and case studies reveal that a majority of the entrepreneurs claimed that the income at household level has been increased. However, the income generation activities observed during the field visits were mere household income generation activities, not livelihoods with market linkages, etc. This shows a disjunction from the expectation of the programme - development of entrepreneurs that can be linked to private sector, markets etc.

> In conclusion, the recipients of the livelihood development programme, are satisfied with the short-term gains, but do not have a long-term vision on sustainability and scales of production. Strengthened POs / PGs show potential of leading sub-national economies, together with dynamic market and private sector engagement. However, in the absence of follow-up and monitoring, the programme has come to a suspension since training.

2. **Enhanced capacity of National and Sub-national institutions for evidence based policy development and for equitable and quality social services delivery:**

As per the CPAP results, enhanced capacities at Sub-national level on evidence based policy development and equitable social services delivery are intended to facilitate:
- Civil society, community and individuals participating in decision making in governance fora at all spheres of government, local, provincial and national
- Duty-bearers and rights holders demonstrating coordinated efforts in delivering and accessing service provision at Sub-national levels, moving up to national levels in both vertical and horizontal engagement

In reaching towards these behaviors, it is expected that:
- The planning Officials of the Local level governance institutions adhere to the good practices of community consultation in determining development priorities
- The communities, particularly the youth leaders trained under YLD programme and the trained CBOs take an active role in local development initiatives and,
- Policy makers and national partners develop policies based on research and current national priorities: social integration and reconciliation

Development of District Development Plans:

Identification of the thrust areas based on sector workshop at the district level and validated through community consultations, which is the core of the divisional and district development plans, has taken place at varied extents in different districts.

The officials have adopted participatory assessment and inquiry (PRA) tools at GN level meetings. The Districts under DIM has included all the Divisions, whereas those under NIM have had implementations only in 2 selected Divisions.
Of the 4 districts visited under the evaluation, 3 districts except for Monaragala, have had community consultations on District Sector Development Plans.

Therefore, both DIM and NIM modalities seem to have had buy-in to use the participatory tools. This evidences the effectiveness and consistency of the training received, which has enabled the planning officials at Sub-national government adhering to good practices of community consultations.

Figure 14: Community Consultations held with regard to District Development Plans

District	Participants			No. of Suggestions from the communities			No. of Suggestions incorporated in to District / Divisional Plans		
	F	M	Total	F	M	Total	F	M	Total
Anuradhapura	64	143	**207**	15	27	**42**	15	27	**42**
Jaffna	32	59	**91**	70	105	**175**	No data		
Batticaloa	0	0	**0**	0	0	**0**	0	0	**0**
Monaragala	Note below**								
Total	96	202	**298**	85	132	**217**	15	27	**42**
%	*32*	*68*							

**Community Consultations meeting were not done separately by agencies and departments.
But UNDP arranged 15 two-day workshops for the sub sectors with participation of relevant stakeholder as well as the CBOs covered by all areas and most of the relevant community representatives
Therefore, Community Consultations were covered during the results framework developing workshops (82 agencies).

The community consultations in problem analysis has provided the institutional space for citizen participation in district planning.

At the district and divisional levels significant institutional distances continue to mark the relations between local governance institutions (the District and the Division) and CBOs. The message that comes out of focus group discussions with community members and youth leaders is the need for institutional arrangements for citizen participation in local governance decision making. The good practices established through community consultations district development planning could well provide the start for institutionalized citizen participation in local decision making. These reflect the weak institutional development of integrative roles, both horizontal and vertical. Horizontal integrative roles are critical to citizen participation at district and divisional levels, where participation of CBOs in local governance has been targeted. As noted elsewhere, the provincial level was engaged indirectly through the district development planning and hence citizen participation at the provincial level has not been addressed. Citizen participation at national levels require vertical integration of institutional roles at the levels of development and partners as the basis for any participatory engagement. Both sets of integrative roles, though provided for in the program design, have not become operational.

There is also a disjunction between the intended participation of trained youth and CBO members in participation at the community consultations. The program design for empowerment of youth and CBOs has components on good governance, but has not translated into participation of youth in decision making.

There was also the absence of link between strengthening and empowerment of governance institutions. The different levels and responsibilities of training to state sector, youth and CBOs, respectively by 2 formal institutions and a private service provider, by nature were three parallel and independent processes with no coordination across. Thus, in the absence of coordination, formal engagement of youth trainees and CBOs in community consultations did not take place. However, there were coincidences where trained members happened to be the representatives of their own societies in the consultations.

Also, these consultations have been one-off activities, without a planned outreach of 100% of the community representatives as envisaged in the results indicators. This evidences the disjunction between the programme design and the real implementation.

Currently, anchoring youth leaders to mainstream systems (Divisional or District) remains a critical need. If not, the accumulated energy and enthusiasm could be in vain, aborting the emergence of social movements within these youth groups.

The districts have progressed differently in the process of developing plans. All the plans are still at the stage of compilation, many nearing completion. Thus, the good practices of sharing these back with the communities for feedback is yet to happen. The intended mechanism for sharing has not been considered. Similarly, local governance institutions reporting back to central agencies on DDPs is yet to happen.

The database is in the process of being set up. The expected buy-in for the plans by the authorities is to be assessed through the indicators on database maintenance in the divisional planning cells and the provincial planning secretariat. The systematic monitoring of development projects at the divisional level as well as the reporting system to the central agencies, would also verify this.

The questions on making plans operational, monitoring and reporting mechanisms remain unclear, especially on the aspects relating to the commitment of provincial councils and local authorities. Participation of provincial councils and local authorities in the preparation of DDPs so far has been indirect. The program design has not provided institutional space for citizen participation in decision making processes of provincial councils and local authorities.

Good practices in local economic development:

The good practices that were intended to emerge through livelihood programming are, practices of mainstreaming local enterprises and entrepreneur communities through enhanced technological, financial, market and private sector linkages, integration with Sub-national administration and the use of local partners as catalyst of this change process.

As discussed before, none of these program expectations have achieved the status of best practices.

Informed policy decisions on governance, empowerment, social integration and monitoring and capacity of national partners to implement related activities:
The institutional framework for governance relationships between duty-bearers and rights holders is

provided by the synergy between strengthening governance institutions on the one hand and the empowerment of communities on the other. The shift in focus of the empowerment outcome from a policy engagement to one focused on the delivery of specific activities has undermined the application of rights based approaches in service delivery. The absence of cross-functional links between rights-based empowerment and introduction of improved local governance practices has been neglected by inaction in institutionalizing vertical integration leading to evidence-based policy, institutional and systems development. The lacuna at the local level is carried through vertical policy-practice integration linkages. Current progress in program implementation is not adequate to institutionalize governance relationships between duty-bearers and rights-holders, the systems, procedures and practices are not yet operational as an ongoing monitoring and review process. Practices such as the Citizen's Charter and E-Governance are steps in the direction of establishing governance relationships between duty bearers and rights holders. However, it is necessary to provide for monitoring and review of service delivery results within the program design to be able to move on to establishing a framework of codified good practices and evidence based policy, institutions and systems to regulate relationships between duty-bearers and rights holders. This will require defining and establishing the vertical and horizontal coordination roles and responsibilities of the district and division within the results-based planning and monitoring system.

The vertical flow of information is important not only to resolve implementation problems but also to establish good practices in governance, empowerment and social inclusion. The several shifts in the responsible development partner at the national level (from Ministry of Public Administration and Home Affairs to Ministry of Home Affairs) appear to have completely disconnected the vertical integration of practice with policy. Restoration of this link requires action both at the district and partner levels Continuity of policy/program oversight and ownership of District implementation, and a functioning link between program oversight and implementation is necessary to drive system change.

> In conclusion, institutionalizing the integration of potential capacities and synergies from within, emergence of youth leaders as change agents, continuity of good practices of development planning and civil society engagement in local governance could be seen as challenges ahead.

3. **Empowered communities and strengthened institutions supporting local governance, access to justice, social integration, gender equality, and monitoring, promotion and protection of human rights**

Improved access to justice – vulnerable showing a change in their lives for better:

Improved access to justice involved a three-pronged intervention, in institutional strengthening arising from synergy between systems for coordination and cooperation, systematized legal aid provision and institutional capacity for strategic planning and policy development positioned within a sector-wide approach to justice, police and prisons. The access to justice program delivered results in three broad areas, understanding of constraints and support to institutions on the supply-side of delivery of justice (from case-flow management and sentencing, strengthening victim and witness protection on the one hand and clearing up backlogs on the other), on the demand side the delivery of legal aid services to prisoners and making available consolidated versions in the three languages of the core legislation on the administration of justice to the public, and the governance of the system of justice administration through the establishment of a National case-flow management committee and creating capacity in the Ministry for strategic planning and policy development.

As discussed previously, the revisions made to M&E Framework of the programme subsequently, has had a shift in focus from strategic policy to improvements in operational procedures that can lead to improvements in service delivery and thereby access to services. However, moving towards an effective, efficient and equitable legal system and justice administration does not eliminate the need for coordination and cooperation between the multiple stakeholders across justice, police and prisons. It is also important to note that becoming effective, efficient and equitable has vertical and horizontal dimensions extending through the justice administration system. Hence, likeliness of the outcomes depends on the strategies lined-up to mainstream these largely supply-driven upstream interventions in administration of justice practice at sub-national level. In the absence of such, the impacts may not be realized.

Coordinated response to further gender equality and sexual & gender based violence (SGBV):
The National action plan on SGBV, Referral systems to act on SGBV cases to penal chain, women friendly production models and gender empowerment measures in livelihood implementations, are the key interventions planned in furthering gender equality and in reducing SGBV.

The key policy action that have emerged within the programme period is National Action Plan on GBV.

This plan, if contains strategies to engender the programs of all state and non-state institutions, would lead to improved gender empowerment measures.

When livelihood development is considered, in the absence of significant deviations from current gender norms of women confining to domestic enterprises, the options of proactive product development, market penetration and, private sector engagement are distant outcomes, thus impeding emergence of women friendly production models.

Lack of programming sensitivity on the triple roles of women (productive, reproductive and community) and absence of a gender analysis prior to interventions are indicative of fundamental design issues of gender responsiveness.

It is unlikely that a relatively small number of participants at the sub national level, would influence empowerment in the numbers required, hence if gender measures are properly implemented, could serve only as models.

This cannot be fulfilled unless if information through a gender assessment and setting up of a database with sex disaggregated data is established, which are the pre requisites in programming.

Thus, it is unlikely that the Country programme would address this inequality.

Social Integration and reconciliation:
The indicators relate to social integration and reconciliation calls for a significant trickledown of effects of the interventions in the lives of the people: youth an women taking to leadership roles within the society and in community forums, CBOs conforming to practices of good governance and, increased interaction with other identity- groups within and across the Districts.

As previously discussed, the initiatives on social cohesion have been one-off piloting, independent of other activities.

Three core activities with policy implications; official language training through the establishment of language laboratories, mobile Clinics to provide access to legal documentation to affected groups and developing language assessments on the status of access to official languages in fifty-four bi-lingual Divisions have been completed. Thus, these require transformation into activities that enable the trickledown effect.

Rest of the activities, relating to awareness creation amongst women and youth in social integration and reconciliation actions focused on publishing a calendar on numerically small ethnic groups, a publication on same informed by an assessment of results, empowering university students of Sabaragamuwa, Rajarata, Eastern and Jaffna universities as change agents, awareness creation of journalists on their role in promoting national coexistence, constitution for transformation of language societies to coexistence societies, twinning programs for women from Monaragala and Killinochchi, twinning programs for youth from Anuradhapura and Batticaloa, though implemented, the expected trickledown effects or the behavioral changes of these groups for proactive action were not evident.

Except for the youth twining program, none of the youth capacity building activities have provided space for expected engagement of trained youth and CBO members. Hence, the potential of using the trained youth and CBOs as catalyst of integration has been overlooked. This also effects the expectation of the program, active participation of women in leadership positions and in decision making in sub-committees, etc., resulting in inherent lack of space for the same.

The institutional buy-in for the program, as a national priority is also questionable as there seem a clear discontinuation between the activities even within the same intervention. Centrally assigning / determining the stakeholders for components of the same program, non-communication of the stakes of each stakeholder among the group, working on isolated activities as per the central level directives were key issues evident.

For instance, the intervention on empowering university students have had two distinct phases determined by the central level and UNDP, about which the district level agency was not aware until those came up as activities. Even within the first phase, three independent stakeholders being responsible for training, funding and monitoring, has affected the accountability of the group.

In the absence of coordination across these interventions, facilitating gradual growth of social cohesion through continued interactions, and also due to non-replication of any if the pilots so far, this programme cannot be claimed a success.

Regaining recognition of Human Rights Commission in the national and international spheres:
The modalities for participation in outputs related to human rights were more in the nature of discussion engagements at regional level of HRCSL. Issues raised at such consultation meetings are mainly in the areas of service delivery.

Periodical meetings being the medium on awareness creation through discussion engagements, managed to bring in a range of CSOs into these. However, only Jaffna has maintained the continuity reaching beyond the expectations of 4meetings per year to have monthly meetings.

The discussions have resulted in identification of areas of concern on the part of citizens and specific violations on which the HRCSL is able to follow-up with duty bearers.

Visits to detention centres have resulted in ensuring that the rights and care of respective inmates have taken place

Awareness creation of local politicians on human rights in Anuradhapura and Jaffna, has included Members of Provincial Councils and Pradeshiya Sabhas and for the Chairpersons, Vice Chairpersons and Leaders of the Oppositions of all the Local Authorities. The training was intended to make the local politicians better informed and thereby more restrained in the conduct of their roles and responsibilities as they have a direct involvement in the delivery of services to citizens.

In conclusion, these interventions seem to have potential in strengthening institutions supporting local governance, access to justice, social integration, gender equality, monitoring and, promotion and protection of human rights, provided due coordination across is in place.
In the absence of continuity and due to the pilot status of these activities, the expected trickledown effects to bring about empowered communities, who would rightly act on issues affecting them, could not be expected.

6 Conclusion and Recommendations

Intended outcomes:

As a whole, it could be concluded that the UNDP Country Programme has made significant attempts to address a wide range of political, social, economic and humanitarian issues that currently prevail in the country. The programs are at varied stages of implementation, so as the outcomes.

In general, it could be stated that the programs on economic development have shown relatively greater maturity in terms of implementation and in the achievement of outcomes.

However, when it is observed in detail, it could be noticed that the progress in implementation is mainly on the preliminary activities, such as training, procurement, distribution of loans, etc. Implementation of components such as facilitation of business expansion, networking, market access and financial assistance, do not seem to have followed the same momentum that was there in the early stages of implementation. In general, it could be noticed that the responsibilities, mechanisms and strategies expected to lead the process following initial stage, have not occurred as expected.

As a result, currently, the local economic development program experience a drawback on its momentum, as well as in the achievement of outcomes.

Given this situation, the most significant outcomes across all 04 districts in the sample are, trained youth entrepreneurs and producer groups engaged in income generation activities and, Producer Organizations implementing business diversifications / expansions and value additions.

The programs on Governance, particularly the implementation of District Development Planning, Citizens Charter have shown visible progress in the implementation and are yet to achieve outcomes. Though not uniformed across all the districts, signs of likeliness of expected outcomes, such as people centered / focused initiatives by the Sub-national administration were evident in some.

Programs on Justice, Social Integration and Reconciliation have had several issues in the initial implementation. Changes in Ministerial responsibilities towards the implementation of the programs, funding constraints, primary flaws in the implementation arrangements within the state structure are some of the obvious reasons for this drawback.

It appears that most of these programs have just begun to gather momentum and are in the early stages of Implementation. As discussed in the previous chapters, subsequent changes in the program implementations have affected achievement of outcomes as planned.

Unintended Outcomes:

The programs supported sectors such as fisheries, weaving, juggery, according to those engage in these sectors are socially austocised. By strengthening these groups engaged in these sectors they have emerged into the forefront of entrepreneurship, thus enabling breakage of socio-cultural barriers.

Emergence of women engagement in non-traditional vocations, though not adequate in numbers, could be seen as role models.

Implementation modality had the assumption that the National and District Development partners and the Implementation Partners to work in collaboration and in a sequence to facilitate the local level implementation. However, the Development Partners did not take ownership due to capacity and priority constraints. For instance, the program compared to the national contribution in terms of value has had lower priority and were mere projects. Hence, the Development Partners had their own priorities.

Emergence of capacitated Local Partners with potential for collaboration at District / Divisional level activities could be seen an opportunity. This is a potential that can be explored by the Dev partners if required.

EDOs though not utilized in the intended context, could be seen as a motivation to proactively engage in the job.

Women entrepreneurs – no parallel enabling environment to support with right attitudes, behaviour in supporting reproductive roles. No thoughts on caregiving roles, daycare facilities.

The issues discussed above, bring about several lessons and recommendations for current and future programming.

6.1 Lessons and Recommendations for current programming

Livelihood Development:

i. The current policy perspective reflected through livelihoods programming, **Income generating activities, needs a significant shift to a sustainable livelihood development** (holistic development model) by moving beyond mere household income [human capital - skills for livelihood development) to ensure Physical capital (infrastructure), social capital (business networks), financial capital (bank linkages) and natural capital (environmental compliances and resource maximization).

ii. Improving **current business plans of the entrepreneurs to strategic business plans** with a long-term vision for each entrepreneur, including market driven strategies, adoption of new technologies, linkages with markets, processors and private sector, banks and convergence strategies to mainstream with Sub-national and National entities, would enable the entrepreneurs understand the wider entrepreneurial picture of their businesses.

iii. **Development and implementation of a sub-national level monitoring mechanism** together with the officials in Divisional planning and economic development and the implementing partners, would enable continuity of the process, which is now in suspension. Discussions at Sub-national level, enabling engagement of respective stakeholders, namely Divisional Secretaries and EDOs together with the implementing partners, will increase the implementing partners' accountability towards the Sub-national administration, while entrusting ownership and responsibility of the program with Sub-national administration.

iv. **Developing an exit plan for the programme**, at the beginning itself, where the convergence strategies with respective government organizations and partner organizations is spelt out, is also a prime need.

v. **Establishment of a Business Forum at District level**, to link the entrepreneurs would also enable peer learning and promote businesses, as a pre-stage prior to linking with formal business entities such as District Chamber of Commerce, commercial banks, private sector and technology service providers, would enable a gradual mainstreaming process that is manageable.

District Development Plans:

i. **Integration of DDPs through establishment of planning cells at the Divisional level** and re-informing the communities, involve substantive programmatic changes in the current system, content and processes of District and Divisional planning, and will have implications in the allocation of resources by the local governance institutions. Hence, institutionalization of the District Development Plans require an **institutional platform at District level for coordination** across Government, Private Sector and Civil Society **and for management** of the delivery.

ii. **Restoration of the vertical flow of information** is important not only to resolve implementation problems but also to establish good practices in governance, empowerment and social inclusion. This requires monitoring and review and mainstreaming applied research in identifying problems and good practices adopted to deal with them both at the district and partner levels.

iii. Further, **effective management of cross-functions** require fully functioning horizontal integrative roles at Sub-national level with line departments which representing central government administration and at Provincial level with decentralized government. It is necessary to define these roles and responsibilities at the district and divisional levels to ensure integrated and holistic approaches to program implementation.

Good governance practices at local level:

i. Adoption of good practices in CBOs and recognition in local consultations in the DDPs, requires creating **institutional and resource space for CBOs within the local governance and service delivery system**. It requires CBOs participating in identifying local needs and undertaking project-based activities in addressing them.

   Establishment of CBO networks in some divisions could be seen as a potential step in this direction and allows an organized community voice. Further, the community consultations undertaken for preparation of development plans being institutionalized at the Divisional Secretariat in its service delivery activities, would also allow institutional space to exercise such voice.

ii. Though the implementation status of capacity building interventions of YLD in the divisions, are yet to become fully operational as mechanisms for ensuring effective and inclusive service delivery, considering the fact that this process is at a stage where several knowledge and skills

transfers happen for systems changes at different levels, building YLDinto the mainstream local governance process is of vital importance. Further technical assistance could be seen as a necessity in this regard and to make the systems operational. It is recommended that the transition from **technical assistance for operationalization of systems** should be the responsibility of respective Divisional Secretariats with oversight from the District Secretariats.

Some of the possible measures to ensure engagement of the youth of YLD programme in local development process and accountability includes engagement in identifying and reporting on local development problems (i.e. voicing YLDs opinion on an environmental pollution issue in Batticaloa to the District Secretary and via Social Media), youth leaders participation on CBO networks, **establishment of a district Youth Leaders Forum**.

iii. Prior to expecting the development partners to engage in eliciting good practices, it is vital that the **District and Divisional Secretariats develop full ownership of the good governance systems, procedures and practices** being introduced and in mainstreaming them in service delivery activities, by assigning responsibility and ensuring them to be accountable for results. Thorough awareness on the centrally implemented activities to Sub-national level and consultation prior to implementation, strategies to engage the Sub-national level stakeholders into such processes, entrusting monitoring and follow-up on these activities at Sub-national level are some of the recommendations.

iv. Capacity building of the local service delivery system will require **closer ownership and supervision on the part of the Divisional Secretary** and **engagement in oversight from the District Secretary** on overall implementation.

v. Further, it is necessary to bring about concurrent movement on the several interventions as effectiveness and inclusivity in service delivery will require the **synergies arising from all systems moving together**. For example, the process of District Development Planning as a tool to bind the Sub-national activities together, and implementation of the activities in a coordinated manner as an integral part of the said process, would increase buy-in due to increased understanding on the program.

vi. GESI implementation is yet to move on to integration and joint planning, implementing and monitoring socio-economic development. The integrative roles, at the provincial, district and divisional levels, critical to horizontal integration across and within economic and social development, have been weakened by the multiple and independent service provision arrangements.

Hence:
- Develop **integrative roles at the provincial, district and divisional levels**
- Develop **internal learning mechanisms for vertical integration**

vii. Adoption of good practices of progress monitoring is as much one of knowledge and skills, installation of information systems, as it is of actual practice, involving transition from supply-side information gathering to demand-side fulfilment of needs. A **phased approach to the adoption of good practices of monitoring progress** should be planned and implemented covering RBM indicators as well as service delivery systems at the divisional level.

viii. It is recommended that the current practices of **conforming to environmental safeguards by POs, be extended to individual entrepreneurs** and other POs / PGs.

i.e.
- Introduction of environmentally friendly crops, products and systems

- Enterprises to conduct the Initial Environmental Examination (IEE) as a prerequisite to identify the environmental effects

- Engagement of respective government sector organizations to sensitize recipients on environmental sensitivity in enterprise development

Gender:
i. **Sex disaggregated data on the recipients** of many of the programs was not available at all levels from District and Divisional level. The good practice of collecting data and compilation of gender statistics is essential for follow up and monitoring activities of women and other categories needing specific attention.

ii. If the recommendation of the **Convention on the Elimination of Discrimination against Women** (CEDAW) is implemented by the government, would increase the importance given to gender equity among the bureaucracy.

iii. The entire GESI programming lacks a **gender analysis** that should have been carried out **prior to implementation** and therefore an **action plan to mainstream gender**. Attending to an issue-based gender analysis and an action plan for the rest of the programming period, based on the current gender issues emerged would help rectify this gap.

iv. Government officials, civil society officials, POs and service providers appear to lack technical skills and resources to integrate gender considerations into programming.

Hence,
- Include **gender sensitive indicators on a priority basis**, so that gender issues and their impact on project recipients are systematically taken into account.
- Sensitize the government officials, civil society, POs and service providers to **integrate gender into the programme**, especially in maintaining gender disaggregated data

Social Integration and reconciliation:
i. Local level engagements in social cohesion have tended to work in isolation**. Moving forward from the one-off pilots to localizing social cohesion interventions** by setting such interventions in the local governance context, is the next step requiring attention.

ii. Social integration and reconciliation are cross sectoral in nature and scope and must eventually relate to and make sense to people. Therefore, it is necessary to move from sectoral to spatial and provide for vertical and horizontal policy and program integration. The programmes of Ministries targeting social integration should therefore link up with the spatial development planning, in the context of the UNDP Country Programme, the District. At the district level SI and reconciliation should think in terms of an institutional platform that would plan for and deliver such outcomes.

Access to Justice and Human Rights:
i. The program context for administration of justice and human rights require clear delineation in order to contribute to alignment of activities with national and international standards.

ii. The SELAJSI, focusing on community empowerment sought to integrate outcomes of several sectoral programmes. The programme was unable to establish the planned institutional mechanism necessary to integrate the several sectoral components, coordinating meetings in the three district do not add up to an institutional platform for integration. Community empowerment requires a governance platform to manage the supply and demand sides of access to justice and human rights, where all relevant stakeholders can ensure accountable and transparent delivery of empowerment outcomes. Building upon achievements of the current country programme will require working out how such governance platform for access to justice and human rights can be established

6.2 Lessons and Recommendations for future programming

The lessons and recommendations mentioned in this section are supplements to the lessons and recommendations suggested for current programming and, focus on general / common issues in programming.

i. **Maintaining baseline data centrally and updating according to the subsequent changes** in programming, will provide an overview on the direction of the program.

ii. **Measures to inform / increase awareness at Sub-national level on contributing / complementary processes that are directly implemented by UN**DP parallel to the core programs, would have actively engaged Sub-national stakeholders as well participants of such programs. For instance, women and youth twining program is one such example, where the women and youth were hardly followed up after the first few events. This could have been easily linked with the rest of the activities at Sub-national level, so that they could have been used as catalyst of the program.

iii. **Development and facilitation of the use of a monitoring process** at Sub-national level could be used as a strategic move to anchor programs into the Sub-national administration. This will not ensure continuity but eventually transfer ownership of the programs to Divisional Secretariat.

iv. **An institutional mechanism for peer learning from project monitoring** among National Partners, to be shared with other national partners. Such an institutional mechanism may require being set

up as a measure of good practice of taking informed policy and implementation decisions, which may be valuable for future programming.

v.   Incorporation of gender inputs into the programme design and implementation, particularly an emphasis on **sex-disaggregation of facts and discussions as a norm**, could help future programmes ensure gender mainstreaming effectively and meaningfully, to improve the quality of the results.

vi.   The confirmed behaviour of the POs in **conforming to environmental safeguards have mainly evolved as prerequisites i**n obtaining required certifications, approvals and standards in institutionalizing the operations.

This evidence an intuitive establishment of a good practice, due to **integration of required sensitivity at the level of the concept**, thus generates a valued learning within for the entire GESI programme.

vii. Bringing together three distinct areas of empowerment (justice, social cohesion and human rights) under a single project umbrella is institutionally unwieldy and cumbersome in implementation. Though contributing to empowerment of communities in their distinct modes of engagement, it would seem that the GESI issue is as much coordination of delivering empowerment through monitoring rather than through integrated planning and programming of these three interventions. What is therefore relevant to GESI would be **localized mechanisms for coordination with each area of empowerment and overall monitoring** of the local empowerment situation in identifying gaps in service delivery.

Hence:

a.   Establish the three areas of empowerment as distinct programs with institutional mechanisms for internal coordination at the national and subnational levels.

b.   Incorporate empowerment as a thrust area of the sectors in District Development Planning and develop indicators for monitoring issues of access to justice, social coexistence and human rights.

viii. **Developing an exit plan for the programmes**, at the beginning itself, where the convergence strategies with respective government organizations and partner organizations is spelt out, is also a prime need.

Annexures:
Annexure 01 – Results Framework

Results Framework – Outcome 1	
Outcome 1: An enabled environment for equal opportunities to sustainable livelihoods, decent work and employability Indicator: Poverty headcount ratio (% of population living below national poverty line) with a focus on the estate sector and other lagging districts (disaggregated by sex and region) Baseline: N- 8.9%, U- 5.3%, R- 9.4%, E- 11.4%, Target: N-4.2%	
Outputs	**Indicators**
Output 1.1 Vulnerable groups enabled to engage in sustainable local economic development initiatives	1. # of multi-stakeholders fora for LED related activities functioning (Baseline: Target: Baseline: to be established following surveys in 2013) Annual targets will depend on the results of the baseline survey) 2. % of target producer organizations/small businesses adopting advanced production, processing or value-addition techniques (Baseline: zero: 2013 -zero: 2014 - 15%, 2015- 30%, 2016 - 45%: 2017-60%) 3. % of target producer organizations/small businesses integrating business management practices into their operation (Baseline zero: 2013 - zero: 2014 - 15%, 2015 - 30%, 2016- 45%: 2017-60%) 4. % of trained individuals expressing satisfaction on the employment options identified (Baseline: zero: 2013- zero: 2014 - 15%, 2015 - 30%, 2016 - 45%: 2017 -60%)

Results Framework – Outcome 2	
Outcome 2: Strengthened provision of access to and demand for equitable and quality social services delivery and enhanced capacity of national institutions for evidence based policy development Indicator: Number of districts that have functional monitoring mechanisms, addressing demands for quality services and promoting dialogue between service providers and community members Baseline: 6 districts, Target: 25 districts and all 310 divisions	
Outputs	**Indicators**
Output 2.1 Local level governance institutions plan and manage service delivery with increased effectiveness and inclusiveness	1. % of targeted local governance bodies sharing their development plans for feedback from communities (Baseline: zero: Annual Targets: 2013: 20%: 2014: 40%, 2015: 60%: 2016: 70%: 2017:80%). 2. % increase in database maintenance in the divisional planning cells and the Provincial planning secretariat (Baseline: 25%: Targets 2013 - 35%, 2014 - 50%, 2015 - 65%, 2016-80%, 2017 -100%} 3. % increase in periodic systematic monitoring of development projects drawn from the medium and long term plans of the province and implemented at the divisional level (Baseline - 25%, Targets 2013 - 35%, 2014- SO%, 2015 -65%, 2016-80%, 2017 -100%) 4. # of targeted local governance institutions reporting back to the central agencies with acceptable formats and accuracy on the mandatory requirements. (Baseline: 50% of the Decentralized units in

	2012, Annual Targets: 2013: 50% of the Decentralized units, 2014: 60% of the Decentralized units, 2015: 70% of the Decentralized units, 2016: 80% of the Decentralized units, 2017: 90% of the Decentralized units)
Output 2.2 Policy makers and development partners have an increased knowledge on good practices and lessons learned on local economic development and local governance to inform policy decisions	# of codified good practices shared with policy makers and development partners (Baseline 2013: zero, target: 1 best practice annually)
Output 2.3 National partners strengthened for evidence based policy, institutional and systems development in the areas of governance, empowerment, social inclusion, social integration and project management & monitoring	Number of recommendations for policy, institutional and systems development put forward. Target of 15 for the Program cycle (Baseline: 0: Annual Targets :2013: 2, 2014: 3, 2015:3, 2016: 6, 2017: 1)

Results Framework – Outcome 3	
Outcome 3: Communities empowered and institutions strengthened to support local governance, access to justice, social integration, gender equality, and monitoring, promotion and protection of human rights in alignment with international treaties and obligations and in alignment to the constitution of Sri Lanka Indicator: Number of national and local level mechanisms and systems for human rights protection and social integration brought into alignment with international standards (Baseline: , Target:)	
Outputs	**Indicators**
Output 3.1 Coordination, cooperation and systems between justice, police and prisons enhanced in 03 "area models" for improved public confidence in the enforcement of law and the administration of justice	1. %of backlog cases reduced in three regional courts, prosecution, police and prison chain (Baseline: to be established in 2013: annual targets to be set following the establishment of the baseline - 2017 Target: 20%) 2. %of priority cases addressed in three regional courts, prosecution, police and prison chain (Baseline: to be established in 2013: annual targets to be set following the establishment of the baseline - 2017 Target: 20%) 3. % increase of interpreters and translators in police and courts in the three regional areas (Baseline: to be established in 2013: annual targets to be set following the establishment of the baseline - 2017 Target: 20%)
Output 3.2 Improved access to justice for vulnerable and	1. # of recommendations of the 2010 Legal Aid Commission capacity assessment implemented (Baseline: # of LAC capacity assessment recommendations not

marginalized populations through systematized legal aid service provision and dispute resolution mechanisms accessible for all	implemented to be determined in 2013: annual targets to be set) 2. Needs-based legal aid services available in prisons (Baseline: Needs-based legal aid are not available in prisons: 2017: System for needs-based legal aid service delivery in prisons implemented) 3. % of land cases handled by dispute resolution mechanisms (Baseline: to be established in2013: annual targets to be set following the establishment of the baseline - 2017 Target: 20%)
Output 3.3 Capacities of state and non-state actors strengthened for a comprehensive and coordinated response to further gender equality and sexual & gender based violence (SGBV)	1. National action plan on SGBV formulated (Baseline: No National Action Plan on SGBV: Target: National Action Plan on SGBV formulated by 2014) 2. Prioritized aspects of National Action Plan on SGBV implemented (Baseline: No National Action Plan on SGBV: Annual targets: Number of activities to be implemented to be determined once National Action Plan on SGBV has been formulated by 2014). 3. Referral system of SGBV cases to penal chain operational (Baseline: no operational referral system of SGBV: Annual targets: 2017: 50% increase in the number of domestic violence complaints referred by the Mediation Boards to the penal chain (as a proxy for operationalization of the system))
Output 3.4 Institutional capacities strengthened for improved administration of justice, strategic planning and policy development for a longer-term sector-wide approach to justice, police and prisons	1. #of justice sector agencies with strategic plans (Baseline: To be determined in 2013: 2015: 3 justice sector agencies with strategic plans) 2. Justice, police and prisons development guided by a sector wide road map and investment plan (Baseline: No Sector wide road map and investment plans. 2015: Action Plan for strengthening sector-wide cooperation)
Output 3.5 National institutions and actors (state & civic) have stronger capacities for planning, coordinating, designing, implementing & monitoring actions aimed at promoting dialogue, social integration and reconciliation	1. # of policy actions on social integration and reconciliation proposed (Baseline: National Action Plan for Social Integration under formulation: Annual Targets: 2013 - zero: 2014 - one policy recommendation proposed: 2015 - two policy recommendation proposed: 2016 - three policy recommendation proposed: 2017 - four policy recommendation proposed) 2. # of policy actions on social integration and reconciliation adopted (Baseline: National Action Plan for Social Integration under formulation: Annual Targets: 2013 - zero: 2014- zero: 2015- one policy recommendation adopted: 2016 - two policy recommendations adopted: 2017- one policy recommendation adopted) 3. #of policy actions on social integration and reconciliation implemented (Baseline: National Action Plan for Social Integration under formulation: Annual Targets: 2013 -zero: 2014 - zero: 2015 - zero: 2016 - one policy recommendation implemented: 2017 - one policy recommendation implemented}

Output 3.6 A better aware public, especially youth and women, engage in social integration and reconciliation actions	1. % of persons targeted reporting changes in attitudes after being outreached through social integration and reconciliation awareness activities (disaggregated by gender and age) (Baseline: To be established in 2013. Annual Targets: 2013 - 15%: 2014 - 25%: 2015 -35%: 2016 - 45% 2017- 55%) 2. % of persons targeted reporting getting involved in social integration and reconciliation actions after being outreached (disaggregated by gender and age). (Baseline: To be established in 2013. Annual Targets: 2013- 10%: 2014 - 20%: 2015- 30%: 2016 - 35%: 2017- 45%) 3. % of persons targeted reporting increased opportunities for interaction with other identity- groups (disaggregated by gender and age) (Baseline:24.5% of men and 12.9% of women across the districts of Ampara, Batticaloa, Trincomalee, Mannar, Vavuniya, Jaffna , Anuradhapura, Polonnaruwa and Puttalam report having no opportunities for interacting with people from other ethnicities (Annual Targets: 2013 - 10%: 2014 - 20%: 2015- 25%: 2016- 30%: 2017- 40%))
Output 3.7 Vulnerable communities have increased skills and ability to participate in local governance activities	1. The ratio of women to men serving in local level sub- committees (Baseline: 20-80 as of 2013: Overall Target :50- 50: Annual Targets : 2013: 25-75 2014: 35-70, 2015: 40-60 2016: 45-55, 2017: 50-SO) 2. %of targeted CBOs recording increased number of youth {18-35 years) in leadership roles (Baseline (year & value): zero in 2013, Overall Target: 50%: Annual Targets: 2013: 10%, 2014: 20%, 2015: 30%, 2016: 40%, 2017: 5O%) 3.% of targeted CBOs adopting good governance practices 6 months post training (Baseline: zero: Target: 65%: Annual Targets: 2013: 20%, 2014: 10%, 2015: 10%, 2016: 10%, 2017:15%) 4. % of community representatives who report being consulted by local governance institutions on development activities in their communities (Baseline: 50%: Target: 100%. of the targeted local area: Annual Targets: 2013: 20% out of the remaining, 2014: 10% out of the remaining, 2015:10% out of the remaining, 2016: 10% out of the remaining 2017: zero:100% achieved by 2016)
Output 3.8 The prevention, protection and monitoring capacities of the Human Rights commission (HRC) – Sri Lanka strengthened to enable it to make recommendations to government policy and legislation, in conformity with international HR commitments, standards and practices	1. # of discussion engagements with civil society at the regional level (Baseline: 2 per year (2012) Target: 4 per year for 2013, 2014 and 2015) 2. #of regular monitoring visits to detention centers at national and regional level (Baseline: to be established: Target: 4 per year for 2013, 2014 and 2015) 3. # of awareness raising programs on Human Rights conducted for Provincial Councilors, Municipal Councilors, Urban Councilors at regional levels (Baseline: Zero: Target: one program per year for a region for 2013, 2014 and 2015)

Annexure 02 – Types of data collection methods focusing on different levels of stakeholders with specific questions

Following are the respective questions for data collection from the stakeholders. Depending on the type of data collection methods specified, these may either used as questions or discussion points.

KII with Secretary - Ministry of Justice:

Output	Questions
3.1	Review the concept of Area Model: happened or not? Reasons?

KII with Public Petitions Division of The Attorney General's Department:

Output	Questions
3.1	How did you identify the backlog cases? Procedures adapted for expediting disposal? Sex-disaggregated statistics to date? Have these procedures been circularized? To whom?

KII with Ministry of Public Administration (SDDP / NLDP / ADP):

Output	Questions
1.1	Time series analysis: Can you tell us about the UNDP programmes you have since 2013? Considering NIM and DIM modalities, how were similar programmes co-implemented? What were activities carried out? At which levels? What were the implementation mechanisms? How the Partner Organizations were monitored at the Provincial, District, Divisional levels?
2.2	Number of good practices and lessons learnt reported to policy makers and development partners Changes effected in Strategic Plans of policy makers and development partners on local governance and local economic development

KII with Director General - Department of National Planning in the Ministry of National Policies and Economic Affairs:

Output	Questions
1.1	Time series analysis: Can you tell us about the UNDP programmes you have since 2013? How were similar programs co-implemented? What were the implementation mechanisms?
2.1	What are the guidelines provided to local governance bodies on community consultation? Has any training been provided to local governance bodies on community consultation? What improvements have taken place after guidelines and training were provided? Statistics of the training and on the local governance institutions adhering to these?
2.3	What is the institutional platform/modality to identify needs for evidence-based policy, institutional and systems development in government? What recommendations for policy institutional, and systems development have been Identified/proposed so far? How was the recommendation for policy/systems/institutional development formulated and submitted? How was the need identified/initiated? What support was provided by UNDP to formulate the recommendation? Which recommendations have been implemented to date? What was your engagement in ensuring continuity?
3.4	Are you aware of an activity planned to develop a sector-wide road map for the justice sector? How do you see the possibility of such an implementation?

KIIs with Department of Project Management and Monitoring (SDDP / NLDP):

Output	Questions
2.2	Number of good practices and lessons learnt reported to policy makers and development partners Changes effected in Strategic Plans of policy makers and development partners on local governance and local economic development

Department of External Resources:

Output	Questions
	How the ERD facilitate with policy formulation in terms of livelihood development, governance and gender mainstreaming in UNDP funded projects and programmes? What monitoring mechanisms they followed to evaluate the effectiveness of policies implemented? How implementation issues brought on to progress are reviews with UNDP and Implementation Partners? How is follow-up monitored?

KII with a Beneficiary National Partner – Human Rights Commission of Sri Lanka:

Output	Questions
2.3	How was the recommendations for policy / systems / institutional development formulated and submitted to respective authorities? How was the need identified/initiated? What support did you have from UNDP to formulate these?

KII with Secretary – Ministry and Child Affairs on National Action Plan on SGBV:

Output	Questions
3.3	Was the plan formulated? What is the current status? Who are engaged? What are the consultations you had prior to formulation? What are the impediments? Is there an awareness process to share the plan?

KII with Ministry of National Co-existence, Dialogue and Official Languages:

Output	Questions
3.5	What capacity has been created in the organization for working on policy actions for promoting dialogue, social integration, and reconciliation? What number of policy actions have been identified in respect of the agency? What was the process for identifying the policy actions? What no. of policy actions have been adopted/implemented?

KII with Ministry of Reconciliation: Office for National Unity and Reconciliation:

Output	Questions
3.5	What capacity has been created in the organization for working on policy actions for promoting Dialogue, social integration, and reconciliation? What number of policy actions have been identified in respect of the agency? What was the process for identifying the policy actions?

	What no. of policy actions have been adopted/implemented?

KII with Legal Aid Commissioner:

Output	Questions
3.2	Did the Legal Aid Sector Review happen? What were the findings and recommendations? What is the status of implementation of capacity assessment recommendations? What capacity building has taken place in the three A2J Areas? What is the status of National Legal Aid Policy? What is the status of Strategic Action Plan for the Policy being developed? What are the improvements in the provision of Legal Aid in the Prisons? What were the awareness/sensitization activities carried out? To what target audiences? Strategies adopted to include or serve the vulnerable and the marginalized? Can we have sex-disaggregated data?

KIIs with the District Secretaries and Director - Planning of the 04 District Secretariats:

Output	Questions
2.1	What mechanisms for community consultation are in place? Number of community suggestions/proposals incorporated in the respective development plan? How do they provide suggestions or proposals? Are minutes recorded? Where? How do you maintain data and records of the DDP activities? Are they sex-disaggregated? How do you collect these data? What are the purposes for which you have used these data? As a result, what changes were possible? Who manages the database at the District / Divisional Level? How?
2.1	What is your engagement in the preparation of development plans of local governance institutions? What improvements have taken place in the mechanisms for community consultation in the local governance institution you work with? Have these improvements helped you in defining your area of work in the development plans?
2.2	Number of good practices and lessons learnt in the conduct of local governance and local economic development Procedures and practices followed in defining good practices Form of reporting to policy makers and development partners on good practices Response of policy makers and development partners to reporting on good practices
3.6	What training was provided for CSOs on Social Integration and Reconciliation? What was the number of CSOs/Members benefiting from such training? Sex-disaggregated data? What number of identity interactions were organized in the district? What number of CSOs/Members were associated with the interactions organized in your district? Sex-disaggregated data? What follow-up is there on these identity interactions organized?

KIIs with the Divisional Secretaries and Assistant Director - Planning of the 08 Divisional Secretariats:

Output	Questions
2.1	What mechanisms for community consultation are in place? Number of community suggestions/proposals incorporated in the respective development plan? How do they provide suggestions or proposals? Are minutes recorded? Where? How do you maintain data and records of the DDP activities? Are they sex-disaggregated? How do you collect these data? What are the purposes for which you have used these data? As a result, what changes were possible?

	Who manages the database at the District / Divisional Level? How?
2.1	What is your engagement in the preparation of development plans of local governance institutions? What improvements have taken place in the mechanisms for community consultation in the local governance institution you work with? Have these improvements helped you in defining your area of work in the development plans?
2.2	Number of good practices and lessons learnt in the conduct of local governance and local economic development Procedures and practices followed in defining good practices Form of reporting to policy makers and development partners on good practices Response of policy makers and development partners to reporting on good practices
3.6	What training was provided for CSOs on Social Integration and Reconciliation? What was the number of CSOs/Members benefiting from such training? Sex-disaggregated data? What number of identity interactions were organized in the district? What number of CSOs/Members were associated with the interactions organized in your district? Sex-disaggregated data? What follow-up is there on these identity interactions organized?

SSIs with UNDP staff at Country Office (CO) level:

Output	Questions
1.1	How the stakeholders did adopt a sectorial approach in designing, implementing and in Monitoring?
2.2	Whether there are systematized processes for livelihood interventions / how have they been developed? What are the programme measures to ensure sustainability of interventions?
2.3	What is the institutional platform/modality to identify and provide support to national partners? What support has been provided/identified to be provided to government so far? How were they identified? How did UNDP mobilize its comparative advantages in providing such support?
3.1 & 3.4	What are the reasons for not implementing "area models" and the sector-wide road map in combining and strengthening services of justice, police and prisons?
3.3	Now that the National Action Plan on SGBV is in place, what are the next steps planned to take it forward?
3.5	What are the platforms established for discussions between policy makers, relevant agencies and civil society on social integration and reconciliation?

SSIs with Officials of UNDP field staff:

Output	Questions
1.1	How do the cross functional activities happen?
Common	How do the management of partner organizations, producer organizations, Networks, Forums, CBOs, CSOs and Producer groups happen?
Common	How did the changes to action plans happen? What are the reasons? When did you come to know? How do you perceive these subsequent changes? How did these changes get communicated to stakeholders at field / local level?

SSIs with Officials – Divi Neguma, Economic Development / Development officers / Cooperative Development officers / NAQDA officers / Veterinary Surgeons (SDDP / NLDP / ADP) in the randomly selected GN Divisions in Batticaloa and Anuradhapura Districts:

Output	Questions
1.1	What are the livelihood interventions carried out in your division / area? How did administration of several livelihood projects happen?

	What was your role / engagement in these?
	Were there any capacity problems?
	Was the timely delivery managed?
	What programmes performed better and what programmes failed?
	What lessons learnt and best practices generated to replicate elsewhere?
	How programmes were designed and implemented in line with divisional priorities (Divi Naguma, Samurdhi and Social Welfare System)?
	What benefits generated through the programmes implemented?
	What issues/problems faced? In particular with UNDP?
	What strategic options were used to achieve the project objectives?
	What programmes performed better and what programmes failed?
	What are the lessons learnt and best practices generated?
	How will you facilitate the continued access of POs to market information and markets once UNDP support ceases?
	Is there an Enterprise Development Unit?
	How will you ensure that context specific support will be given for women to enter into entrepreneurship in your area?
3.7	Modalities for consultation in sub committees?
	Subcommittees where CBOs are represented?
	What are the gender sensitive measures encouraging women to be active in these sub committees?
	What do you do differently than before?

SSIs with Officials of UNDP field staff:

Output	Questions
1.1	How do the cross functional activities happen?
Common	How do the management of partner organizations, producer organizations, Networks, Forums, CBOs, CSOs and Producer groups happen?
Common	How did the changes to action plans happen? What are the reasons? When did you come to know? How do you perceive these subsequent changes?
	How did these changes get communicated to stakeholders at field / local level?

SSIs with the Land officer at the Divisional Secretariat from Anuradhapura / Batticaloa on Land Mediation Boards:

Output	Questions
3.2	What percentage are land cases of all cases that come before DRBs?
	What percentage of land cases that come before the DRBs been resolved?
	Have you had special training in Dispute Resolution Methods?
	What is the percentage of land cases the DRB has not been able to resolve after such training?

SSIs with Recipients of Human Rights Training (randomly selected members of Provincial Councils, Municipal Councils and Urban Councils):

Output	Questions
3.8	What has been the engagement of the PC, MC, UC members with the regional HR Office?
	What number of representations have you received from the public on HR matters?
	How has HR matters been addressed in the respective organizations post training?

SSIs with Partner Organizations and / or Partner Groups in Batticaloa (KAVIA - Local Economic, ADT - Governance), Anuradhapura (KIRDO), Monaragala (Nature Foundation - Local Economic, WDF - Governance) and Jaffna (JESEC - Livelihood, Government Partner for governance - results based

planning, e-citizen etc.)

Output	Questions
1.1	Appropriateness of livelihoods to the poor, women, and youth through different livelihood programmes with different support and livelihoods. Functioning of support services for livelihoods activities, and effectiveness of linking to inputs, markets, processing, banks etc. Role and opportunities and challenges of links to the private sector Role, current functioning and the future of the Producer Groups / Organizations? How the capacities were built? How does the Producer Groups / Organizations support to individual farmers? How have you included your past experience working with women into this project? How do you ensure women's leadership in networks and Producer Groups / Organizations? Instances of women's leadership in these? Numbers and key positions? Successes and failures in creating and sustaining women entrepreneurs? Sustainability of group activities, and challenges (financial, technical, institutional) for the future? What are the lessons learnt and best practices? What suggestions can they make to promote sustainability of the system? Are benefits at household level likely to be sustained? Are community level activities and operations (and maintenance) likely to be sustained? What are the key handover processes required and how far have they been done? Are important support functions by support institutions likely to continue? What are major risks to sustainability?
1.1	What kind of different funds are available and what are the lead times for each? How did these disbursements happen, specifically, in terms of transparency? Main purposes of Utilization of loans? How did the distribution of loans happen? By gender? What were the main benefits from loans? BY gender? What were the main benefits of savings? By gender? How did bank linkages work to build financial capital (if they were involved)? What are the main sustainability and capacity issues in the future? If there will be no further facilitation and support, what is the likelihood that there will be continued and increased use of micro-credit systems prevailing? What are the most required support systems in the future for micro finance development?
1.1	What T&VT programmes introduced among women and Youth to develop new skills? What areas of capacity building they have covered (agriculture, SMEs and service oriented industries): Was it effectively promoted among entrepreneurs to promote value chains: The rate of adaptability of such T&VT programmes among women, youth etc. and Sustainability and expansion possibilities of new skills: Tertiary and vocational training institutions – on strengthening and using them for knowledge transfer
3.7	Did you undergo training on Good governance? What are they? How many participated in the training? What was the % between 18-35 years? By gender? What are the activities carried out following training? By whom? By gender? Has any of these trainees taken to leading positions in their respective organizations? By age and by gender? Was anyone of consulted by local governance institutions? By age and by gender?

SSIs with Training Organizations – NDC, ISB, CEFE Sri Lanka

Output	Questions
1.1	What were the main learning of the training/capacity building? Which were most positive, least useful, or could have been modified to be more effective? What were the processes and tools used to ensure Inclusion of vulnerable, marginal, disabled and other groups?

	Was the level of skills and knowledge assessed before designing the training?
	When training women, was their life situation taken into account? Eg: availability of time while
	Doing household chores and farming (esp in the case of FHH)? Safety? Women friendly machinery?
	Mobility and proximity issues related to safety?
	How effective were these?
	Are there ways in which the Livelihood Development Plan could have been made more efficient and effective?
	How effective were Institutional capacity building? Can it be replicated elsewhere?
	Only from ISB:
	What were the legal-aid services provided to Thambapanni Fisheries Society?
	At what stage the legal aid was provided?
	At what stage did legal aid terminate?
	Was any other legal advice sought by them?

SSIs with Banks in the intervention areas: BOC / People's Bank / Commercial Bank - Jaffna, SANASA / Sampath Bank - Monaragala, NDB - Anuradhapura, Commercial / Samurdhi - Batticaloa

Output	Questions
1.1	Different funds available and their efficiency?
	What were the main benefits to the community through loans obtained from banks?
	Did bank linkage effectively influence to generate additional benefits in terms of product and market integration?
	What are the main sustainability and capacity issues into the future?
	If there will be no further facilitation and support, what is the likelihood that there will be continued effective and increased use of bank linkages system?
	What are the most required support systems in the future?

SSIs with Technology Providers, Selected Partner Organizations, Their Service Providers in Batticaloa, Anuradhapura, Monaragala and Jaffna (Catherich, NDC, ITI, Palmyra Research Institute):

Output	Questions
1.1	Have they provided the right and appropriate technology for enhancement of productivity levels?
	What areas the areas covered (agriculture, SMEs and service oriented industries)?
	Was it effectively promoted among recipients to promote value chains?
	The rate of adaptability among women, youth etc.?
	What service packages are offered for sustainability of the process?
	Additional gains through diffusing new technologies (before and after)?
	Sustainability measures adopted?

SSIs with Thampaddi Fisheries Co-op Society on Legal-aid:

Output	Questions
1.1	How was legal aid facilitated for you?
	At what stage of the case was legal aid provided?
	At what stage did legal aid terminate?
	Was any other legal advice sought by you?

FGDs with CSOs in Selected Districts/Divisions:

Output	Questions
2.1	Has the level of engagement with local bodies in preparation of development plans increased?
	What institutional changes have taken place in mechanisms for consultation to allow increased engagement?

	Can you specify suggestions made by you that have been incorporated in development plans of local bodies?
3.1	Awareness of legal delays impacting on families in respective communities Problems encountered by such families in accessing justice systems. Problems encountered by families in expediting the course of the case. Awareness of A2J Significant improvement in the experiences of families affected by delays in legal processes
3.6	What training did the CSO / members receive on Social Integration and Reconciliation? What activities have been organized by the CSO in social integration and reconciliation? What plans do you have for further identity interactions?

FGDs with Mediation Boards Anuradhapura and Batticaloa:

Output	Questions
3.1	How gender equitable are the mediation boards? Has the gender balance in the composition of mediation boards improved over the last 3 years? Are the members of Boards trained to be gender sensitive when probing complaints? Have women received effective and increased redress for their complaints?

FGDs with Farmer Organizations / CBOs:

Output	Questions
1.1	**Knowledge, skills and resources:** What were the skill development programmes? What is the knowledge and training you received since 2013 from govt, NGOs? How did these change knowledge on technology use? What do CBOs / people do differently? Are there specific benefits? What additional resources were obtained and used?
	Did the capital for investments meet the costs fully and did it reach on time? Are there sufficient resources available now (financial, skills, raw materials- seed etc.) for livelihood development programmes? Do you see an increase in the purchase of farmer assets to support agriculture? Is there a necessity for further support to integrate with value chains and supply chains? How do CBOs / people market their products? How do CBOs manage the maintenance and upkeep of equipment / infrastructure? What are the suggestions for further developments and to ensure sustainability of these livelihood developments? **Processes adopted, market linkages, scope and replicability:** Effectiveness of the production and marketing process to increase productivity and profitability? (before and after) Sustainability of the production process? What sustainable risk involved in the production and marketing process? Can you replicate the lessons learnt and best practices available to other areas / people? Cost and benefits of the process for encouraging further investments?
3.7	What training has been received by the CBO in concepts and practices of Good Governance? What training has been received by the CBO to enhance leadership skills of membership? How has the CBO participated in development activities of the community? What support has the CBO received from local governance organizations for such participation?

FGDs with groups of women and youth:

Output	Questions
1.1	**Knowledge, skills and resources:**

What were the skill development programmes? How did these change knowledge on technology use? What do people do differently? Are there specific benefits?	

What were the skill development programmes? How did these change knowledge on technology use?
What do people do differently? Are there specific benefits?
What additional resources were obtained and used?
Did the capital for investments meet the costs fully and did it reach on time?
Are there sufficient resources available now (financial, skills, raw materials- seed etc.) for livelihood development programmes?
Is there a necessity for further support to integrate with value chains and supply chains?
What are the perceptions of women and youth on further development and sustainability of livelihood development?
Processes adopted, Market linkages, scope, and replicability:
Effectiveness of the production and marketing process to increase productivity and profitability? (before and after)
Sustainability of the production process?
What sustainable risk involved in the production and marketing process?
Can you replicate the lessons learnt and best practices to other areas / people?
Cost and benefits of the process for encouraging further investments of women and youth?

FGDs with Recipients of Livelihood:

Output	Questions
2.1	Feedback on identifying the necessity of livelihood development programmes among poor women, youth and vulnerable groups: Awareness among recipients on the various aspects in the livelihood development process involved (eg. timely delivery, quality improvement, community involvement, sharing responsibilities to expedite the functions, empowerment of community, sustainability of programmes etc.): Knowledge on what type of expected achievements/ results/effects/impacts in the livelihood development process involved: Responses on lesson learnt – what aspects should be scaled up, modified, replicated, changed or could have been done differently or more efficiently: What will be the most efficient and most weakest components in the functioning of livelihood development process: and Feedback from the recipients on overall perceptions on achievement of proposed livelihood and economic development programmes through the UNDP interventions made during the period 2013-2017, based on the following rankings like: Very satisfactory: Satisfactory, Moderately satisfactory, Unsatisfactory: and Very unsatisfactory.

FGDs with Recipients of Legal-aid Training through Thampaddi Fisheries Co-op Society:

Output	Questions
3.2	Type of training given? Source of training? Effects/benefits of training? Follow-up of training? How many training programmes were conducted during the year? Who were the participants? Feedback from participants (through FGDs)?

Case Studies with Women, Men, Youth and Leaders in Farmer groups / Producer organizations (POs) / Women and Youth based producer groups:

Output	Questions
1.1	Points to capture: Structure, conduct and performance

Possibilities for replications of lessons learnt and best practices
Potential for alternative livelihoods / new enterprises particularly for women and youth
Increase in capacity / ability of vulnerable communities to engage and continue in these as livelihood options
Increase in capacity for women and youth to provide leadership within their communities
Increase in access to economic infrastructure, equipment and skills to initiate, restart and expand livelihoods
Ability of POs/farmer groups for enhanced production, processing, value addition, product diversification and access to markets
Measure the Portfolio at Risk (PAR) (if possible) to explain the effectiveness and efficiency of building farm financial capital

Case Studies with a successful and an unsuccessful priority case (LAC performance):

Output	Questions
3.2	Points to capture: Institutional arrangements for coordination Decision Process Procedures adopted

Case Studies with identity interactions from selected Districts:

Output	Questions
3.6	Points to capture: Training CBO organization CBO role How Interaction was organized Follow-up

Quantitative data collection (Divisional Secretariat):

Output	Questions
1.1	**Livelihood:** No. in livelihood interventions - targeted vs actual delivery – no.s and % (disaggregated data) Income level –proxies - (disaggregated data since 2013 June): Average monthly HH expenses (food, education, entertainment, medicine, electricity and other) (Rs/month) Average expenses on capital goods available at the HHs (before and after) Rate of HH savings (Rs/month) (before and after) No. in leadership positions (disaggregated data) Usage of new / improved technology (no. and value of investments) No. received micro credit (disaggregated data) Total investment and total value of benefits generated through community based livelihood interventions Value of value addition
2.1	**DDPs:** Number of community consultation meetings Number of community proposals incorporated in development plans Number of CSOs submitting proposals and number of proposals submitted **MIS - Data systems analysis:** Number of MIS reports provided Number of MIS reports made available to CSOs

3.1	**Enactment of law:** Comparison of numbers of cases handled in the 3 regions over the last 3 years – trend analysis
3.2	**Special Land Mediation Board:** Land cases No. of cases handled + efficiently compared to last year/s by types of cases (disaggregated data)
3.5	**Social Integration:** Policy recommendations No. of actions adopted into subnational and national plans of the stakeholders No. of actions implemented from these action plans
3.6	**Identity Groups:** SI activities carried out locally by women and youth Activities providing space for interaction across ethnicities No. in leadership positions following interventions (disaggregated data by interventions and gender)
3.7	**Communities in governance:** Types and no of support to CBOs Instances / interventions by CBOs and community members (disaggregated data) Local level organization where CBOs are represented Numbers of women members in CBOs Women in the different types of leadership positions especially in mixed organizations
3.8	**HRC interventions:** No of consultations by HRC No of monitoring visits by HRC No of policy recommendations referred to in the UPR No of training programs for PC, MC and UCs Cases referred / reconciled by these authorities to HRC or other judicial mechanisms / commissions

Cross sectional analysis of a livelihood intervention (i.e. Palmyrah):

Mapping linkages, dynamics, processes, implementation, M&E, results across all stages of the implementation

Annexure 03 – Terms of reference

1. BACKGROUND
UNDP and the Government of Sri Lanka signed the 2013-2017 Country Programme Document (CPD) which outlines UNDP's contribution towards national development priorities. The country programme was developed within the overall framework of the then government's policy document outlining national and sectoral development strategies, the Millennium Declaration and the Framework of the Millennium Development Goals (MDGs) and the United Nations Development Assistance Framework (UNDAF). The aim of the programme is to improve the lives of people in Sri Lanka giving specific focus to the areas of sustainable livelihood, local governance, and delivery of quality service, rule of law/ access to justices, human rights and reconciliation as well as environmental sustainability and disaster resilience.

According to UNDP's evaluation plan, an outcome evaluation is to be conducted to assess outcomes 1, 2 and 3 of the country programme. They are as follows:

Outcome 1: An enabled environment for equal opportunities to sustainable livelihoods, decent work and employability

Outcome 2: Strengthened provision of access to and demand for equitable and quality social services delivery and enhanced capacity of national institutions for evidence based policy development

Outcome 3: Communities empowered and institutions strengthened to support local governance, access to justice, This summative outcome evaluation should assess the status of UNDP Sri Lanka's Governance for Empowerment and Social Inclusion (GESI) programme in relation to achievement of the defined outcomes. This outcome evaluation should also help to clarify underlying factors affecting the situation, recommend actions to improve performance in future programming and partnership building, and generate lessons learned. The outcome evaluation must be conducted between August – November 2016 with a view to contributing to the development of the new UNDP country programme (2018-2022).

2. CONTEXT
Sri Lanka, a lower middle-income country, has been achieving post-war economic growth at 6.3% for 2015 – a decrease from 7.5% in 2014. The economy is shifting towards the services sector, with an increase in the industry sector and a slight decrease in the agricultural sector. Unemployment was a reasonable 4.3% in 2014, although youth unemployment (15-29 years) is alarmingly high at 20.3%. The country remains in the high human development category – ranked higher than some East Asian Countries. Strong economic growth has led to a dramatic reduction in the national poverty headcount ratio, which was 6.7% in 2012/2013. However, over 20% of the country's 20 million population earn less than US$2 per day, indicating a large number of near-poor who are vulnerable to shocks that could push them back into poverty. Greater prosperity has not reached the estate sector, conflict-affected regions and some rural areas. Latest estimates show that in 2013, the poorest 10% received 1.4% of total household income, while the wealthiest 10% enjoyed 38.7%. Along with the Presidential election in January 2015, a number of steps were taken under a national interim government, including a critical amendment to the Constitution which scaled back presidential powers: establishment of 9 independent oversight bodies: and recognized the right to information. Following parliamentary elections in August 2015, a national unity government was formed, bringing together the two largest political parties - United National Party (UNP) and the Sri Lanka Freedom Party (SLFP) - for the first time since independence under a 2-year consensus framework. The government's efforts in highly charged political areas such as transitional justice, electoral reforms, power sharing and adoption of a new constitution and advancing reconciliation are key undertakings. The present government took initiatives to advance reconciliation by taking immediate actions to address the core grievances of minorities and IDPs. Civilian Governors were appointed for the North and the East with a view to changing the dynamics with the provincial administration moving towards enhancing its cooperation and engagement with the central government. As a long-term strategy, the government has established the new Ministry of National Integration and Reconciliation under the President, and within it, the Office of National Unity and Reconciliation (ONUR) to coordinate and facilitate initiatives by government and civil society actors promoting social cohesion, peace education, psychosocial support, livelihoods and implementation of the trilingual language policy.

3. EVALUATION PURPOSE
The purpose of this combined outcome evaluation is to assess the extent to which the country programme outcomes

1, 2 and 3 have achieved its results over the five years of the country programme (2013-2017). The evaluation provides an opportunity to ensure accountability to stakeholders in managing for results, and is also a useful learning exercise, especially in relation to informing the formulation of the new Country Programme Document for UNDP, which will begin in October 2016 onwards. The main users of the evaluation will be UNDP, both implementing and development partners and the government of Sri Lanka.

4. EVALUATION OBJECTIVES AND QUESTIONS
• To assess the extent to which the planned outputs have been or will be achieved by 2017 and extent to which these output results have contributed to the planned outcomes to identify unintended positive or negative results of the three outcomes
• To assess the three outcomes and related outputs against Relevance, Effectiveness, Efficiency and Sustainability.
• To assess the level of integration of gender equality, conflict sensitivity, environment concerns and Results based management in the programme implementation
Identify Major factors that facilitate and/or hinder the progress in achieving these outcomes, both in terms of the external environment and those internal to the portfolio interventions including: weaknesses in design, management, implementation (including implementation modalities), human resource skills, and resources Identify lessons learnt, recommendations, good practices and related innovative approaches in relation to the management and implementation of activities and achieving results.
The following evaluations questions will guide the evaluation.
Relevance - The extent to which the outcomes are in line with national, provincial and district priorities and the peoples' development expectations - Has UNDP been able to adapt its programming to the changing context to address priority needs in the country? - To what extent is this aligned with UNDP's mandate as envisioned in the Strategic Plan (2014-2017)? –
Have UNDP interventions been relevant to women and other marginalized and disadvantageous groups and their needs? - To what extent are the outputs relevant to the planned outcomes? - What are potential areas of engagement for UNDP's next Country Programme within UNDP's mandate? Effectiveness - To what extent have the planned outcomes been achieved? - To what extent have programme outputs been achieved or are likely to be achieved by 2017? - Have there been any unintended or unplanned achievements or impacts of UNDP's interventions? - What factors have contributed to achieving or not achieving the intended outcomes? - Have the modes of implementation proven to be effective? - What are the key gaps that UNDP interventions could address within its comparative advantage that would significantly contribute to the achievement of the outcome? - Has UNDP's partnership strategy been appropriate and effective in contributing to the outcome? - To what extent did the results, both at the outcome and output levels, benefit women and men equally? - To what extent has UNDP contributed to capacity development of local partners and civil society organizations?
Efficiency - How appropriate are national Implementation (NIM) and direct implementation (DIM) modalities in delivering results within these outcome areas? (strengths and weaknesses) - Have the results been achieved at an acceptable cost, compared with alternative approaches with the same objectives? If so, which types of interventions have proven to be more cost-efficient? - Have programme funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? - Are there sufficient resources (financial, time, people) allocated to integrate human rights and gender equality in the design, implementation, monitoring and evaluation of these outcomes?
Sustainability - How strong is the level of ownership of the results by the relevant government entities and other stakeholders? - How has UNDP contributed to human and institutional capacity building of partners (as a guarantee for sustainability beyond UNDP interventions)? - Is there a clear exit strategy at project level, factoring in environmental, operational and financial sustainability? - What recommendations could be given to strengthen sustainability?

5. EVALUATION SCOPE
The evaluation will cover UNDP Outcomes 1, 2 and 3 under the current Country Programme Action Plan (CPAP)/ Country programme Document (CPD) for the period 2013 up until the time of the evaluation. This evaluation should cover outcomes and the extent to which programmes, project, soft assistance, advocacy initiatives, partners' initiatives and synergies among partners contributed to its achievement. Two key programmes which contribute to these three outcomes are Governance for Local Economic Development (GLED) and Strengthening Enforcement of Law, Access to justice and Social Integration (SELAJSI). Details of other UNDP projects will be provided to the

evaluation team upon signing the contract. Governance for Local Economic Development (GLED) GLED is UNDP Sri Lanka's flagship programme for strengthening local governance capacities and improving socio-economic opportunities in vulnerable regions in the country. Broadly, GLED focuses on increasing the capacity of sub-national level governance institutions, civil society, the private sector and communities in order to foster access to enhanced public sector service delivery, socio-economic development, and social cohesion across the whole country, with a focus on the lagging regions of Sri Lanka including the former conflict-affected regions of the country. The programme will help communities increase their production and "value-added" capacities and make use of productive infrastructure, new technologies and knowledge. Strengthened engagement with the private sector will increase the sustainability of livelihoods initiatives. Given the sub-national variations in Sri Lanka's human development index, GLED focuses primarily on lagging areas and vulnerable communities. Strengthening Enforcement of Law, Access to justice and Social Integration in Sri Lanka (SELAJSI) Following Phases 1 and 2 of UNDP Sri Lanka's Equal Access to Justice (A2J) Project spanning the period 2004- 2012, a broader and more ambitious programme was launched for the period 2013-2017, building on the achievements and lessons of the previous two projects. This Programme aims to consolidate the previous A2J initiatives as well as systematize and institutionalize these initiatives under a broader framework of coordinated enforcement of law, access to justice and social integration. The objective of the programme is to ensure sustainability, increased quality in capacity development and strategic planning at national as well as sub national level, to reach a sector-wide approach to justice sector development and increased social integration. This Programme is currently implemented through the national implementation modality by the Ministry of National Coexistence, Dialogue and Official Languages (MNCEDOL), the Ministry of Justice (MOJ), and the Ministry of Women and Child Affairs (MWCA). Geographical coverage: Almost all the programmes and projects address issues nationally while specifically working in certain districts. Target: Each of the programme and projects have specific targets groups. Due to the numerous players involved in UNDP development projects and the fact that outcomes are set at a very high level in a complex social development context, "attribution" of development change to UNDP may be extremely difficult in this outcome evaluation. The evaluation will therefore consider "contribution" of UNDP to change in the stated CPD/CPAP outcome. The evaluator will need to explain how the UNDP country programme contributed to the observed results. To make the assessment, first the evaluator must examine the stated CPD/CPAP outcomes: identify the change over the period being evaluated on the basis of available baseline information: and observe the national strategy/strategies and actions in support of that change. Second, the evaluator must examine the implementation of UNDP strategy and actions in support of national efforts.

6. METHDOLOGY

An appropriate mix of qualitative and quantitative methods will be used to gather and analyze data/information, in order to offer diverse perspectives to the evaluation, and to promote participation of different groups of stakeholders. The final decisions about the specific design and method for the evaluation should be developed in consultation with the evaluation management team and UNDP programme staff on the basis of what is appropriate and feasible to meet the evaluation purpose, objectives and answers to evaluation questions. The outcome evaluation should use available data/information to the greatest extent possible. This will encompass administrative data as well as various studies and surveys, including those conducted by UNDP and implementing partners. This approach will help address the possible shortage of data and reveal gaps that should be corrected as a result of the evaluation. The Outcome Evaluation will be carried out through a wide participation of all including primary stakeholders and UNDP, governmental institutions, CSOs as well as members of donor community, private-sector representatives, multilateral and bilateral donors. Field visits to selected project sites and briefing and debriefing sessions with UNDP, as well as with donors and partners are envisaged. Data collected should be disaggregated (by gender, age and location) where possible. Based on the objectives mentioned above, the evaluation team must propose a methodology and plan for this assignment, which will be approved by the evaluation management team. An approach relating objectives and/or outcomes to indicators, study questions, data required to measure indicators, data sources and collection methods that allow triangulation of data and information often ensure adequate attention is given to all study objectives.

7. DELIVERABLES

Expected deliverables from the evaluation team are: Inception report: Evaluation Inception Report detailing the evaluators' understanding of what is being evaluated and why, showing how each evaluation question will be answered (which methodologies will be used), a proposed schedule of tasks. The evaluation team shall submit an

electronic copy of the draft inception report to the Evaluation manager as stated in the agreement. Before preparing the inception report, the evaluation team should consult with relevant UNDP staff to come to a consensus on the evaluation methodology, field visit plans, sampling and so on. The inception report should include a detailed evaluation methodology and evaluation framework along with the tools to be used to gather data, sampling approaches and key milestones. The inception report needs to be approved by UNDP before starting the data collection. The evaluator may be asked to make an oral presentation of the inception report. The inception report should include, inter alia: Evaluation purpose and scope—A clear statement of the objectives of the evaluation and the main aspects or elements of the initiative to be examined. Evaluation criteria and questions—The criteria and questions that the evaluation will use to assess performance and rationale. Evaluation methodology—A description of data collection methods and data sources to be employed, including the rationale for their selection (how they will inform the evaluation) and their limitations: data collection tools, instruments and protocols and discussion of reliability and validity for the evaluation: and the sampling plan. Evaluation matrix—This identifies the key evaluation questions and how they will be answered by the methods selected (see Annex 4). A revised schedule of key milestones, deliverables and responsibilities. Detailed resource requirements tied to evaluation activities and deliverables detailed in the work plan. Presentation 1: the preliminary evaluation findings to be shared for validation with the evaluation management team just after completion of data analysis Draft Evaluation Report: The report's findings and results should follow logically from the analysis, be credible and clearly presented together with analyses of achievements and deficiencies. All recommendations should (a) be supported by data analyses (evidence), findings and conclusions, (b) be clearly stated, and (c) specify who is recommended to do what by when. The draft evaluation should be submitted on the date agreed in the inception report. Feedback for the report will be provided by the evaluation management team. Final Evaluation Report: The final report may be prepared after a few iterations of the report if the quality standards are not met within the first round. The review and revision process from the draft report stage to the final report should not exceed 6 weeks. Final Presentation: This would include evaluation findings to be shared amongst a wider stakeholder group within four weeks of submitting the final evaluation report. The template for the evaluation report is provided in Annex 5

8. EVALUATION TEAM COMPOSITION AND REQUIRED COMPETENCIES
The evaluation team should comprise of national experts with high levels of technical, sectoral and policy expertise: rigorous research and drafting skills: and the capacity to conduct an independent and quality evaluation. The number of evaluators must be determined by the lead evaluator who submits the proposal depending on the requirements of the assignment. Either a team of consultants or a research company could submit proposals in response to this call for proposals. The following requirements must be fulfilled by the team leader and the evaluation team. Team Leader should have - A minimum of 10 years' experience as lead evaluator in programme/ policy evaluations - Experience and subject knowledge in democratic governance, rule of law and access to justice, human rights, reconciliation, gender would be an added advantage - Should have minimum Master's qualifications in relevant field - Proven experience with quantitative and qualitative data collection and analysis: participatory approaches - Experiences in using results-based management principles, theory of change /logical framework analysis for programming: - Excellent understanding of the local context, and in particular the new and emerging policy directions - Possess strong analytical skills and the ability to conceptualize, articulate and debate about local governance and human rights issues, access to justice, livelihood, with a positive and forward-looking attitude - Proven ability to produce analytical reports and high quality academic publications in English - Ability to bring gender dimensions into the evaluation, including data collection, analysis and writing - Strong interpersonal skills and ability to work with people from different backgrounds to deliver quality products within a short timeframe - Be flexible and responsive to changes and demands: - Be client-oriented and open to feedback. Evaluation team - Evaluation team should have Prior hands-on experiences in conducting programme/ policy level evaluations - Proven experience with quantitative and qualitative data collection and analysis: participatory approaches - Experiences in using results-based management principles, theory of change /logical framework analysis for programming: - Excellent understanding of the local context, and in particular the new and emerging policy directions - Possess strong analytical skills and the ability to conceptualize, articulate and debate about local governance and human rights issues, access to justice, livelihood, with a positive and forward-looking attitude - Proven ability to produce analytical reports and high quality academic publications in English - Ability to bring gender dimensions into the evaluation, including data collection, analysis and writing - Strong interpersonal skills and ability to work with people from different backgrounds to deliver quality products within a short timeframe - Team members should have a minimum of 5 or more years of relevant professional experience, including previous substantive evaluation

experience and involvement in monitoring and evaluation, strategic planning, result-based management (preferably in democratic governance, rule of law and access to justice, Human rights, sustainable livelihoods, reconciliation and social cohesion, gender empowerment, and youth empowerment) - Be flexible and responsive to changes and demands: - Be client-oriented and open to feedback. Required corporate competencies for evaluation team members: - Knowledge on UNDP programming principles and procedures: the UN evaluation framework, norms and standards: human rights based approach (HRBA): - Demonstrate integrity by modeling the UN's values and ethical standards: - Promote the vision, mission, and strategic goals of UNDP: - Display cultural, gender, religion, race, nationality and age sensitivity and adaptability: - Fulfill all obligations to gender sensitivity and zero tolerance for sexual harassment. Description of tasks Lead Evaluator Other evaluators Lead the entire evaluation process, including communicating all required information with the evaluation manager Assists the Evaluation Team Leader in the collation and desk review of programme document Finalize the research design and questions based on the feedback and complete inception report Based on the approved inception report, assists in the coordination of data-gathering activities, including focused group discussions with clusters of respondents Leads the coordination and conduct of data gathering activities: desk review, focus group discussions Assist in data gathering: Field interviews and focus group discussions: Data analysis, final report consolidation and submission Data analysis and drafting of report Deliver and Present the draft final report to the Reference Group Co-present the final report and document comments Selection of Team of Consultant/ Service-Provider Selection will be based on an open and competitive bidding process. Following documents must be submitted by the Interested applicants with the capacity to execute the scope of work described above. 1. A detailed and realistic proposal including methodology and work plan along with rationale as to why it would be the best way to carry out the scope of work. 2. Detailed CVs of all team members 3. Submission of relevant sample materials related to evaluations, studies, policy briefs, etc The information provided in the scope of work is not prescriptive and UNDP remains open to interested bidders elaborating and presenting what they consider to be the most appropriate methodological approach and work plan to achieving the desired end results. However, the decision as to the final methodology to be followed in the Report will rest with UNDP.

Annexure 04 – Schedule of Data collection: National and Regional / Sub-national level
National Level:

	Institutions	Persons met
1.	Department of Project Management and Monitoring	**Director General**, Ms Darshana Senanayake, 0714353987, 0112477915
2.	Ministry of Justice	**Secretary**, Mr. Padmasiri Jayamanne, 0772357363/2449959 **Additional Secretary - Legal**, Ms. Piyumanthi Peiris, 0718258869
3.	Human Rights Commission	**Secretary**, Mr. S. Paranagama **Commissioner**, Ms. Ambika Satkunanathan, 0775374685 (use mobile only when necessary)
4.	Ministry of Public Administration	**Secretary**, Mr. J.J. Ratnasiri
5.	Ministry of National Co-existence, Dialogue and Official Languages	**Senior. Assistant Secretary,** Mr Muhaize
6.	Legal Aid Commission	Chairman, Mr. Sahabandu
7.	Attorney General's Department	Mr. Sarath Jayamanne
8.	Department of External Resources	**Director,** Ms. Noor Rizna Anees **Assistant Director,** Mr. Prageeth Gunasekara, 0716392411
9.	Department of National Planning	**Director**, Mr. Bandara
10.	Ministry of Women and Child Affairs	
11.	Ministry of Provincial Councils and Local Government	**Secretary**, Mr. H.T. Kamal Pathmasiri, 0112399735, 0112399673
12.	Ministry of Reconciliation: Office for National Unity and Reconciliation	**Secretary**, Mr. Ganeshamurty
13.	Office for National Unity and Reconciliation	**Director General**, Mr. M.S.Jayasinghe
14.	Ministry of National Co-existence, Dialogue and Official Languages	**Secretary,** Mr. V. Narampanawa **Senior Assistant Secretary**, Mr. Muhaize

Regional / Sub-national Level:

Batticaloa and Monaragala:

Meetings and Discussions	Allocation of responsibilities			Allocation of time
	Team 01	Team 02	Enu	Time
14th October – Batticaloa				
SSI with UNDP field staff at District level	▓			08.30am – 09.30am
KII with District Secretary, Director – Planning, Batticaloa	▓			09.30am – 11.30am
KII with Divisional Secretary, Assistant Director – Planning, Chenkaladi	▓			02.00pm – 03.30pm
KII with Divisional Secretary, Assistant Director – Planning, Kaththankudi		▓		09.30am – 11.30pm
SSI with Officials – DOs, Co-op Department officers, Industrial Officers, (SDDP) at the DS Chenkaladi	▓			02.00pm – 03.00pm
SSI with a Bank: Commercial / Samurdhi in Chenkaladi / Batticaloa	▓			04.00pm – 05.00pm
15th October				
SSI with Partner Organization: KAVIA - Local Economic Development	▓			09.00am – 11.00am
SSI with Partner Organization: ADT - Governance		▓		09.00am – 11.00am
Case study with a Women / Men / Youth leader in Chenkaladi	▓			12.00pm – 2.00pm
SSI with Recipients of Human Rights Training (randomly selected members of Provincial Councils, Municipal Councils and Urban Councils)		▓		12.00pm – 2.00pm
FGD with Recipients of Livelihood in Chenkaladi (about 5 females and 5 males)	▓			03.00pm – 05.00pm
FGD with a CSO in Kaththankudi (about 5 females and 5 males)		▓		03.00pm – 05.00pm
FGD with Alaksha Fisheries cooperative society in Kaththankudi (about 5		▓		11.30am – 12.30pm

Meetings and Discussions	Team 01		Team 02		Enu	Time
females and 5 males)			▓	▓		
16th October – Monaragala						
SSI with Partner Organization: Nature Foundation - Local Economic Dev	▓	▓				09.00am – 11.00am
SSI with Partner Organization: WDF – Governance			▓	▓		09.00am – 11.00am
FGD with a Group of women and youth trained (about 5 females and 5 males)	▓	▓				12.00pm – 2.00pm
FGD with a GLED CSO in Monaragala (about 5 females and 5 males)			▓	▓		12.00pm – 2.00pm
FGD with a Farmer group / Producer org. (PO) (about 5 females and 5 males)	▓	▓				03.00pm – 05.00pm
Case study with a Women / Men / Youth leader			▓	▓		03.00pm – 05.00pm
17th October						
KII with District Secretary, Director – Planning Monaragala	▓	▓				08.30am – 10.30am
KII with Divisional Secretary, Assistant Director – Planning, Monaragala	▓	▓				11.30am – 01.00pm
KII with Divisional Secretary, Assistant Director – Planning, Siyambalanduwa			▓	▓		11.30am – 01.00pm
SSI with Officials – GNs, Divi Neguma, Co-op Development, NAQDA, Veterinary Surgeons (SDDP / NLDP / ADP) at the DS Monaragala	▓					01.30pm – 03.30pm
FGD with a Farmer Organization / CBO in Siyambalanduwa			▓	▓		02.00pm – 04.00pm
SSI with a Bank: SANASA / Sampath - Monaragala	▓	▓				04.00pm – 05.00pm

Anuradhapura and Jaffna:

Meetings and Discussions	Allocation of responsibilities					Allocation of time
	Team 01		Team 02		Enu	Time
21st October – Anuradhapura						
KII with District Secretary, Director – Planning Anuradhapura	▓	▓	▓	▓		08.30am – 10.30am
KII with Divisional Secretary, Assistant Director – Planning, Nochchiyagama	▓	▓				11.30am – 01.00pm
KII with Divisional Secretary, Assistant Director – Planning, Mahavilachchiya			▓	▓		11.30am – 01.00pm
SSI with Officials – Development Officers, Divi Neguma, Co-op Development, NAQDA at the DS, Nochchiyagama			▓	▓		01.30pm – 03.30pm
SSI with the Regional Coordinator of HRCSL in Anuradhapura			▓	▓		04.00pm – 05.00pm
Case study on 2 Identity interactions (1 in Nochchiyagama, 1 in Mahavilachchiya)	▓	▓				02.00pm – 04.00pm
SSI with a Bank: NDB – Anuradhapura	▓	▓				04.00pm – 05.00pm
SSI with UNDP field staff at District level	▓	▓	▓	▓		05.00pm – 07.00pm
22nd October						
SSI with Partner Organization: KIRDO – Micro Credit	▓	▓				09.00am – 11.00am
FGD with a CSO in a selected division in Mahavilachchiya (about 5 females and 5 males)			▓	▓		09.00am – 11.00am
FGD with a Farmer Organization / CBO in Nochchiyagama (about 5 females and 5 males)	▓	▓				12.00pm – 02.00pm
FGD with Women and youth recipients of HR training (about 5 females and 5 males)			▓	▓		12.00pm – 02.00pm
FGD with Recipients of Livelihood in Nochchiyagama (about 5 females and 5 males)	▓	▓				03.00pm – 05.00pm
Case study with a Women / Men / Youth leader (from the above)			▓	▓		03.00pm – 05.00pm
23rd October – Jaffna						
SSI with Partner Organization: JSAC - Livelihood	▓	▓				09.00am – 11.00am
SSI with Thampaddi Fisheries Co-op Society on Legal-aid			▓	▓		09.00am – 11.00am
Case study with a Women / Men / Youth leader from JSAC	▓	▓				12.00pm – 02.00pm
FGD with Female recipients of Livelihood in Kayts (about 5 females and 5 males)			▓	▓		12.00pm – 02.00pm
FGD with a Farmer group / Producer org. (PO) / Women and Youth based PO – Point Pedro (about 5 females and 5 males)	▓	▓				03.00pm – 05.00pm
SSI with the Regional Coordinator of HRCSL in Jaffna			▓	▓		03.00pm – 04.00pm
SSI with UNDP field staff at District level	▓	▓	▓	▓		05.00pm – 07.00pm
24th October						

KII with District Secretary, Director – Planning, Jaffna						08.30am – 10.30am
KII with Divisional Secretary, Assistant Director – Planning, Point Pedro						11.30am – 01.00pm
KII with Divisional Secretary, Assistant Director – Planning, Kayts						11.30am – 01.00pm
SSI - Analysis of a livelihood intervention (i.e. Palmyrah) in Point Pedro based on the above discussion at the DS						01.30pm – 03.30pm
FGD with the Recipients of Legal-aid Support through Thampaddi Fisheries Co-op Society (about 5 females and 5 males)						02.00pm – 03.30pm
SSI with a Bank: BOC / People's Bank / Commercial Bank - Jaffna						04.00pm – 05.00pm

Technology Service Providers:

Service Providers	Persons met
1. Industrial Technology Institute	**Senior Deputy Director,** Ilmi Hewajulige
2. National Designs Centre	**Chief Executive Officer,** Mr S. Chandrasiri
3. Industrial Services Bureau	**Assistant Director,** Anusha Bandara

Annexure 05 - List of supporting documents reviewed

1. Programme designs
• **United Nations Development programme 2013-2017**
• **Country programme document CPD/Country Programme Action Plan (CPAP) – UNDP CO**
 	
• **Programme/ project level**
	1. UNDAF 2013-2017
	2. CPD/CPAP – UNDP CO
	3. i. SELAJSI project documents
	   ii. GLED project documents
	      Northern Livelihood development project 1,2, 3 Project docs
	
	i. SELAJSI
	ii. Reconciliation
	iii. Parliamentary project
	iv. HRC phase ii
	v. DPMM
	vi. Frame work support for policy and institutional development
	vii. Support to provincial council

2. Project evaluations	1. Joint project on SGBV- end term evaluation 2. HSTF – joint project – end term evaluation report 3. EU SDDP MTE final

3. Project /programme reviews	1. SELAJSI annual or quarterly review docs
	   i. Quarterly review - April 2016
	   ii. Quarterly review - April 2016
	2. SDDP annual reviews / donor reports

4. Thematic studies	Gender Analysis report -northern districts of Sri Lanka 2013 for FAO and UNDP
5. Reports • **Results Oriented Annual Report (ROAR) (programme level reporting)** • **Quarterly & Annual Project Reports**	1. Results Oriented Annual Reporting (ROAR) 2013-2015 2. Annual programme, project reports SELAJSI i. INL Quarterly Reports for 2014 and 2015 GLED NIM annual report 2014 and 2015 ii. Project end reports (DPMM, HRC- Amanthi & Ganesh to send) i. Annual or terminal donor reports i. NLDP Donor annual report 2013,2014,2015 ii. ADP donor annual report 2015 iii. EU SDDP field mission report 2015 iv. EU SDDP donor reports year 1, year 2, year 3 v. Progress report on support to constitutional legal institutional reform vi. HRC project end report vii. Project board progress report 2014, 2015 & 2016