

Mid- term Evaluation of Outcome 7: “Socio-economic recovery in the North and East” under the UNDP Country Programme Action Plan (CPAP) 2008-2012

Final Report



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October 2011

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EXECUTIVE SUMMARY

The mid-term evaluation of Outcome 7: “Socio-economic Recovery in the North and East” under the UNDP Country Programme Action Plan (CPAP) 2008-2012 was commissioned by UNDP Sri Lanka. The outcome focuses on “increased equity in socio-economic opportunities and services for conflict-affected communities and internally displaced persons (IDPs).” This objective is primarily contributed to, by the Transition Recovery Programme (TRP) and the Support to Mine Action Project (SMAP). TRP is considered UNDP’s flagship programme for delivering integrated socio-economic recovery assistance to conflict affected communities in the North and East of Sri Lanka.

The expected outcome of TRP is “Social cohesion and socio-economic recovery within and between communities, enhanced through an integrated area-based approach targeting the most vulnerable populations – returnees and host communities, taking into account gender equality, in conflict affected areas and areas with increased risk of community tension”. TRP is implemented through UNDP’s direct implementation modality (DIM) and focuses on coherent multi-sectoral responses with a strong emphasis on enhancing local ownership, including through participatory and empowering processes aimed at strengthening existing Community Based Organization (CBOs). The overall output from SMAP is that “government institutions are better able to manage, coordinate and quality assure mine action in Sri Lanka”.

Scope and Objectives: The overall objective of this outcome evaluation was to assess at the mid-point of the CPAP, results, achievements and constraints of Outcome 7; particularly in relation to UNDP contribution to the outcome through implementation of the TRP and the SMAP. The evaluation covered five of the eight districts within which UNDP TRP and/or SMAP are operational; namely, Jaffna, Mannar, Vavuniya districts from the North and the districts of Trincomalee and Ampara from the East. The village locations for field study were selected based on the presence of UNDP supported interventions.

Evaluation Methodology: The evaluation team utilized mixed methodologies both qualitative and quantitative in achieving the evaluation objectives. Data collection methods adopted in the evaluation comprised of (i) A comprehensive desk review, (ii) questionnaire survey of 100 respondents, (iii) 24 focused group discussions with beneficiaries, CBOs/NGOs and UNDP national level staff of the TRP and SMAP, (iv) 40 key informant interviews/semi structured interviews with selected categories including government officers – national and district level, donors and partners.

In order to assess the level of appropriateness (relevance), efficiency, effectiveness, connectedness and impact / sustainability of each of the outputs of both TRP and SMAP, an adapted version of the score card methodology was used based on the Organisation for Economic Co-operation and Development (OECD)’s Development Assistance Committee (DAC) Criteria. The scoring for the criteria applied to the project interventions ranged from 1-5 (lowest to the highest).

Findings in turn were mapped against the outcome indicators and the overall analysis framework in order to answer the specific evaluation questions. The assessment was undertaken through an output analysis and an outcome analysis. Through these analyses

an attempt was made to draw out the output-outcome link i.e. “what contribution UNDP has made/is making to the progress towards the achievement of the outcome”.

Key Findings - Transition Recovery Programme

The programmes conducted under the livelihoods, micro credit and micro-enterprise development, housing, infrastructure, social transformation and inclusive community networks and environment components were measured applying OECD-DAC criteria. With regard to **relevance** most of the interventions were described by the majority of stakeholder-participants as “vitally relevant”, “very relevant” and “extremely relevant” to the recovery process and ranked accordingly.

With regard to the **effectiveness** of interventions, the evaluation found that assistance has been effective in helping people regain a sense of dignity, confidence and stability to rebuild their lives and that of their families. Social transformation and cohesion among communities were two of the most fundamental outcomes that were expected from the TRP interventions and the evaluation findings point to the fact that innovative ways and means utilized throughout the TRP interventions have brought about better understanding and inculcated the spirit of working together for common objectives among various identity-groups.

Further, assistance has been particularly effective in targeting women in bringing about greater economic empowerment, in strengthening women’s networks and securing increased involvement in community welfare and village development. With regard to the effectiveness of individual pillars, the housing component displayed the most satisfied beneficiaries. Nevertheless, livelihood and micro credit initiatives have helped communities to initiate/restart livelihoods and prevent an exacerbation of their state of vulnerability, despite certain concerns in relation to their sustainability following programme completion. The environment component was found to vary in its effectiveness from one area to the next.

With regard to programme **efficiency**, operational costs continue to be higher than desired. Outputs were however, considered to be satisfactory and in some instances having exceeded inputs. Micro credit programmes administered through revolving funds were not always efficient, as amounts disbursed were either too small or disbursed to vulnerable communities who were unable to pay back their loans. Delivery was not always timely due to the changing socio political context, certain approval processes, and cumbersome internal procedures.

As regards to **connectedness**, the programme has achieved varying degrees of connectedness in areas such as state services, spatial and inter and intra community connectedness. Conversely, **coverage** was rated lowest by all stakeholders, since the needs that exist in the North and East are often much greater than can be addressed within the available resources.

There are some concerns about the **sustainability** of CBOs once external assistance phases out. For example, while the assistance builds up their capacities to undertake certain development activities, it does not necessarily ensure that these organizations will

maintain their voluntary civic character and continue to mobilize and advocate for community needs after the assistance ends.

With regard to TRP as a whole, most government officials are of the opinion that another phase is required, as continuity and sustainability are of paramount importance in a post war-environment. Nonetheless, there is also an overt acknowledgement that it is the responsibility of the government to ensure the sustenance of aid agency efforts.

The primary programmatic challenge is the presence of diverse needs and communities who are each at a different stage of development. The overall direction of the programme is heading towards development; however, balancing all other needs including early recovery and recovery needs that still exist in some parts through the same programme will continue to be a challenge.

Key Findings - Support to Mine Action Project

The biggest contributions made by the SMAP was to coordinate and quality assure the process of mine clearance activities enabling the resettlement of over 300,000 IDPs, and the establishment of the National Mine Action Centre (NMAC). The SMAP continues to be very **relevant** in realizing the overall recovery and development goals in conflict affected areas and has been very **effective** in contributing towards Outcome 7 through **efficiently** managing the coordination of mine action activities and ensuring adequate coverage vis-à-vis the urgency. With regard to the level of ownership by the government, much remains to be desired. Although the SMAP has succeeded in building national capacity both in terms of technical and management skills, there continues to be a demand for continuity of the project for at least another three years until the Government is able to take-over the full scope of management responsibilities vis-a-vis the sector through the sustained and effective operation of the NMAC.

Key Findings - Output-Outcome Link

The evaluation found a positive link between the outputs and the overall outcome, in the interventions made under the TRP's livelihood support component. The most significant contribution is the foundation TRP is building for crisis-affected communities and IDPs to prepare their economic and social environment during an interim period; and towards organizing their lives in a more stable manner during this period. Another contribution is the space it has created for gender mainstreaming of the recovery process.

The TRP through its social transformation component has managed to address, although in a smaller and more targeted manner, the vital post-war need of building greater social cohesion and trust between communities polarized as a direct result of the war. In the absence of an adequate national framework for reconciliation at the time, such initiatives provided a vital step in the right direction and towards ensuring that the development results achieved are equitable and sustainable to all communities. Thus an important output-outcome link of the social transformation component is that communication is now taking place between communities that had previously had little or no interaction between each other. People have also begun to change their perceptions and it was noticed that

while TRP has helped to build relationships, these are being sustained to some extent by the people themselves.

Although the micro-credit component within TRP is relatively smaller than the other components and faces some issues of sustainability as will be discussed in greater detail, desk review and findings from the FGDs suggest that TRP outputs under the micro-credit and enterprise development component can also credibly be linked to the achievement of Outcome 7 of the CPAP particularly as it has infused a certain amount of finances and credit sources into communities who previously have not had such access.

Improving access to skills and training, whilst being an important contribution, is also a launching pad for the beneficiaries to access other services external to the project disbursements, thus fulfilling one of the key elements for increased equity in socio-economic opportunities.

Provision of housing has been the component that has most evidently had an impact on the crisis-affected communities, positively contributing to the realization of Outcome 7 with targeted beneficiaries; nonetheless this component has reached only a select number of people, as housing needs in conflict affected area far exceed the available resources.

The evaluation found evidence that the outputs accomplished under the infrastructure component can also be linked to the achievement of Outcome 7, particularly they fulfilled much needed access related issues faced by the communities. In this regard, the space created for beneficiaries to select facilities that they considered most critical and the provision of funds to execute work accordingly was a very positive feature.

The outputs achieved under the SMAP have an indivisible linkage to the creation of an environment in which there is increased equity in socio-economic opportunities and services for the crisis-affected communities. While the National Mine Action Programme was the enabler for the return of thousands of people to their places of origin, who had previously been at risk from Explosive Remnants of War (ERW). The SMAP coordinated and managed this process and built much needed local capacity, thereby facilitating the smooth running of the National MAP.

Recommendations

Livelihood Support: With regard to livelihood support, there is further need for restoration of minor irrigation facilities and construction of agro wells in an effort to stabilize and expand agro based livelihood activities. As water shortage for agriculture is a key issue in all the districts, it may be prudent to increase support to rainwater harvesting to augment home gardening activities. Technical training inputs for agriculture, livestock rearing and fisheries etc., are being implemented, yet the efforts to monitor adoption of such practices can be further improved. In future programming it is necessary to build more rigorous strategies for following up on the application of new technologies introduced with a view to increasing production. Storage facilities for agricultural products remain essential because farmers will not be compelled to sell immediately at a low price. Further they can be provided with subsistence loans in the meanwhile, until they are able to sell their produce when market prices improve. This will also reduce exploitation by money-lenders and middle-men. Establishing market linkages on a sustainable basis with farmer groups

should also be a programme priority. The concept of value chain support in partnership with the private sector should be strengthened in future programming along with the promotion of value addition. This in turn should help to link products with producers, processors and buyers.

Micro Credit and Micro-enterprise Development: The operational modality of credit and micro-enterprise development requires review. In regard to the size of individual loans, beneficiaries felt that they were usually too small to invest in viable enterprises. Thus, a viable package should be designed according to the emerging needs from an overall development perspective. It will be prudent to remain within the interest rates currently applied by the formal financial institutions, so that individuals will be able to access credit facilities from the formal institutions in the longer term. Currently the revolving credit facility benefits only members of the CBOs. The coverage of others in need of the facility should be part of the operational mechanism.

Community focused Housing: UNDP should act as a catalyst to link communities with other partners who specialise in housing support while consolidating its own support for livelihood and related infrastructure. Furthermore, it has to acknowledge that the high demand cannot be met by the TRP alone. Co-funding opportunities should be explored.

Infrastructure: It is prudent to formalize the role of the relevant government departments / local government institutions responsible for rehabilitation and maintenance of rural infrastructure such as rural roads and other common amenities in regard to maintenance of infrastructure created / rehabilitated. Linkages through infrastructure development with government services are salutary for contributing to increased production, access to educational, health and other social services. In future programming, it is also important to increase the formal role and involvement of local bodies that often have more direct mandates over economic and social services in their constituencies.

Social Transformation: Greater allocation of funds would be needed for continuing social integration processes. A mechanism should be in place for the CBOs to implement identified activities and follow up at different levels, (children, women's groups, marketing linkages and religious cultural events), and support to promote such activities until they become part of life. Continue social exposure visits with opportunities for participation of more members from each village, thereby strengthening networking activities. Provide more opportunities for language learning which promotes interaction between different ethnic groups. Efforts should be sustained and increased to mainstream inter-ethnic interactions as part of all other project interventions, such as livelihood and micro enterprise development using existing experience. The concept of inter-ethnic interactions should also be incorporated as part of the capacity building and awareness programs. To the extent possible, capacity building and awareness programs should be conducted in mixed ethnic groups.

Environmentally-friendly livelihood practices: Environment friendly practices should be incorporated as a cross cutting theme on all possible interventions particularly in livelihood and infrastructure related interventions and should not be considered as a separate pillar under TRP. In terms of long term sustainability, environment concerns should be built into project interventions in close collaboration with the environment cluster. Collaboration with local government institutions will be useful in future

interventions. Awareness and capacity building of community and local government officers and political authorities will be useful from a long term point of view.

Support to Mine Action Project: As the resettlement phase ends, the SMAP should increasingly focus on development oriented de-mining and should consider issues beyond resettlement. In order to continue to be relevant, it needs to derive its legitimacy from national policy. The SMAP should review quality at every level from strategic planning to implementation for all mine action activities. A sector review needs to be conducted to assess the current national capacity in order to identify additional support required. UNDP also needs to intensify plans for transitioning RMAO and NMAC staff from UNDP to the national level. Longer term planning should always be a part of the mine action management process. The SMAP could reduce the sector's reliance and dependence on external support / funding.

Gender Mainstreaming: In future programming, it is useful to continue to emphasise this area so that gender considerations are part of all interventions.

Monitoring and Evaluation: Indicative baseline data has been gathered through UNDP's Socio-economic Baseline Analysis and Participatory Context and Needs Assessment (PCNA) processes. The revised results based framework also sets out the output targets and an indication of expected outcomes. However, the existing monitoring system focuses primarily on collection of quantitative data on outputs and targets, while data gathering at the outcome level based on revised outcome indicators with qualitative information need to be improved.

An information base for more rigorous monitoring of outcome indicators should be established at the onset of the next programme cycle with emphasis on orientation toward the development phase. The socio economic status of the beneficiaries can then be assessed against the baseline at the end of TRP cycle with special emphasis on vulnerability, gender and ethnicity. The lessons learned and best practices also need to be captured as much as possible in the form of case stories and studies, and shared at the local, sub-national and national levels. This would greatly help results-based monitoring and reporting at output/outcome and impact levels, utilizing indicators already established for assessment. CBO capacity assessment could also be included in the monitoring process.

Conclusions: *TRP interventions* are on track in terms of achieving the expected outcome. However, it cannot be conclusively stated that this goal will be achieved by 2012. Wherever, sustained and integrated support has been provided over a longer period of time, either by UNDP through its TP and TRP programmes or other agencies, there are visible signs that point to the achievement of the outcome. The integrated approach adopted in providing assistance was identified as a successful model to ensure that assistance is holistic and sustainable. Taken as a whole, however, the North and the East have a long way to proceed before reaching the outcome as measured by the outcome indicators. In future, UNDP would need to efficiently catalyze all links created with communities, the government, the private sector as well as development partners in order to optimize impact. In terms of future direction, the **Support to Mine Action Project** will continue to be relevant as communities begin moving from the recovery stage towards development. Therefore, an extension of a three year period was identified as a need by

the Government Officers and recommended by the evaluation as a consolidation phase in view of national capacities that require to be enhanced. Overall recommendations are further discussed in **Chapter 11** of this Report.

ABBREVIATIONS

AusAid	Australian Agency for International Development
C4P	Communities for Peace Project
CBO	Community Based Organization
CIDA RALP	Canadian International Development Agency funded Rebuilding Agriculture and Livestock Project
CIDA	Canadian International Development Agency
CPAP	Country Programme Action Plan
CRP	Community Rehabilitation Project
DAC	Development Assistance Committee
DIM	Direct Implementation Modality
DS/GA	District Secretary / Government Agent
DSD	Divisional Secretariat Division
ERW	Explosive Remnants of War
EX-CO	Executive Committee
FAO	Food and agriculture Organization
FGDs	Focus Group Discussions
FO	Farmer Organization
GA	Government Agent
GND	Grama Niladhari Division
GoSL	Government of Sri Lanka
Gov	Government
GS / GN	Grama Sevaka / Grama Niladhari
INGOs	International Non- Government Organizations
IDP	Internally Displaced People
ILO	International Labour Organization
IMSMA	Information Management System for Mine Action
INGO	International Non-Government Organization
IOM	International Organization for Migration
IRF	International Refugee Fund

JICA	Japan International Cooperation Agency
KIIs	Key Informant Interviews
LDP	Livelihood Development Project
LH	Livelihood
LTTE	Liberation Tigers of Tamil Eelam
M&E	Monitoring and Evaluation
MA	Mine Action
MCI	Micro Credit Institution
MFIs	Micro Finance Institutions
MPCS	Multi Purpose Cooperative Society
MRE	Mine Risk Education
N& E	North and East
NGO	Non Government Organization
NMAC	National Mine Action Centre
NMAP	National Mine Action Programme
OECD	Organization for Economic Co-operation and Development
PCNA	Participatory Capacity Needs Assessment
PMU	Programme Management Unit
PNA	Participatory Needs Assessment
PTF	Presidential Task Force
RCI	Recovery Coordination Initiative
RLF	Revolving Loan Fund
RMAO	Regional Mine Action Office
ROAR	Results Oriented Annual Report
SEMS	Sustainable Environmental Management Systems
SLNMAS	Sri Lanka National Mine Action Standards
SME	Small and Medium Enterprises
SMAP	Support to Mine Action Project
ST	Social Transformation
TP	Transition Programme (Phase I)
TRP	Transition Recovery Programme (Phase II)

UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
UNOCHA	United Nation’s Office for the Coordination of Humanitarian Affairs
UNOPS	United Nations Office for Project Services
UXO	Unexploded Ordinance
VAW	Violence Against Women
WFP	World Food Programme
WHH	Women Headed Households
WRDS	Women’s Rural Development Society
ZOA	Zionist Organization of America
UNDP CPAP	United Nation Development Programme – Country Programme Action Plan
UNDP	United Nation Development Programme
UXO	Unexploded Ordnance
WH	Women Headed Households
WO	Women’s Organization

1.0 Introduction

1.1 Background to the Evaluation

UNDP Sri Lanka's Country Programme Action Plan (CPAP) for the programme period beginning 2008 and ending in 2012 is guided by seven developmental outcomes. The CPAP was formulated in 2007 against a backdrop of continued hostilities in the North and East and the slow emergence of the country from the devastating 2004 Tsunami. Subsequently, the escalation of hostilities and defeat of the Liberation Tigers of Tamil Ealam (LTTE) in the East in 2007, and in the North in 2009, left many of the communities living in these regions devastated. It is this situation, which provides the context and rationale for Outcome 7, which specifically deals with creating opportunities for "Increased equity in socio-economic opportunities and services for conflict-affected communities and internally displaced persons (IDPs)". This outcome is listed under the United Nations Development Assistance Framework (UNDAF) priority number 3 and UNDP programme component "Crisis Prevention and Recovery"¹ with the output being identified as "Socio-economic rehabilitation of - communities in the East and North and risk-prone communities and IDPs supported through an integrated approach to social cohesion and livelihoods"

The achievement of Outcome 7 is primarily contributed to, by the ***Transition Recovery Programme (TRP)*** and the ***Support to Mine Action Project (SMAP)***. TRP also serves as UNDP's flagship programme for delivering integrated socio-economic recovery assistance to conflict affected communities in the North and East of Sri Lanka. TRP is implemented through UNDP's direct implementation modality (DIM) and focuses on coherent multi-sectoral responses with a strong emphasis on enhancing local ownership through a participatory and empowering process, including one that is aimed at strengthening community-based structures and networks.

The TRP is a multi-donor funded programme consisting of multi-year projects which feed into the overall objective of the Programme; namely, that social cohesion and socio-economic recovery within and between communities can be enhanced through an integrated area-based approach targeting the most vulnerable populations – returnees and host communities, taking into account gender equality, in conflict affected areas and areas with increased risk of community tensions. This outcome is intended to be achieved through the implementation of activities within six sector components, referred to as the "six pillars of outputs" details of which appear in section 2.2 in the overview.

The 6 pillars of outputs are to be complemented by five cross cutting themes that are intended to be integrated across all programme interventions. These are: (i) Gender mainstreaming, (ii) Conflict sensitive local level recovery, (iii) Enhanced linkages with mine action interventions, (iv) Focus on vulnerable groups, and (v) Enhanced participatory processes for sub-project design and delivery.

¹ CPAP Results and Resources Framework (GOSL – UNDP 2008 - 2012)

The SMAP began in 2002 and was designed to support the National Mine Action Programme and national capacity development. While the Project had an initial duration of two years, it has since been extended on a yearly basis due to changes in the national context, which warranted continued support. The SMAP consists of two main components, details of which appear in section 2.3 in the overview.

1.2 Scope and Objectives of Evaluation

1.2.1 Scope

The evaluation covered five of the eight districts within which UNDP TRP and/or Support to Mine Action Project interventions are operational; namely, Jaffna, Mannar, Vavuniya districts in the North and the districts of Trincomalee and Ampara in the East. It focused primarily on the TRP and Support to Mine Action Project portfolio of the CPAP. Furthermore, the evaluation took into account the impact of the existing political and socio-economic context upon these programmes, as well as the implementation modality of each (i.e. direct implementation).

1.2.2 Objectives

The overall objective of this outcome evaluation was to assess at the mid-point of the CPAP, results, achievements and constraints of Outcome 7; particularly in relation to UNDP contribution to the outcome through project implementation of the TRP and the Support to Mine Action Project up to 2010. The assessment was undertaken through:

- (i) *Output analysis* - the relevance of and progress made in terms of the TRP outputs; and the outputs of the Support to Mine Action Project and
- (ii) *Outcome analysis* - what and how much progress has been made towards the achievement of the outcome, including contributing factors and constraints;
- (iii) *Output-outcome link* - what contribution UNDP has made/is making to the progress towards the achievement of the outcome.

The evaluation also - where relevant – conducted forward-looking analyses in relation to the outcome and as such will be undertaken as a utilization-focused evaluation. It is hoped that findings and recommendations will improve and inform the formulation of the next programming cycle.

1.2.3 Specific Evaluation Questions

In order that the evaluation yields an objective assessment of the nature of the outputs, the outcomes achieved from the implementation of the different interventions and if possible the impact that the outputs and outcomes produced, the evaluation made an attempt to address the ***specific questions outlined in the TOR (Annex 1) under Output Analysis, Outcome Analysis and Output-Outcome Link.***

2.0 An overview of the UNDP Country Programme Action Plan (CPAP) 2008-2012

2.1 Situation analysis and underlying political and socio-economic context

Over the last three decades, Sri Lanka was in the midst of a civil war which resulted in devastating socio-economic and socio-political impacts on its peoples; particularly those living in the North and East of the country.

Statistics on the actual levels of poverty and deprivation, caused as a direct result of the war were not systematically recorded. Nonetheless, per capita income as assessed by the Central Bank consistently revealed lower levels in the North and East. Health and education indicators for the North and East have also been consistently lower than national averages. Long-term exposure to violence and instability also created a society deeply fragmented and lacking in confidence about its future². The Transition Programme (TP) and its successor the Transition Recovery Programme (TRP) were initiated in order to address some of the above disparities.

The last three years, during which the TRP, was being implemented was a crucial period in the country's history. The East had been reclaimed by government forces, and a period of recovery had begun; at the same time forces had also begun moving north to capture LTTE strongholds. In September 2008, as fighting between the forces and the LTTE intensified, the government called for the withdrawal of UN agencies from the Vanni region.³

On 19th May 2009, the Government of Sri Lanka (GoSL) defeated the LTTE and declared victory, ending the three decade long war. However, the impacts of the final stages of the war were unprecedented. Approximately 300,000 civilians were displaced and housed in large camps that were set up almost overnight in the Vavuniya district, necessitating a significant humanitarian response from the government, UN, donors and I/NGOs.

Despite the challenges, the end of the war has brought about a positive environment for furthering peace, stability and development. The post-war economy has also shown signs of improvement with increased foreign investment and improvement in growth figures.⁴ The removal of some security restrictions and opening up of roads, and consequently markets, has also set a positive trend leading to greater normalization of communities particularly in the North. In the East, where considerable time has elapsed since cessations of hostilities, overall improvements in the economy are already visible. Nonetheless, challenges exist both in the North and East in ensuring that the benefits of the post-war economy equitably accrue to communities most affected by the war. Further, the legacies of war continue to impact on communities, and many identity-groups in the country still have too few opportunities to improve relations with each other.

² UNDP- UNOPS Socio-Economic Baseline Analysis for 11 conflict- affected districts in Sri Lanka, 2011

³ UNDP Results Oriented Annual Report 2008 – 1.1 Overview of development trends

⁴ UNDP Results Oriented Annual Report 2009 – 1.1 Overview of development trends

It is therefore, within this overall context that the TRP and SMAP and their progress towards Outcome 7 have to be measured.

2.2 Transition Recovery Programme (TRP)

Transition Recovery Programme (TRP) is the second phase of the Transition Programme, which has been supporting the economic and social recovery of conflict affected populations in the North and East of Sri Lanka since 2004 building on its umbrella project of 2001-2004. TRP continues to address the needs of internally displaced persons (IDPs), returnees and host communities and support their resettlement and reintegration through community and area-based development, which include housing and community-based infrastructure, restoration of livelihoods and enhancement of social cohesion.

TRP targeted the achievement of the overall outcome *“Social cohesion and socio-economic recovery within and between communities enhanced through an integrated area-based approach targeting the most vulnerable populations”*. The above outcome was intended to be achieved as a result of six sector components and their outputs (stated elsewhere as “six pillars of outputs”) which were identified as follows:

- (i) Sustainable livelihood opportunities created for crisis affected communities,** through community mobilization and provision of training and resources such as inputs, equipment, start-up capital and improvement of sector-specific infrastructure needs at the community-level and community interaction and integration will be enhanced through this process.
- (ii) Micro-credit and micro-enterprise development support provided to vulnerable communities and individuals with limited access to credit:** Targeted vulnerable populations, both returnees and host communities (female and male), were provided with micro-finance and skills training for small and medium enterprise development for income generation, while capacity and fund management of Micro Finance Institutions and CBOs are enhanced through training.
- (iii) Community-focused housing provided to crisis-affected communities:** Housing for the most vulnerable families including women-headed households constructed through self-help labour intensive approaches and use of alternate building technologies while the management capacity and income-generation of the targeted populations improved.
- (iv) Crisis-affected communities provided with basic infrastructure to enable access to socio-economic services and facilities:** Access of crisis-affected communities to socio-economic services enhanced through rehabilitation and improvement of community infrastructure while gaining access to income through cash for work and community social cohesion enhanced through training and the formation of CBOs for livelihood activities.
- (v) Targeted communities assisted to establish equitable and inclusive community networks and advocate community needs:** Social cohesion and gender

empowerment of vulnerable communities were enhanced through youth leadership training, establishment of/ linking with youth networks, school twinning and exchanges, women's empowerment training and the establishment of funds for community interventions.

- (vi) Communities supported to introduce environmentally-friendly livelihood practices/ technology and ensure basic infrastructure adheres to environmental standards:** Community environmental management mainstreamed into the recovery process of crisis affected communities through disaster profile mapping, capacity building of the local authorities for sustainable solid waste systems management and development of sustainable environment strategy at the community level.

The 6 pillars of outputs above were to be complemented by 5 cross cutting issues that were intended to be integrated across all programme interventions: (i) Gender mainstreaming, (ii) Conflict sensitive local level recovery, (iii) Enhanced linkages with mine action interventions, (iv) Focus on vulnerable groups, and (v) Enhanced participatory processes for sub-project design and delivery.

UNDP, in close consultation with programme partners, identified youth and women as two groups that require particular support in the next phase of the programme. The focus on youth and women will require significant efforts in identifying how best to support their practical recovery needs (e.g. livelihoods) in on-going projects and, most importantly, how to support their strategic needs across different sub-project initiatives and locations to help them become active agents of social cohesion.⁵

Main geographical focus of the recovery support under TRP was given to eight conflict-affected districts. However, in deference to a Cabinet Memorandum dated 20 September 2007 on the subject of the expansion of the Transition Programme, UNDP was expected to explore the possibility of broadening the scope of coverage to the 3 adjacent districts which have high level of IDP population, namely Anuradhapura, Puttalam and Polonnaruwa, subject to additional resources specifically being mobilized targeting these populations⁶.

2.3 Support to Mine Action Project

Since 2002, UNDP Sri Lanka has been providing key support to the National Steering Committee for Mine Action (NSCMA). The UNDP Support to National Mine Action Programme (NMAP) includes support to coordination, capacity-development and provision of technical expertise at national and district levels as well as resource mobilization for de-mining operators and advocacy. The overall aim of the National Programme was to have a 'mine-impact free Sri Lanka' by the end of 2008.

⁵ Sec. 2.6 TRP Project Document – Cross Cutting Issues

⁷ The Programme did not expand into the 3 adjacent districts, given resource constraints and the increasing needs in the North and East following the end of the war. However, a limited number of interventions have been undertaken in Anuradhapura and Polonnaruwa.

The SMAP fulfills its role through working closely with the government. Its structure has been set up in such a way that it is a part of the government's administrative arm. Thus, the nerve centre of all coordination and management activities are the Regional Mine Action Offices (RMAO), situated within the District Secretariats. There are currently three RMAOs, in Jaffna, Vavuniya and Mannar. The Vavuniya RMAO is the largest and is responsible for the districts of Vavuniya and Mullaithivu in the North, Batticaloa, Ampara and Trincomalee in the East, as well as the border regions of Anuradhapura, Pollonnaruwa and Puttalam. The Regional Mine Action Officer for Mannar also operates from Vavuniya. The RMAOs are staffed with individuals whose capacity has been built over the years by UNDP and who continue to be on UNDP payroll.

In 2010, after much advocacy - led primarily by UNDP, the National Mine Action Centre (NMAC) was set up and endorsed by the Cabinet and is currently positioned within the Ministry of Economic Development. This Centre continues to receive technical and financial support from UNDP.

By linking mine action into the recovery and rehabilitation of conflict affected communities in the North and East, it was anticipated that the 'economic return' of mine action operations, and more specifically minefield technical survey and landmine/ Unexploded Ordinance (UXO) clearance, will be increased as the survey and clearance of contaminated land will be based on the community prioritization for rehabilitation of land through community recovery projects⁷.

SMAP consists of two main components:

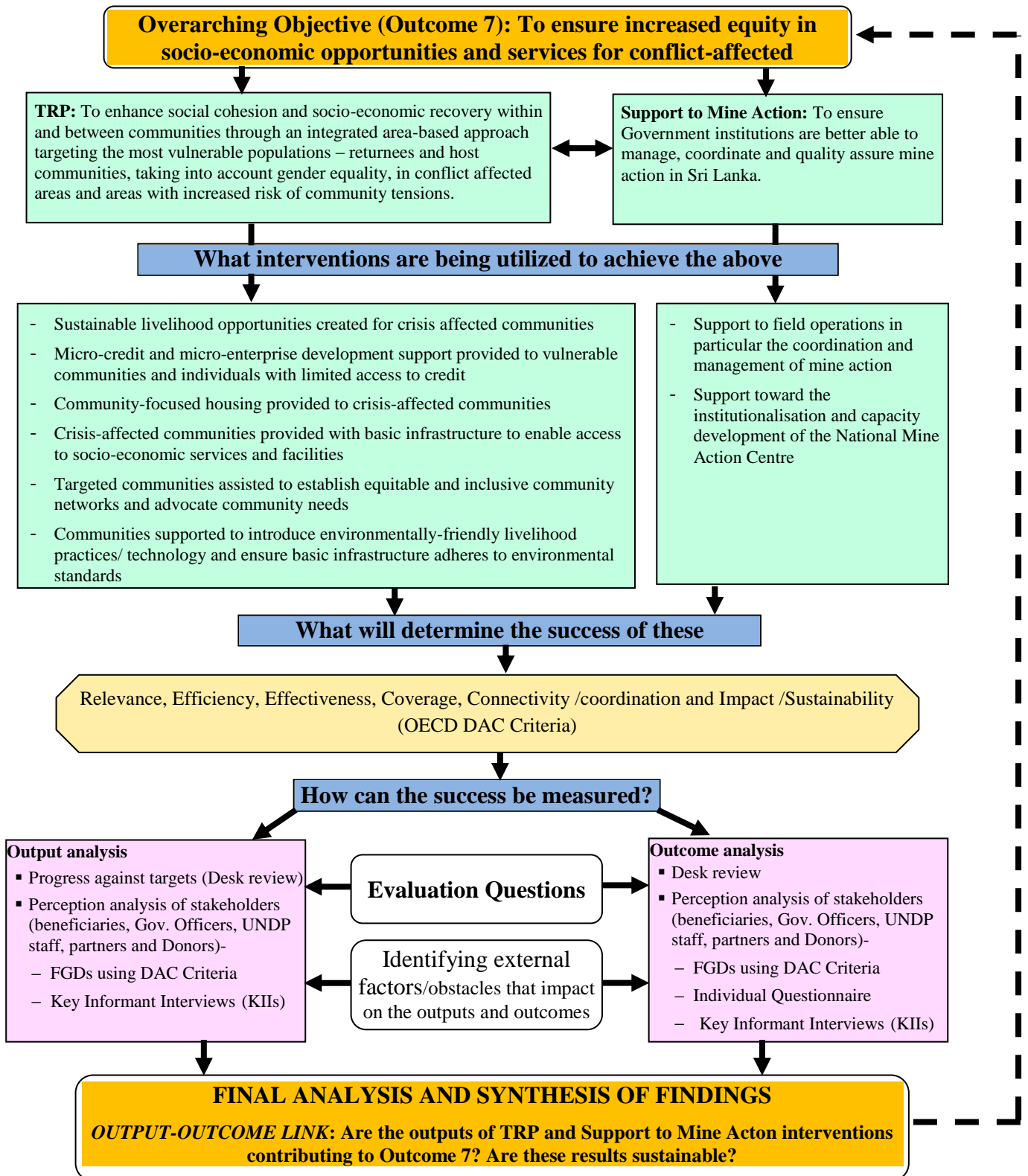
- (i) Support to the field operations, in particular, the coordination and management of mine action through UNDP-staffed Regional Mine Action Offices, which in the absence of Government capacity, continue to undertake the task of conducting quality management of mine/ Explosive Remnants of War (ERW) clearance and Mine Risk Education (MRE), issuance of clearance and survey tasks and maintaining the mine action database,
- (ii) Support to the institutionalization and capacity development of the National Mine Action Centre, with the view of gradually handing over mine action coordination and management responsibilities to GoSL.

The SMAP is currently in a transition phase. Hitherto the focus was primarily on sustaining support to the field operations, to ensure the uninterrupted management, coordination and quality assurance of mine action-related activities, in particular, of mine clearance and survey. With the emergency phase of the clearance activities coming to an end in 2011, the project will increasingly focus on its primary objective of institutionalising the mine action process. It will continue building national technical and institutional capacity and advocate for greater government ownership through the NMAC.

⁷ Sec. 2.15 TRP Project Document - Strengthening collaboration with the UNDP supported Mine Action Project

3.0 Evaluation Analysis Framework

The Evaluation Analysis Framework followed in this evaluation is diagrammatically shown below:



The ***Evaluation Analysis Framework*** was developed with the outcome to be evaluated, “Outcome 7 of CPAP”, being “increased equity in socio economic opportunities and services for conflict-affected communities and IDPs.”, and the two stated expected outcomes of TRP and Support to Mine Action Project. Basically the evaluation analysis framework looked at “the interventions being utilized to achieve above outcomes” under each of the 6 Pillars of the TRP and under the 2 key strategies of Support to Mine Action Project. The framework thereafter considered the question “what will determine the success of these interventions?” With the application of OECD - DAC Criteria (relevance, efficiency, effectiveness, coverage, connectivity/coordination and impact/sustainability) the success of the interventions were assessed with emphasis on analysis of outputs, outcomes & output-outcome link.

4.0 Evaluation Methodology

The Mid Term Evaluation of Outcome 7 used progress evaluation and self evaluation tools to gather data on the TRP and Support to Mine Action Project planning and implementation processes and future directions. The evaluation team relied strongly on these tools and methodology to ensure valid findings, which can be used not only to evaluate overall progress toward the outcome, but also enable district level comparisons.

As elaborated in the next section, the evaluation team utilized ***mixed methodologies*** in order to assess the level of appropriateness (relevance), efficiency, effectiveness, connectedness and impact / sustainability of each of the output pillars of both TRP and SMAP. Findings in turn were mapped against the outcome indicators and the overall analysis framework in order to answer the specific evaluation questions (***Annex 2***). In addition, the evaluation process made an effort to understand any unintended impacts (both positive and negative) of specific project interventions.

4.1 Data collection tools

The evaluation used both quantitative and qualitative data collection methods to assess the level of progress made in terms of reaching the objectives laid out in Outcome 7.

4.1.1 Desk Review

The desk review of the period of evaluation from 2008 to 2010 was basically derived from UNDP Results Oriented Annual Reports and Donor Funded Project Completion Reports. The list of documents reviewed appears in ***Annex 6***.

4.1.2 Questionnaire Survey

An individualised survey questionnaire was administered amongst 100 beneficiaries of the various components of the TRP project in the districts of Jaffna, Mannar, Vavuniya, Trincomalee and Ampara. This questionnaire (***Annex 3c***) was primarily based on the ***programme outcome indicators*** as laid out in the TOR and other project documents.

In the absence of baseline data, the quantitative data generated through analysis of questionnaire responses served to provide an insight into beneficiary perceptions with regard to the improvements / outcome brought about by TRP project interventions.

4.1.3 Focused Group Discussions

Focused Group Discussions (FGDs) were used as a participatory assessment tool to obtain the perceptions of the various stakeholder groups in order to inform the qualitative analysis. FGDs followed the OECD Development Assistance Committee (DAC) criteria namely, *Relevance/Appropriateness, Effectiveness, Efficiency, Connectedness, Coverage and Impact & Sustainability* and evaluated each of the project components relevant to a particular geographic location and participant group. Pre-prepared formats were used to facilitate the discussion. The assessment was based on a 5 point score (1-5, Lowest to the Highest). The scoring required reasoning / justification from the participants (positive as well as negative). Where the scores were low, suggestions for improvements were elicited from the participants' point of view, discussed as a group and agreed upon.

FGD formats have been elaborated to accommodate the overall assessment of all components (**Annex 3a**), as well as derived from this consolidated list, individual components of TRP have been customized as separate FGD exercises and also Support to Mine Action Project (**Annex 3b**). The component-wise format for TRP was used with beneficiaries and CBOs in the field in order to tailor the discussion to specific subject areas, that these stakeholders are most familiar and experienced with.

(i) Focused Group Discussions with beneficiaries

A total of 14 Focused Group Discussions (FGDs) were held with TRP beneficiaries in the five districts visited.

(ii) Focused Group Discussions with CBOs and Mine Action sector partners

One FDG was conducted in each of the five districts with selected CBO partners. The participants were office bearers (President, Secretary or Treasurer) of a selected number of CBOs totalling 20 participants, who have not participated in the beneficiary FGDs. This strategy was expected to reach a sample, which is more comprehensive, even though purposive. Further, these FGDs sought to evaluate UNDP's programme interventions from a partner's point of view.

In the Vavuniya district, a special FGD was held with Mine Action partner NGO representatives in order to better assess combined progress made with regard to mine clearance and resettlement. However, this FGD could not be conducted as planned due to the fact that the partners wanted to respond individually and decided to fill the FGD format and send it to the evaluators, a commitment which was eventually not kept.

(iii) Meetings with Grama Niladharis and Extension Officers

Two meetings were held - one in Jaffna and one in Ampara - with selected GNs and extension officers representing GN divisions where UNDP currently implements its programmes. These meetings sought to assess overall programme interventions from a government grass-root level functionaries' perspective. During these meetings, the DAC criteria was used to rate the overall progress and impact achieved by TRP programme interventions.

(iv) Focused group discussions with TRP, Support to Mine Action Project and Peace and Recovery Cluster teams

The FGDs were held at the UNDP National level with key members at the management level of the TRP and SMAP as well as the Peace and Recovery Cluster. The DAC criteria was used to rate overall progress and impact achieved through the programmes vis-à-vis Outcome 7.

4.1.4 Key Informant Interviews (KIIs)

Key informants selected from each stakeholder category, including UNDP, the Government, donors, and partners, were conducted at both Colombo and field levels. These interviews utilised open ended questions to answer specific evaluation questions from stakeholder point of view. These interviews provided vital information on the context and background of findings gathered from the field, and also on external factors that influence the implementation of the programme. A semi-structured interview format was elaborated (***Annex 3d***) with separate sections for UNDP programme staff, Donors, Government and Sector Partners for Support to Mine Action Project. These individuals were selected from a pool of representatives provided by UNDP. The results of the KIIs were documented and submitted to UNDP for internal use as a feedback. The list of interviewees appears in ***Annex 5***.

4.2 Sampling

4.2.1 Sampling for Beneficiary FGDs

A purposive stratified sample design was utilised in order to select villages from a pool of villages provided by UNDP at the onset of the evaluation. The sample aimed to, where feasible, balance UNDP programmatic presence, with wider sociological contexts.

The overall sampling framework comprises five of the eight districts in the North and East of the country i.e. Jaffna, Mannar, Vavuniya, Trincomalee and Ampara. It must be noted that the selection of districts was predetermined by UNDP based on the incidence of implementation of programmes and the stages at which the implementation processes currently are. Furthermore, the selected districts were said to adequately cover the various components that present the programmes under consideration; namely the TRP and Support to Mine Action Project.

To attain the most robust dataset possible, the sample design firstly sought to identify Divisional Secretariat Divisions (DSDs) and secondly, Grama Niladhari divisions from within these selected DSDs. This process relied strongly on information provided by UNDP field offices. The criteria for identifying the sample were determined according to the following characteristics:

- Presence of UNDP projects (N.B. For TRP – it was ensured that a cross section of all pillars under considerations is looked at).
- Ethnic diversity (N.B. while village samples chosen may not necessarily represent the ethnic diversity of each individual district under consideration, the overall sample is representative of all three main ethnicities. This decision was made as a result of preference being given to criterion one i.e. UNDP programme presence).
- Geographic context (i.e. rural/urban, inland/coastal, etc.).
- Socio-economic positioning. Selection consideration also factored in the occurrence of special case community dynamics meriting study.

Table 1: Rationale for selection of village locations for the evaluation

District	DSD	GND	Rationale
Jaffna	Tellipalai	Suthanthirapuram	<ul style="list-style-type: none"> - UNDP model village - Presence of pillars : LH, I, ST and H - Primarily farming and daily wage earners - Inland area - Special consideration – HSZ, resettled community
	Velanai	Mandaitheevu	<ul style="list-style-type: none"> - Presence of pillars; LH, M, ST - Remote area - Former HSZ - Number of recently returned families
Mannar	Mannar Town	Puthukudirruppu	<ul style="list-style-type: none"> - Presence of pillars: LH, I, ST, M, H, E - Agricultural area - Resettlement village
		Puthukamamam	<ul style="list-style-type: none"> - Presence of pillars I and LH - Remote village - Important road construction programme conducted
		Siruthoppu	<ul style="list-style-type: none"> - Presence of pillars I, H, ST - Conflict between hosts and those resettled
Vavuniya	Vengalachettykulam	Menik farm relocation village	<ul style="list-style-type: none"> - Presence of pillars: LH, I, ST, M, H

District	DSD	GND	Rationale
Trinco	Kilivetty Muthur	Azath Nagar	- Presence of pillars: LH, I, ST - Muslim community
		Pattithidal	- Presence of pillars: LH, I and ST - Tamil area - Prone to communal tensions
Ampara	Mahaoya	Pokurugama	- Presence of pillars: LH, H, ST, I, M - Sinhalese area
	Irrakamam	Majeedpuram	- Presence of pillars: LH, ST, M, I, E Muslim area

4.2.2 Sampling for Questionnaire

Due to the need to capture quantitative data within a very limited time frame, a sample of 100 individuals was selected from volunteers who participated in each focused group discussion. Care was also taken to ensure that two people from the same household did not answer the questionnaire. 50% of those targeted were women; 71% were Tamil, 10% were Sinhalese and 19% were Muslim.

Table 2: Ethnic and Gender Composition of the selected Beneficiary Sample

Sex	Ampara		Trincomalee		Jaffna	Mannar	Vavuniya	Total
	Sinhala	Muslim	Tamil	Muslim	Tamil	Tamil	Tamil	
Male	5	5	6	4	10	10	10	50
Female	5	5	5	5	10	10	10	50
Total	10	10	11	9	20	20	20	100

4.2.3 Key Informant Interviews (KIIs)

Key informants were selected from all relevant stakeholder categories except beneficiaries (who were targeted instead through FGDs as well as the questionnaire). These included government officials, donors, partners and UNDP Colombo based and field staff. A complete list of key informants has been annexed (**Annex 5**) to this report.

Table 3: Summary of total number of KIIs, FGDs, Questionnaires and Group meetings

District	KII		FGDs with TRP Beneficiaries			FGDs with NGOs, CBOs, MA Sector Partners, Government Officers & UNDP	TRP Beneficiary Questionnaires	
	National Level	District Level	M	F	M&F		Male	Female
Colombo	12	-	-	-	-	3	-	-
Vavuniya	-	6	1	1	-	2	10	10
Mannar	-	5	1	1	1	1	10	10
Jaffna	-	7	1	1	1	1	10	10
Trinco	-	5	1	1	1	1	10	10
Ampara	-	5	1	1	1	2	10	10
TOTAL	40		14			10	100	

4.3 Final Field Work Plan

Based on the above sampling, the final field work plan (**Annex 4**) was prepared and implemented accordingly with support from the UNDP field staff.

4.4 Limitations to the Evaluation

The **lack of baseline data on outcome indicators** is the most significant obstacle to measuring the overall progress and contribution to Outcome 7. As such, comparisons and conclusions drawn are limited to perceptions of progress rather than on actual quantitative measurements.

With regard to TRP, the **limited time available for primary research**, and consequently the small sample size of villages selected may result in certain generalisations that do not fully characterise the realities of areas that were not targeted for purposes of this evaluation. Therefore, findings are only truly representative of the villages visited. However, as care has been exercised in selecting a representative sample, findings may also be considered as indicative of all other TRP villages.

The **seamless continuation of UNDP's programming from TP to TRP** makes it impossible, in certain instances, to isolate findings with regard to TRP alone. Consequently, there may be some overlap of findings.

The **projects are at varying degrees of completion**. Some have reached a mature stage of implementation; some have reached half-way mark, while some are in their early stage of implementation. Therefore, an attempt was made to gather as much information as possible from the different sources and place them in the context of the different components of the projects.

5.0 Findings - Transition Recovery (TRP) Programme

5.1 Main Outputs accomplished under the TRP

The multi-donor programme under the TRP, consisting of multiple projects, commenced in January 2008. At the end of 2010, after almost three years of implementation, TRP continued to support the socio-economic recovery of conflict-affected populations in the Northern and Eastern Provinces of Sri Lanka by addressing the resettlement and reintegration needs of returnees and host communities through community and area-based development.

It was noted that projects under TRP are at different stages of implementation⁸. Some projects such as the Canadian International Development Agency (CIDA) funded Rebuilding Agriculture and Livestock Project (CIDA RALP), Norway funded Jaffna Rehabilitation Project (Norway JRP II) and the Australian Government (AusAid) funded Communities for Progress

⁸ ToR – Mid-term Evaluation of Outcome 7

(C4P II) Project were at early to mid stages of implementation. Some other projects such as the Japan-funded Livelihood Development Project (Japan LDP), BCPR-funded Social Transformation Project (BCPR-ST), BCPR-funded Facilitating Recovery and Social Cohesion in the East Project (BCPR-East), BCPR-funded Facilitating Recovery and Social Cohesion in the North Project (BCPR-North), which were well underway in implementation, may have faced challenges as a result of changes in the political and/or socioeconomic context of Sri Lanka. However, implementation of a number of projects was on track. Additionally the projects mentioned below have reached a stage of maturity and completion:

- (i) AusAID funded Communities for Peace (C4P),
- (ii) CIDA funded Community Reconstruction Projects (CIDA CRP I, II, and III),
- (iii) UNDP BCPR funded Recovery Coordination Initiatives II(RCI II)
- (iv) UNDP BCPR funded Jaffna Rehabilitation Project (BCPR JRP),
- (v) AusAID funded Livelihood Development Project through International Refugee Fund (IRF)
- (vi) AusAID funded Economic Recovery and Infrastructure Project (CHAP I) and Alternative Livelihood Development Project (CHAP II)

Since the various projects that were designed under the TRP and initiatives supported under SMAP commenced at different times, and since many changes happened during the course of their implementation, the mid-term progress cannot be documented in a clear chronological order. Also due to the multi-donor character of TRP, the overall progress of implementation of projects has mostly been drawn from TRP Project Board (PB) Report July- Dec 2010 and from the TRP Cumulative Results as of December 2010.

In terms of character, the interventions coming under TRP have been classified as (i) *Early Recovery*, (ii) *Recovery*, and (iii) *Development*. By definition, *early recovery* has been explained as a multi dimensional process of recovery that begins in a humanitarian setting. Assistance under the early recovery category tends to focus on helping returnees restart their lives and livelihoods by injecting the necessary capital, tools, inputs, equipment and training. Interventions under the *recovery* category aim at restoring basic social services, infrastructure, livelihoods and governance capacity. Actions under the *development* category are targeted at stimulating the process of developing growth directed change in a sustainable manner.

As per the desk review, the cumulative progress made in the implementation of the various sub projects supporting each output is stated below.

Output 1 – Sustainable livelihood opportunities through agriculture, fisheries and livestock development and alternative income generation created for crisis affected communities:

The principal objective of the output was to support the crisis-affected communities/beneficiaries to re-establish and expand their livelihoods, increase their primary sources of income as well as to improve their access to services and infrastructure. Towards this end TRP provided support in the form of livelihood inputs, equipment and training.

At the inception of TRP, it was anticipated that the different interventions supporting the creation or generation of sustainable livelihood opportunities will benefit 100,000 people of which 50% would be women⁹. The livelihood opportunities were supposed to be enhanced through: (i) Provision of fisheries related equipment to 35,000 people, (ii) Provision of agricultural inputs to 30,000 people, (iii) Provision of livestock to 30,000 of people, (iv) Construction of 50 fisheries related minor infrastructure, and (v) Capacities of 5,000 of community/ government implementing partners developed for the provision of above services. It was also targeted that at least 20% of activities have joint inter-& intra-ethnic implementation.

During the 2008 -2010 period, a total of 8,927 beneficiaries **received direct livelihood-related assistance** through TRP interventions, of which 3,294 (36.89%) were female beneficiaries¹⁰. Majority of the assistance (73.52%) was for livelihood support in the agriculture sector. Out of the total 8,927 beneficiaries who received livelihood support, 6,513 (72.96%) opted for support for re-establishment / income expansion in agriculture sector livelihoods. Only 904 beneficiaries (10.12%) received assistance for livelihoods in the animal husbandry sector, and 490 beneficiaries (5.48%) in the fishery sector and, 1,020 (11.42%) for other livelihood options like small businesses and other professions like carpentry, masonry and barber jobs. Out of the overall number of 8,927 beneficiaries who received livelihood assistance, 5,088 (57%) were from the Northern Province, out of whom 1,701 (33.43%) were females. The number of beneficiaries who received livelihood assistance from the Eastern Province was 3,619, out of whom 1,394 (38.51%), were females.¹¹

A total of 858 (9.61%) out of all beneficiaries who received assistance or 26% of all women who received livelihood assistance, were from women headed households, while 50% of all the beneficiaries who received livelihood assistance were youth (at or below the age of 35 years). Out of the total 8,927 beneficiaries, only a small minority (608 or 6.81%) opted for assistance in cash while 8,319 (93.19%) received physical assistance and inputs.

Out of a total of 5,633 male beneficiaries, 2,832 (50.27%), and out of a total of 3,294 female beneficiaries, 2,586 (78.50%) **received training in improved livelihood practices and technologies** respectively under different partner projects. Out of total of 5,418 who received training on improved livelihood practices and technologies, 3,538 received training in the agricultural sector with 71% of them adopting improved livelihood practices within 6 months of receiving assistance, demonstrating the predominance of agriculture among all livelihood options. The assistance has resulted in them adopting new technologies and acquiring new skills, leading to employment generation and strengthening of their livelihood capacities.

Out of the 8,927 beneficiaries who received livelihood assistance 7,645 (85.63%) **initiated livelihood-related activities** within 6 months of receiving assistance, out of which 2,717 (35.53%) were females. Agriculture sector accounted for 5,500 (71.94%) of the livelihood

⁹ Revised Results and Resources Framework – TRP Project Document

¹⁰ TRP PB Report July-Dec 2010 –Final

¹¹ TRP Cumulative Results Matrix by Provinces

initiatives commenced within 6 months of receiving assistance, while 899 (11.75%) were other livelihood categories (masonry, carpentry etc.), 876 (11.45%) were in the animal husbandry sector and, 370 (4.83%) in the fishery sector. In the **Northern Province** out of 5,088 beneficiaries who received livelihood assistance, 4,139 (81.34%) initiated livelihood activities within 6 months of receiving assistance. Out of the total number of beneficiaries in the Northern Province falling under this category, 1,499 (36.21%) were females. The pattern in the **Eastern Province** is much the same with 3,306 (84.40%) beneficiaries out of a total of 3,619 initiated livelihood assistance within 6 months of receiving assistance. A total of 1,238 (37.44%) belonging to this category were females.

From the total number of 8,927 beneficiaries who received livelihood assistance under TRP projects, 3,672 (41.13%) males and 2,325 (26.04%) females had ***adopted improved livelihood practices and technologies within 6 months of receiving assistance***. From those who adopted improved livelihood practices and technologies, 4,594 belonged to the agriculture sector, 473 to the animal husbandry sector, 328 to the fishery sector, while 602 were from other occupations and vocations.

In addition to provision of livelihood assistance to beneficiaries from crisis-affected communities, TRP provided assistance to 37 Government Departments such as the Department of Agriculture, Department of Agrarian Services, Department of Animal Production and Health, Department of Irrigation and the National Aqua Culture Development Authority, to enhance their ability to deliver services to the beneficiaries. Out of this number, 31 departments (83.78%) had in fact acquired capabilities and have expanded their service delivery to the target communities during the review period. Nineteen (19) Departments assisted (out of which 18 had expanded service delivery) were from the Northern Province, while 17 (out of which 11 had expanded service delivery) were from the Eastern Province¹².

Output 2: Micro credit and micro enterprise development support provided to vulnerable communities and individuals with limited access to credit:

Through the implementation of sub-projects under output 2, Micro credit and Micro enterprise support, TRP anticipated that targeted vulnerable populations, both returnees and host communities (female and male), will gain increased access to micro-finance and skills training for small and medium enterprise development for income generation, while capacity and fund management of Micro Finance Institutions and CBOs will be enhanced through training.

The Revised Results and Resources Framework of the TRP Project Document indicates in respect of the Micro credit and Micro enterprise development component, that at the end of the project period (i) 10,000 individuals (50% women) would benefit from revolving loans, (ii) 1,000 MFIs and CBOs (50% women) would have been trained in Fund Management, out of which at least 15% will be joint training across ethnic communities, and (iii) 5000 individuals of whom 50% will be women would have been trained in micro enterprise development.

¹² TRP Cumulative Results Matrix by Provinces

During the 2008 – 2010 period, a total of 582 beneficiaries in target communities were trained in business planning and enterprise development skills. Important is that 62% of those trained in micro enterprise development were women. This phenomenon is explained as a general tendency in which more women are inclined towards the establishment of their own means of income-generation to ensure survival, given the socio-economic context in most conflict-affected areas where TRP projects are operational. In order to respond to this gender-specific need, and to diversify activities and open up new market opportunities, the training activities were oriented towards home-based enterprises such as making nutritional flour, sweetmeats, savoury snacks, setting-up of grocery stores, boutiques, tailoring shops, and vegetable / fruit drying and processing plants¹³.

Of the 582 beneficiaries who received training in micro-enterprise development, 179 were given training in agriculture-based micro enterprise development, 18 in fishery related enterprises, 108 in animal husbandry and 277 in other vocations / enterprises. Out of the total number of beneficiaries who received micro-enterprise training, 304 (52.23%) belonged to the 18 – 35 age category, while 278 (47.76%) were in the above 35 age group. 96% of beneficiaries who received training on business planning and enterprise development managed to initiate their identified micro-enterprises within 3 months of receiving loans. These loans were obtained directly through the Revolving Load Funds (RLFs) of the CBOs or from the Federation of Thrift and Credit Cooperatives (SANASA), a micro credit institution¹⁴.

In the areas where the TRP was operational, a total of 659 beneficiaries received RLFs loans. More females (414 - 62.82%) received loans than males (245 – 37.19%). In the Northern Province out of 385 loans granted, 205 (53.24%) were given to female beneficiaries while in the Eastern Province out of a total of 274 loans granted, 209 (76.27%) were given to female beneficiaries.

A very large proportion of the loan recipients established micro enterprises within 3 months of receiving the loans. All 245 males (100%) who were granted loans had established micro enterprises of one form or another within 3 months of receiving the loans. Females had fallen a little behind, with 386 out of 414 (93.23%) having established micro enterprises within 3 months of receiving their loans. The medium-term success of these micro enterprises however has not been as impressive as the initial surge. Out of the 659 recipients of micro credit loans, 211 (32.01%) had established functional micro enterprises during a 1 year post-initiation period. 63 (29.85%) of these functional micro enterprises were established by males, while 148 (20.14%) were by females. A total of 23 of these functional micro enterprises were from the agriculture sector, 17 in the fishery sector, 64 in the animal husbandry sector, while 107 belonged to other sectors such as small businesses.

Under the Micro credit and Micro enterprise support component, 48 CBOs received seed capital to operate loan schemes among members of the community. Out of these, 9 were

¹³ TRP PB Report – July – Dec- 2010 FINAL.

¹⁴ TRP PB Report – July – Dec- 2010 FINAL

Farmer Organizations, 28 Women's Organizations and 11 belonged to other categories. 8 Farmer Organizations, 25 Women's organizations and 10 belonging to other categories that received seed capital, had initiated *revolving loans schemes* during the period under review.

351 CBO members were trained in fund management and book-keeping relating to micro credit operations, the majority of whom were women. While 48 males and 48 females received training in book-keeping, 40 males and 37 females were given training in Fund Management. 78 males and 100 females were provided with training in Business planning.

Output 3: Community focused housing provided to crisis affected communities:

According to the targets indicated in the Revised Results and Resources Framework of the TRP Project Document, at the end of the project period, (i) 2,500 houses will be built for 10,000 beneficiaries of which at least 25% will be women headed households, (ii) 2,500 families would have directly receive income from cash for work including at least 25% women headed households, (iii) 2,500 people benefiting indirectly from housing projects through provision of skilled labour and other services including at least 15% women beneficiaries and (iv) 500 CBOs would have been formed and trained of which at least 15% should be multi ethnic CBOs.

During the 2008 – 2010 period, a total of 277 houses were constructed / repaired under TRP assistance through the interventions of donor-partners in the districts of Ampara, Batticaloa, Jaffna, Mannar and Trincomalee, benefiting 1,108 persons. All houses were built in accordance with UNDP standards, which are aligned to government prescribed construction standards and regulations. A distinctive feature in TRP housing interventions is that they are carried out with the active involvement of the beneficiary communities, promoting a participatory approach and generating a higher level of ownership. Formation of self-help groups was stated as a key factor in the success of the housing interventions¹⁵. Nine hundred and fifty five (955) beneficiaries contributed their labour towards the construction of houses through self-help groups. The groups included women-headed households and differently-abled persons, and comprised of 672 males and 283 females. These included 364 persons who were at or below the age of 35 and 591 who were above 35 years of age.

Yet another 448 houses were at various stages of completion at the end of the period under review, such as at foundation level, walls up to lintel / roof level, or roof work and were scheduled to be completed in 2011. Out of the 277 houses constructed, 252 were occupied at the end of the period under review. Two hundred and thirteen (213) were owned by males and 64 by females. The numbers of houses in target communities occupied within 3 months of handing over were 197 (owned by males) and 55 (owned by females).

Out of the total 277 houses constructed, 115 were in the Northern Province and 162 in the Eastern Province. All 115 houses constructed in the Eastern Province were occupied by the end of the period under review and 95 were male owned and 20 were female owned. Out

¹⁵ TRP PB Report – July – Dec- 2010 FINAL.

of the 162 houses constructed in the Eastern Province, 137 were occupied by the end of the period under review, of which, 102 were owned by males and 35 by females¹⁶.

Output 4: Crisis affected communities provided with basic infrastructure to enable access to socio economic services and facilities:

In terms of the targets set out in the Revised Results and Resources Framework of the TRP for output 4, at the end of the project period, (i) 150,000 people would have enhanced access to socio economic services through rehabilitation of 300 km of roads and bridges, 100 community centres, clinics and schools, 200 wells, culverts and clean water connections, (ii) At least 20% of infrastructure projects are delivered through joint interethnic and intra-ethnic implementation, and (iii) Capacities of 300 of communities/ government institutions developed for monitoring of implementation of small scale infrastructure projects.

During the 2008 – 2010 period, a total of 484 units of livelihood-related infrastructure were constructed or renovated, targeting the agricultural and animal husbandry sectors. The facilities constructed or renovated include agro wells (106), tanks (5), roads (32), irrigation channels (11), processing centres (28), storage facilities (6), marketing centres (10), community farm (10) livestock sheds (189) and other livelihood related infrastructure (87). Infrastructure constructed or renovated includes 28.91 km of roads and 13.78 km of irrigation channels. A total of 92 of the agro wells were constructed in the Northern Province and the remaining 14 in the Eastern Province. Out of 5 tanks constructed / rehabilitated with TRP assistance, 3 tanks were in the Northern Province and the other 2 in the Eastern Province. Of the 32 roads constructed, 14 were in the Northern Province and 18 in the Eastern Province.

Of the total number of livelihood related infrastructure facilities constructed, 233 were related to livelihoods in the agriculture sector, 202 to the animal husbandry sector, 42 to other miscellaneous vocations and, 7 to the fishery sector. Among the main items constructed / renovated, 95 agro wells, 4 tanks, 20 roads, 8 irrigation channels, 9 processing centres and 120 livestock sheds, remained functional at the end of December 2010.

In addition, 158 social infrastructure units, such as community halls (7), common wells (49) and playgrounds (11), were constructed, with 91% of them being functional 1 year after handover. 23,044 families or 92,176 individual beneficiaries were expected to directly benefit from these livelihood / social infrastructure facilities. 15 Farmer Organizations, 11 Women's Organizations, and 24 other community based organizations were trained with TRP assistance to maintain the infrastructure facilities. Over 91% of the organizations were actively involved in the maintenance of the facilities 6 months after hand-over. 17 Farmer Organizations, 7 Women's Organizations and 20 other types of community based organizations were given training in the construction of infrastructure. All of them were involved in construction work 1 month after receiving training. Under project

¹⁶ TRP Cumulative Progress and Results as at Dec 2010 by Province

interventions, a total of 284 males and 96 females received training in infrastructure construction and maintenance (214 in construction and 305 in maintenance).

A total of 768 beneficiaries from the community participated in the construction process and obtained short-term employment. This was used as a strategy to inject cash into the local economy in areas with returnee communities. Accordingly, 14,258 paid labour days were created adding a significant amount of short term cash to the area.

Output 5: Targeted communities assisted to establish equitable and inclusive community networks and advocate community needs:

Social transformation and cohesion among communities were two of the most fundamental outcomes that were expected from the TRP interventions. Through the project interventions, it was anticipated that communities will acquire improved understanding of the cultural/religious and social differences and women's capacities to develop and implement responses to a crisis. Although identified as a separate output under the TRP, social transformation and social cohesion were anticipated across all project interventions. TRP was geared towards mainstreaming social transformation and conflict sensitivity across the various sector interventions and projects.

According to the targets contained in the Revised Results and Resources Framework of the TRP, at the end of the project period, (i) 500 young leaders identified from crisis affected partner communities under the programme would be trained in life skills and leadership, (ii) Network established between the selected 500 young leaders and linked to other existing youth networks across the country, (iii) 100 inter-school exchanges involving teachers and students and twinning of schools would be completed between North, East and South using sports and arts as entry points, (iv) Capacities of 2,000 facilitators/teachers and coaches would be enhanced to promote social cohesion, (v) 10,000 youth would be provided access to sports and recreational facilities, (vi) A gender empowerment strategy for recovery would be developed and implemented, and (vii) small grants provided to women's organizations to promote innovative social cohesion programmes.

Under this output, 26 Farmer Organizations, 73 Women's Organizations, and 92 other categories of community based organizations were trained on administrative and adaptability practices. It was noted that 6 months after receiving the training, 21 Farmer Organizations, 53 Women's Organizations and 79 other community based organizations respectively had adapted to cohesive practices¹⁷.

An indicator that was determined by the TRP to measure the extent of women's involvement in community affairs was the ratio of women's CBOs to the total number of CBOs functioning as Implementing Partners. In the areas covered by the TRP, it was noted that out of 227 operating CBOs, 89 (39.20%) were women's CBOs, which is indicative of the extent of women's participation in community activities.

¹⁷ TRP PB Report – July – Dec- 2010 FINAL

In addition mainstreamed activities during the period under review, communities, CBOs as well as groups carried out a number of social transformation initiatives. Among the main activities undertaken were 50 exchange visits, 47 social or cultural events, 19 Sports events and 101 twinning programmes. Under this component, 219 male and 173 female UNDP and partner personnel respectively were trained on social transformation and conflict sensitivity. In addition, 320 social transformation initiatives took place so far involving a large number of school children, where schools from the Northern, North-Central, Eastern and Southern regions visited each other's locality and were exposed to their respective traditions and cultural norms, and gained first-hand knowledge through interacting with one another.

Output 6: Communities supported to introduce environmentally friendly livelihood practices / technology and ensure basic infrastructure adheres to environmental standards:

Interventions initiated under this component were relatively small in number and were limited to training of community members on reforestation, a plant protection programme, a project on waste management, programmes on environmental awareness and dengue prevention among others.

In terms of the overall project targets related to output 6 stated in the Revised Results and Resources Framework of the TRP, at the end of the project period the following outputs would be accomplished: (i) 200 environment-related infrastructure rehabilitated, (ii) 300 local partners trained to promote environmental based livelihood opportunities, (iii) 50 technical training sessions conducted for local authorities, (iv) 200 public awareness campaigns conducted on sustainable environmental management systems (SEMS), (v) 100 community environmental protection societies established, (vi) 30% of women membership in environmental protection societies, (vii) 15,000 beneficiaries under environment related cash for work program.

Environmental concerns have been imbedded in all the programs under TRP, and is an area that has been mainstreamed in the project concept. One of the specifically environment related interventions was the community solid waste management programmes initiated with TRP assistance involving school children and the Local Authorities. This project has received considerable public interest. Another intervention was the reforestation programme under which a total of 1,200 males and 1,181 females were trained on adaptation of environmentally friendly practices. It was reported that all 2,381 beneficiaries who received training have adopted best practices within 6 months after receiving training.

5.2 Adherence to Cross-cutting Themes

The 6 pillars of outputs above are to be complemented by five cross cutting themes that are intended to be integrated across all programme interventions. These are: (i) Gender mainstreaming, (ii) Conflict sensitive local level recovery, (iii) Enhanced linkages with mine action interventions, (iv) Focus on vulnerable groups, and (v) Enhanced participatory processes for sub-project design and delivery.

(i) Gender mainstreaming across project interventions:

Gender mainstreaming has been central to all project interventions across all outputs. It is observed that an effort has been made to mainstream gender throughout the TRP, by ensuring that recovery interventions promoted under the programme take into consideration the specific requirements of women and women-headed households in conflict affected communities.

Under the Sustainable Livelihoods Assistance component, out of 8,927 beneficiaries who received TRP assistance to initiate or expand sustainable livelihoods, 3,294 (36.89%) were females. While 65.18% of males have adopted best practices in livelihood options after receiving assistance, in the case of females the adoption rate was higher at 70.58%. Out of 858 women-headed households which received livelihood assistance, 428 (49.88%) have adopted best practices. Under the same component, out of 3,294 females who received assistance, 2,917 (88.55%) initiated livelihood initiatives within 6 months of receiving assistance. In determining the beneficiaries who should receive assistance under TRP, the participatory consultative process has allowed equal emphasis on males and females and also ensured that women-headed households receive priority. This stands to the credit of the program.

In assistance provided under the Micro-credit and Micro-enterprise Development component, the extent of female participation is clearly higher than male participation. Out of 659 beneficiaries who received loans, 414 (62.82%) were females. Compared to male credit recipients, the success rate of females in establishing functional micro enterprises within one year of initiation has been comparatively high. Out of 414 female loan recipients, 148 (35.74%) were successful in establishing functional micro enterprises within one year of commencement of the assistance process, as compared to 25.71% in the case of males.

With regard to gender roles within communities, 51% of the beneficiaries in the evaluation survey sample¹⁸ mentioned that the majority of decisions made within the household are jointly made by men and women. In addition, a further 25% stated that decisions were taken by women only. This indicates that almost 76% of the evaluation survey sample felt that women participated in household decision making. On other hand, decision with regard to village development initiatives were said to be primarily taken by men; i.e. 52% of the sample. 42% stated that women and men took decisions jointly while only 6% stated that women took decisions by themselves.

Reporting the progress made in 2009, it has been stated that the basic infrastructure constructed for crisis affected communities were planned based on consultations with 1,120 community members of whom 43% were women. The ratio of women to men in the target communities consulted in the PCNAs reveal that more females (7,762) were consulted than males (6,666). A similar percentage of women took part in helping to build the community infrastructure, thus demonstrating that women were not only voicing their demands, but also were actively participating in and contributing to the reconstruction of

¹⁸ Questionnaire Survey on 100 selected beneficiaries conducted for this Evaluation

community facilities. Similarly, while 1,862 members of Farmer Organizations (predominantly male members) were consulted, a total of 5,173 members of Women's Organizations were consulted, signifying that females had a bigger role in planning grassroots interventions.

(ii) Conflict sensitive local level recovery:

The aspect of conflict sensitive local level recovery has been a basic principle underpinning all TRP interventions across the various sectors and projects. For example, under the livelihood components, several exposure visits for interaction between targeted communities were initiated, enabling exchange of knowledge and experience and learning from each other. Such activities paved the way for greater understanding between diverse groups of people. A notable example is the restoration of the Peruveli Tank with the participation of the Muslim (Azath Nagar) and the Tamil (Paddithidal) communities. The shared objective of the need for agro water for irrigation was capitalized to bring the two communities together, thereby assisting in resolving a long standing conflict. There have been many such instances where innovative measures have been utilized to lay the foundation for social transformation local level recovery particularly within the livelihood support program.

Participatory needs identification / consultation processes at the local level have also been effective in bringing the conflict affected communities together to address common concerns. In addition to the crosscutting focus, there were also standalone social transformation pilot projects implemented during the evaluation period particularly as part of the BCPR funded projects. These were spread across the districts of Ampara, Batticaloa, Jaffna and Trincomalee and involved over 800 direct beneficiaries.

Self help housing is yet another sector where conflict sensitive approaches have been used to bring harmony among neighbouring groups as expressed through views shared at the FGDs. All TRP housing interventions were carried out with the active involvement of the beneficiary communities, promoting a participatory approach and generating a higher level of ownership. Formation of self-help groups has been a key factor in the success of the housing interventions as it not only led to greater efficiency but also to improved interaction, relationship-building, and building of trust between fragmented communities displaced over many years.

(iii) Enhanced linkages with mine action interventions:

The TRP is crucially linked to the mine action interventions as the resettlement and recovery process depends entirely on mine clearance. The SMAP through its coordination and capacity building components, have provided vital assistance in the resettlement of IDPs. As government capacity in this area was limited, there was a steep dependence on UNDP support. Thus, UNDP's comparative advantage has been its ability to bring together international technical expertise and coordinate the process with the government and mine action implementing partners.

Furthermore, the SMAP has also built significant local capacity within the government - a process which continues to date - and has been commended as an outstanding

contribution. The support for establishing the NMAC has further enhanced the capacity of the government to follow up all mine clearance and MRE particularly in the context of post-recovery development beyond resettlement.

(iv) Focus on vulnerable groups:

During the implementation process of the different sectors of TRP, it is evident that there has been considerable focus on vulnerable groups. This was made possible by an implementation strategy which expressly emphasizes local level consultation in identifying the felt needs of the community and prioritizing the most vulnerable. However, while groups such as female headed households and youth have been duly focused upon, concerns were raised during the FGDs that there was an inadequate focus on the needs of the elderly.

(v) Enhanced participatory processes for sub-project design and delivery:

The TRP project design provides adequate safeguards to ensure that sub project design and delivery, as well as selection of individual beneficiaries, are based on a participatory process. Throughout the implementation of sub-projects, partnering CBOs were expected to follow a participatory consultative process with the community in identifying needs. TRP staff ensured that this was consistently adopted. The adoption of this process is clearly visible in the selection of beneficiaries in the community focused housing output. The participatory decision making processes have eliminated the risk of conflicts, ensured inclusiveness and also helped to foster greater understanding and promote goodwill amongst communities.

5.3 Assessment of the Transition Recovery Programme based on OECD Development Assistance Committee (DAC) Criteria

Assessment on the basis of OECD DAC Criteria was in the form of an adapted score card scoring 1-5 as outlined in section 3.2.2 (ii). Pre-prepared formats were used for the different stakeholder groups, namely, field level Government officers, CBOs, beneficiary groups (by District) and UNDP staff (National level). The same format captured their views with reasons for the score both positive and negative and recommendations / suggestions for addressing the short comings.

5.3.1 Relevance / Appropriateness

Overall, beneficiaries, Government officials and UNDP staff alike concurred that projects under each pillar of the TRP were highly relevant to the communities they were targeting, and the North and East in general. At the community level, decisions were jointly taken by UNDP, community members and relevant government officials and were designed to address the most urgently felt needs within the chosen communities.

Livelihood interventions in particular were vital to the recovery process of communities who had completely lost their economic independence as a result of the war, and as such, were identified by all stakeholders as an area of fundamental concern. Further, the diverse and often new sets of vulnerabilities created as a result of the war - particularly the

increased incidence of female headed households - needed to be addressed. In some instances, however, it was noted that livelihood activities did not always match larger market considerations or address issues of sustainability from the onset.

Similarly, micro credit programmes were considered very relevant particularly in areas where access to credit has been difficult not only due to the lack of credit avenues, but also the lack of collateral required in order to secure loans. Nonetheless, amounts have been too small, and were in many instances only being used for subsistence rather than investments toward achieving true economic independence.

Housing and infrastructure are extremely relevant areas in much of the North and East considering the degree of loss in physical capital. Infrastructure projects complement larger initiatives undertaken by the government and also serve as a foundation to link communities to vital socio-economic services. They also have greater reach. Conversely, housing programmes have had very limited reach as the demand for individual housing units is much greater than the supply. Questions were also raised as to whether UNDP should continue with housing assistance as it traditionally was not an area within UNDP's mandate.

"Softer" initiatives, including social transformation activities, were also seen as highly relevant particularly in a post-conflict environment. CBO strengthening on the other hand, while not articulated as an immediately felt need amongst communities is relevant not only in terms of building civil society capacity, but also in providing a mechanism for the mobilization of communities and implementation of all other activities.

Environmental interventions continue to be relevant at an overall policy level as there is consensus that the concept of sustainable development needs to be incorporated into programming as early on as possible.

The only shortcomings voiced were in relation to the limiting of assistance to certain sectors when needs in other sectors had also been raised. However, this does not mean that projects implemented were irrelevant, rather that other relevant areas had not been targeted.

5.3.2 Effectiveness

Assistance has been effective in helping people regain a sense of dignity, confidence and stability. This is particularly visible with former IDPs who have begun to rebuild not only their own personal lives and those of their families, but also a collective identity as communities. Furthermore, assistance has been particularly effective in targeting women, not only in bringing about greater economic empowerment, but also in strengthening women's networks and securing increased involvement in community welfare and village development. In certain villages in the North, it was noted that parents had now begun to take a greater interest in their children's lives and education as day to day survival burdens have been somewhat alleviated through TRP interventions.

Overall however, beneficiaries, CBOs and government officials rated effectiveness higher in the North than in the East. While the reasons for this difference cannot be stated conclusively, the general impression was that in the East people were at a stage where assistance had to be more sustainable, over a longer period, for it to be considered effective. In the North, due to the fact that many targeted communities were being assisted from a zero starting point, all assistance was considered as a step forward. Nonetheless, government officials noted that the recovery process of many extremely vulnerable communities was slow and unless sustained input is provided, interventions will be ineffective in bringing about a significant change.

With regard to effectiveness of the individual pillars, housing appeared to create the most satisfied beneficiaries, but coverage was too limited for the overall programme to be considered effective. The owner-driven modality, however, was commended as having been effective in securing greater intra-community cohesion as well as a sense of ownership among beneficiaries. Livelihood and micro credit initiatives have helped communities to initiate/restart livelihoods and prevent an exacerbation of their state of vulnerability. On a number of occasions, beneficiaries also reported an increase in household income. However, questions do remain with regard to sustainability. Infrastructure projects were rated the highest and were noted to have brought about visible improvement in the access to socio-economic services.

Social transformation (ST) projects have effectively increased interaction between diverse communities and in some instances transformed conflicts between groups such as host communities and IDPs as well as those from different ethnicities. An important example of such an instance was noted in Trincomalee where there was a conflict between the Muslim community in Azath Nagar and the Tamil community in Paddithidal over a restoration of an irrigation tank and a channel, which lasted almost 10 years without resolution. With the ST program, there was a change in the attitude and the behaviour of the two communities which led to the successful resolution of the conflict and the restoration of the Peruveli Tank under the project funding. In addition, seed paddy and insecticides were provided for 50 farmers and they were made available in the two village locations (seed paddy in Azath Nagar and insecticides in Paddithidal) so that the farmers from the two villages had to travel from one village to the other to obtain the inputs.

Strengthening of CBOs has enhanced local capacity and also helped in overall implementation of interventions and in some instance such as in Suthanthirapuram, Jaffna, CBOs have begun to involve themselves in social issues such as referring cases of sexual abuse and child labour. Despite these positive trends, questions were raised with regard to whether CBOs were truly independent enough to be sustainable.

The environment component varied in its effectiveness; targeted interventions such as the Nallur Pradeshiya Sabha composting project have been very successful, while other projects were less successful. The introduction of new, environment friendly technologies such as sprinkler irrigation have also not been as effective as envisaged due to a lack of overall awareness and a resistance to new technologies.

5.3.3 Efficiency

With regard to programme efficiency, UNDP Colombo-based staff noted that operational costs continue to be higher than desired. On the other hand, outputs were considered to be satisfactory and in some instances having exceeded inputs. Beneficiaries, CBOs and government officials stated that in general, delivery was timely; although exceptions were noted with regard to the supply of material, particularly for housing and infrastructure related projects. The owner-driven mechanism for housing construction proved to be very efficient for beneficiaries who were able to save on expenses incurred on labour and also on numerous occasions, shared construction material when there were delays in supply.

Beneficiaries also pointed out that livelihood assistance was timely, but often negatively impacted by “middleman exploitation,” inadequate market linkages and unpredictable weather and rainfall patterns. Micro credit programmes administered through revolving funds were not always efficient, as amounts disbursed were either too small or conversely, disbursed to vulnerable communities who were unable to pay back their loans.

Concerns were also raised with regard to the timing of certain social transformation activities; for example, in Azath Nagar, Trincomalee, exchange programmes were conducted during the agricultural seasons, consequently, only older people were able to participate.

5.3.4 Connectedness

Infrastructure projects including roads, multi-purpose buildings and livelihood related infrastructure have achieved the most in terms of ensuring connectedness of the programme through the effective linking of communities to vital socio-economic services. These include creating greater access to schools, health services, markets and important government offices. The livelihood component also necessitates the introduction of communities to relevant government departments, officials and extension services right at the onset. Despite such introductions, communities noted that input from the extension services continues to be inadequate and greater support and involvement of agricultural officers and veterinarians in particular is essential. Communities in the East also noted inadequate linkages with the private sector which they considered important to establish in order to develop their livelihoods and/or businesses.

As far as the other pillars are concerned, the housing project through its community-driven modality has created effective intra-community cohesion and similarly, the social transformation projects have assisted in bringing about greater interaction between diverse communities. Numerous instances where UNDP supported CBOs have begun to develop and sustain close ties with government officials on their own were also noted.

5.3.5 Coverage

Coverage was rated lowest by all stakeholders including UNDP. The reason, however, is less a result of programme strategy and more due to the fact that the needs that exist in the North and East are much greater than can be addressed within the available resources. Steps are taken to mitigate the impacts of this by careful prioritization, carried out in close consultation with the government and communities. Nonetheless, communities in particular raised concerns over the numbers of deserving families that were left out. The

gap is particularly conspicuous in the housing component. For example, in Pokurugama, Ampara, out of 148 families that needed housing, 40 were initially selected and only 25 finally received housing. Concerns were also raised with elements of the vulnerability criteria used for beneficiary selection. For example, in Suthanthirapuram, Jaffna, the decision not to include the elderly was questioned. Elderly individuals had been asked to live with their children, but on many occasions this had not been practically possible. As a result, such elders were forced to live in makeshift shacks, which on many occasions, they have also had to construct on their own, with little or no support.

Another issue raised was the fact that integrated support was concentrated on one geographic area resulting in considerable inequities to neighbouring villages. Thus, while stakeholders approved of the idea of “integrated area-based support,” they also stated that steps needed to be taken to fill gaps that existed in neighbouring villages in particular in order to avoid the appearance of discrimination.

With regards to micro credit, the strategy to target extremely vulnerable communities or individuals was questioned. Instead, stakeholders proposed that micro credit and micro enterprise development should be made available to those with some capital or skills to expand their livelihoods and/or businesses. As it stands now, where recovery rates have been good, the seed funds have grown and also revolved to target a higher number of individuals. Conversely, where recovery has been low, the schemes have had to be abandoned.

Infrastructure projects (e.g. roads) have achieved the greatest reach, often benefitting not just the targeted area, but surrounding areas as well. Prioritization of infrastructure that benefits vulnerable groups such as women, children, the elderly and disabled has also ensured that such projects are the most inclusive.

Livelihood assistance provided through societies was noted to have greater reach, however, CBOs were not necessarily inclusive and dominant groups continue to hold leadership in most instances.

With regard to the social transformation component, once again coverage was said to be extremely limited, targeting very small numbers of people. As such, although these interventions were vital, their limited reach often undermined their effectiveness. Similarly the environment component had such limited reach that its ability to bring about changes in attitudes, behaviours and practices is almost negligible.

5.3.6 Impact / sustainability

“All efforts will be sustainable if there is no more war....” Jaffna

The above was a common comment made in relation to the question of sustainability. In the past, as a result of the war and constant displacement, communities in the North in particular, but also the East, have had to stop and restart their lives many times over. In the process, they have suffered much loss in terms of human, physical, financial, social, natural and institutional capital. Therefore, there was a strong articulation of the fact that

stability and peace were the foundation upon which recovery and development could be built.

In terms of TRP interventions in particular, as mentioned above, many of the livelihood, micro credit and micro enterprise development interventions have lacked the element of sustainability. Currently much of the livelihood initiatives are only addressing subsistence level needs. There is a lack of awareness in value addition techniques and market linkages continue to be poor. As such, these are areas that will require concentrated efforts in the future.

As mentioned above, another area of concern is whether CBOs are in fact, equipped to function autonomously once external support ceases. Related to this is the question of whether funding may have damaged the voluntary nature of community based organizations. At present CBOs are neither voluntary civil society networks nor professional bodies equipped to perform social mobilisation and advocacy. Focus has, in most instances, shifted from these traditional areas toward project implementation; a trend that carries with it the risk of demobilisation once funding decreases. In addition, strengthening of CBOs is implied through capacity building. However, there is no systematic assessment and follow up on the capacities of the CBOs.

With regard to social transformation initiatives, a positive feature of these programmes has been the fact that they primarily target children, youth and parents. These groups are seen as the drivers of positive changes within their communities and in a majority of instances this premise has indeed been proven to be true. In a number of communities where such programmes have been conducted, friendships formed across cultural, ethnic and community barriers are now being sustained by the communities themselves - particularly by the young participants of exchange programmes- even in the absence of further encouragement from UNDP or any other development agency.

5.4 Stakeholder Observations / Key Informant Interview (KIIs) – TRP

Following is a summary of findings gathered from the KIIs held with government officials, UNDP staff, donors and partners. These interviews provided valuable insights into contributions made by TRP as well as the gaps that remain to be addressed as seen by different stake holder categories.

5.4.1 Government Officers Perceptions

(i) Needs identification process and priorities

The Divisional Secretaries (DS) and the Grama Niladharis (GN) carry out and report on primary needs within each DSD. Discussions are then held at the Divisional/District Coordination Committee meetings. District political representatives usually chair these meetings and the Ministry of Economic Development also frequently attends the district meetings.

With regard to the selection of sites for UNDP programmes, recommendations are generally first sought from the DS and GNs. These are submitted to the District Review Board and approved by the Government Agent (GA) in accordance with overall district priorities decided upon at the district coordination meetings. Finally, the list is taken to the people and activities are prioritized accordingly. Thus, it is the people's needs that are sought to be fulfilled first, but national needs and priorities are also ensured.

(ii) Flexibility and adaptability of programme

The government ensures flexibility and adaptability of programmes. This is the main government coordination input. The review board does this for all agencies to ensure they fall in line with local needs.

Overall, officials felt that TRP has been very flexible and quick to respond to local needs. In Ampara, for example, the GA pointed out that the UNDP field office was immediately able to divert assistance to flood affected areas this year, even though it was not anticipated.

(iii) Financial decision making and transparency

Financial allocations have been directed towards appropriate sectors, but funding as a whole has been insufficient to meet demands. By and large, however, it was felt that UNDP maintained good levels of financial transparency even with the community. Monitoring and evaluation (including financial) is carried by an officer of the planning unit in each Divisional Secretariat. Overall supervision is carried out by the GA who then reports to the External Resources Department in Colombo. At the national level, the Ministry of Economic Development and the Presidential Task Force (PTF) for Resettlement, Security and Development in the Northern Province also keep records with regards to financial allocations and expenditure.

(iv) Key contributions made by UNDP

TRP's biggest contribution has been its livelihood development initiatives. Not only has its own input been commended, but UNDP also assisted in streamlining all livelihood related assistance by advocating for the livelihood "package" policy which ensures that minimum standards are maintained and assistance is consistent in all targeted areas. The integrated area based approach, was also appreciated as having truly made a difference in the lives of the people targeted. The sustainability of assistance provided in this manner was noted to be greater than in other villagers, thus, making monitoring easier.

(v) Challenges and/or obstacles

At the national level, government officials noted that TRP was made up of too many projects leading to fragmentation. There was a need therefore for a more coordinated holistic approach in their opinion. At the district level, however, it was felt that UNDP has not posed any challenges to the government and overall implementation as well as coordination with the government has been smooth.

(vi) Recommendations

In Jaffna, the GA noted that violence against women (VAW) was on the rise as were other social issues such as teenage pregnancies, with up to 500 new cases reported every month. Youth unemployment is also very high and there are specific concerns with regard to a large number of ex-combatants who have not been properly reintegrated into society. It is feared that such individuals are prone to getting involved in violence and crime. Thus, it was felt that UNDP should get more involved in addressing such social issues as well. In Ampara, the GA noted that the introduction of new technologies, value addition and market linkages were vital in building more sustainable livelihoods. Both the Jaffna and Ampara GAs also shared the belief that the capacity of government officials needs to be built.

With regards to TRP in particular, most government officials are of the opinion that another phase is needed, as continuity and sustainability are of paramount importance at this stage.

“We cannot use a model that fits all. Displacement/return took place in 1996, 2003, 2009, and 2011 each group of people is in a different stage of development, all their needs have to be addressed and gaps need to be filled....”

(vii) Government role in sustaining efforts

There is an overt acknowledgement that it is the responsibility of the government to ensure the sustenance of aid agency efforts. However, there is also an overwhelming consensus that government capacity and an overall culture of good governance is lacking. As such, a majority of the government officials spoken to, believe that there is a need to build skills and promote good governance in the public sector. Officials also state that UNDP needs to collaborate with them at every level of implementation, so that they are also a part of the process right from the onset. This is especially true of the extension services.

5.4.2 UNDP Colombo-based and Field Level Staff Perceptions

(i) Needs identification process and priorities

The macro-level vision of programme was designed with guidance from the Ministry of Nation Building (currently Ministry of Economic Development) based on its expectations for post-conflict reconstruction. The vision was also influenced by discussions with donors such as Japan, Australia, CIDA, Norway and the EU, with regard to what they would like to support. The design of the programme was also technically supported by UNDP BCPR.

At the field level, input comes from the GNs and the DS and also through UNDP field staff observations. Sub-projects, activities and geographic areas are then discussed with the GAs at the district review board meetings. UNDP then conducts PCNA processes with select

communities in order to identify community needs and prioritise these according to available resources. A final list is drawn up following these meetings for which GA approval is sought. Although finally it is the needs of the community that are sought to be addressed, the process is also guided by macro-level considerations and parameters set by donors and the GoSL.

(ii) Flexibility and adaptability of programme

Eighty percent (80%) of the time only relevant projects come to the district, but if there is something irrelevant, the field offices possess the requisite space and authority to suggest modifications. Geographic locations may be changed or even the respective TRP pillar. The programme has been able to adapt to evolving local conditions, e.g. in Mannar, when the sudden need to resettle people in the Manthai West DSD arose, the field office was able to divert funds from other areas to be able to address these urgent needs. The support of the donors has also been forthcoming in such instances.

(iii) Conflict sensitivity

Opportunities to carry out peace building and conflict transformation activities are currently limited in Sri Lanka. The social transformation component of TRP, however, has been successful in making a small difference while continuing to be anchored within in the overall programme. If and when the environment is more favourable to a national agenda for reconciliation, this component will provide UNDP with an entry point into a macro reconciliation process.

In addition to this, the overall programme itself adopts conflict sensitive approaches. The PCNAs use it to understand the local context, select CBOs, etc. This prevents new conflicts from arising or exacerbating existing ones. Transparency is also maintained in all activities, particularly beneficiary selection processes. This has been a key in preventing conflict.

(iv) Financial decision making and transparency

Much of the decision making on financial allocations across the sectors and districts is governed by donor terms. As a result, funding has been fragmented and governed by diverse criteria. Despite this, the ingenuity of the field staff has ensured that various elements and funding sources converge into one programme with relatively streamlined goals.

With regard to transparency, the government is aware of all funding processes. Communities, particularly the CBOs, are also aware of overall allocations made to their villages. However, there is less awareness amongst communities on the intricacies of the criteria used for such allocations.

(v) Allocations versus expenditure and timely delivery

Targets are usually maintained at around 80%, but this is based on how much money has been committed to a particular activity and not on how much has actually been spent. In

the future, the target will be said to have been met only when actual expenditure takes place following the adoption of the International Public Sector Accounting Standards (IPSAS) by UNDP in 2012.

Delivery is not always timely. Poor planning particularly with regard to procurement has sometimes resulted in delay. PTF approvals have also resulted in delays because of certain cumbersome internal procedures. In Jaffna, there have also been some delays due to political interference in beneficiary selection and distribution of assistance.

(vi) Key contributions

Generally, UNDP approaches have been accepted by the government as well as other stakeholders. In particular, UNDP's input in streamlining livelihood assistance has been endorsed by the GAs and followed by all other agencies. The "integrated area based assistance" model is also being followed by some other agencies; Suthanthirapuram has set an example in Jaffna.

The UNDP PNA process has also been replicated by a number of other stakeholders, including the government in certain instances and UNDP PCNA reports have frequently been used as reference. UNDP staff have also conducted training programmes for other stakeholders on participatory needs assessment and evaluation processes.

(vii) Key challenges

The primary programmatic challenge is the presence of diverse needs and communities who are each at a different stage of development. There are still people who require early recovery assistance, while others who are in the recovery phase. The overall direction of the programme, however, is heading towards development. Balancing all these needs at the same time, through the same programme is therefore a challenge. This is particularly so as funding is decreasing, and there are now limited financial resources available in order to fill gaps.

Changes in the socio-political environment have impacted the programme. In Jaffna, for example, political sensitivities continue to negatively impact on the programme in certain instances. Obtaining approval from the PTF has also posed a number of challenges particularly for social transformation and CBO capacity building activities.

(viii) Exit mechanism

An exit strategy is inbuilt into all components. In order to consolidate this, linkages are created with local governments and administrative bodies, and CBOs are strengthened. At a macro level, it is believed that early recovery activities have reached saturation point and the recovery stage will also soon give way to development-oriented programming. Government capacity building and strengthening linkages with the private sector will be key areas of focus in order to facilitate the transition from recovery to development. Communities also need to be equipped to partner with the private sector as currently there is very little awareness on value addition or business management.

5.4.3 Donors Perceptions

Donor partnerships with UNDP have usually been based on prior experience and the need for continuation. UNDP also had greater access to many of the conflict affected areas that the donors wished to target. Further, the components of the TRP were in line with donor policies of building resilience and economic wellbeing amongst conflict affected communities.

In relation to the expectations in this regard, donors were satisfied with the progress made thus far, however certain concerns were also raised. Donors were unhappy with the inadequacy of impact level reporting in order to measure true success rates. As funding is expected to decrease in years to come, this factor will become all the more important, and agencies will have to stress on the impact of what they are doing and why it is important in order to secure funds. Other areas of concern were over the time taken and funds utilized during the first year to get started.

In terms of future directions, donors would like to see better coordination and closer collaboration between agencies, particularly within the UN. They would also like to see agencies address the systemic problems that exist within communities that lead to poverty, instability and conflict. With regard to UNDP in particular, donors would like to see UNDP getting more involved in policy planning and coordinating with the government as well as the private sector.

5.5 Partnership strategy

5.5.1 Direct Implementation Modality (DIM)

TRP adopts the direct implementation modality (DIM), which enables UNDP to implement its programmes directly with the communities. However, given the development context in the country, this does not necessarily mean that it functions in isolation. UNDP coordinates with the government in particular, at every stage of design and implementation. Thus, as mentioned above, the overall vision is guided by government priorities, and needs identification processes are also carried out in close collaboration with district government officials.

Nonetheless, DIM does allow UNDP a certain degree of freedom which is essential in carrying out a programme of this nature. This view was also shared by district government officials including the GAs who stated that it was indeed an appropriate choice of modality given the magnitude and diversity of the needs that it sought to address. They further stated that if the government was entrusted with full responsibility, it would not have been able or not be equipped to respond with the same degree of speed and efficiency.

At the national level however, government officials showed less enthusiasm over the chosen modality. Although there were no significant criticisms of UNDP choice of modality,

there were suggestions to improve reporting and information sharing in order to enable government officials to better visualize the impacts of assistance.

5.5.2 Coordination with the government

At the district level, UNDP offices maintain regular and close relations with the DSs and GNs; quarterly progress review meetings are also held by the GA. Ties are also maintained with local government representatives, extension services and provincial departments. Extension services and provincial departments in particular play a vital role in TRP livelihood initiatives and UNDP regularly seeks technical support and quality assurance from these bodies. Nonetheless, in certain areas, such officials complained of the lack of close enough ties particularly in relation to technical input on crops and livestock inputs. Gaps also exist in terms of sharing monitoring responsibilities as these are often not spelt out at the onset and therefore usually take place on an *ad hoc* basis.

At the national level, UNDP constantly liaises with the Ministry of Economic Development and the PTF; regular reports are also sent to both these bodies. Nonetheless, as mentioned in the above section, the general impression was that reporting in its current form was insufficient for officials in Colombo to fully understand the impact of TRP interventions.

5.5.3 Coordination with other development partners

Partners in the development sector usually have similar goals, but cooperation in the past has been poor, mainly due to competition for funding. Often organizations work in isolation and have at times encroached into areas traditionally not within their mandates. Coordination and sharing of information, at the national level in particular, has also been largely *ad hoc* and dependent on individuals and their personal relations with partners. Important project information and potential tie-ups have also been discussed informally between colleagues, but systematized processes are often weak. Intra- UN synergies have also been limited in the past.

At the field level, coordination has been marginally better and there have been many instances where UNDP has filled gaps for other agencies and where other agencies such as IOM and ZOA have filled gaps in UNDP programmes. FAO and UNDP have also recently initiated a joint development endeavour in the North, where each agency focuses on its strengths and work towards a common goal.

Local NGOs such as SONDA, mentioned that one of UNDP's strong points has been their ability to identify and utilize local capacity. UNDP maintains close ties with local NGOs particularly at the district level and also approaches them frequently for technical input where appropriate.

5.5.4 UNDP cluster synergies

TRP is situated within the Peace & Recovery Cluster, and in select instances, has strong experiences in working with the governance and environment clusters. Synergies between TRP and Environment / DRM Cluster have been very strong, particularly with respect to the

provision of technical expertise and value addition features. From a managerial oversight and quality assurance point of view, situating TRP within the Peace and Recovery Cluster has facilitated the running of a complex program and supported the monitoring of activities.

6.0 Findings - Support to Mine Action Project

6.1 Main Outputs accomplished under the Support to Mine Action Project

According to UNDP ROAR 2008, during the year 2008 the following activities were accomplished under the Support to Mine Action Project:

- (i) Government Agents prepared 2008 mine/UXO clearance work plans for the districts of Batticaloa, Jaffna, Mannar, Trincomalee and Vavuniya, based on Information Management System for Mine Action (IMSMA) estimates of the extent of mine/UXO contamination in each district,
- (ii) 70 task folders for General Survey mine clearance, and Battle Area (UXO) Clearance in the Batticaloa, Jaffna, Trincomalee and Vavuniya districts issued and obtained Security Forces authorization for work to proceed,
- (iii) 183 Quality Assurance visits conducted and a total of 114 final Quality Control visits and handovers of cleared lands completed,
- (iv) Completion Survey Template to certify the completion of survey and clearance tasks at district level produced,
- (v) Terms of Reference of Mine Action Quality Inspection Officer to be stationed at District Mine Action Offices in Batticaloa, Jaffna and Vavuniya drafted,
- (vi) Initiated discussions with the Ministry of Nation Building on the strategy for the establishment of a National Mine Action Center in 2009, to further strengthen national capacity and ownership by gradually transferring mine action coordination functions from UNDP to the Government, and
- (vii) In consultation with the Ministry, drafted Terms of Reference for a Senior Mine Action Officer, IMSMA Associate and Secretary to be placed within the Ministry as a transitional measure towards the NMAC. There were only 6 mine/UXO related injuries in 2008 as compared to 16 during the previous year.
- (viii) UNDP provided training in mine action management, coordination and quality assurance to all RMAO staff. These individuals, however, while conceptually a part of the government structure functioning directly out of the District Secretariats, are currently funded by UNDP and continue to report to it on administrative issues.

In 2009, continuing the programme of Support for the Mine Action Project, mine action activities were scaled up as large tracts of land were released for resettlement. UNDP also assisted the coordination and management of mine survey and clearance work facilitating the return of over 61,950 families to their original villages or temporary shelters in their

areas of origin. With UNDP support **a gender strategy was drafted for the National Mine Action Center (NMAC)** to promote both gender mainstreaming and gender balance in the mine action sector.¹⁹

The Results Oriented Annual Report – UNDP - 2010 Sec. 1.2 Transformational Change to which UNDP contributed states that in 2010 up to **300,000 IDPs (of whom more than 50% were women) were resettled** in the districts of North and East. The de-mining of 444 square km of land and clearing of mines and UXOs with the coordination and quality assurance support provided by UNDP made it possible for this substantial number of people to be resettled. Out of the 164 square km of Confirmed Hazardous Area recorded in late 2009, 14.5 square km was cleared in 2010.

One of the greatest achievements made during 2010 under SMAP was the **establishment of the National Mine Action Center**. UNDP's advocacy and technical support primarily led the Government to officially establish a National Mine Action Center. This is a key step in ensuring that mine action activities are nationally led, and through which, the Government will be able to enforce and monitor implementation of mine-action policies, standards and activities towards a mine-free Sri Lanka.²⁰

Another significant outcome of the assistance provided under SMAP was the endorsement of **13 Sri Lanka National Mine Action Standards (SLNMAS)** by the Ministry of Economic Development. The Standards, in keeping with the international mine action standards, were drafted by the International Technical Advisor following consultations with a broad section of mine action stakeholders. The presence of the SLNMAS will enable mine action stakeholders to effectively carryout mine action activities, and all mine action work will be quality checked against these national standards. The standards have been circulated amongst all mine action operators and will be translated into Sinhala and Tamil. The approval of the above mentioned standards enables the NMAC to commence the accreditation process of all de-mining operators and MRE providers.

It is also notable that the draft National Mine Action Strategy (prepared with inputs from technical advisors of UNDP and UNICEF) was presented to the Government Agents and other local authorities in the North and East districts during 2010. National ownership at the district level was sought through a series of validation workshops conducted during the year. The final draft was submitted to and endorsed by the Ministry of Economic Development in January 2011.

6.2 Assessment of the Support to Mine Action Project based on OECD Development Assistance Committee (DAC) Criteria

Assessment on the basis of OECD DAC Criteria was in the form of an adapted score card scoring 1-5 as outlined in section 4.1.2 (ii). Pre-prepared formats were used for the exercise conducted with UNDP staff (National level). The same format captured their views

¹⁹ Results Oriented Annual Report UNDP 2009 Sec 1.7- Summary of Progress for LKA_OUTCOME 18

²⁰ Results Oriented Annual Report UNDP 2010Sec 1.5- Summary of Progress for LKA_OUTCOME 18

with reasons for the score both positive and negative and recommendations / suggestions for addressing the shortcomings.

6.2.1 *Relevance / Appropriateness*

The SMAP, first developed in 2002, continues to be very relevant today, and more so following the end of the country's three decade long war.

UNDP has been at the forefront in bringing about a coordinated effort toward the goal of mine clearance and resettlement of communities. The project has over the years provided technical know-how and managed mine action activities in Sri Lanka, amidst the limited availability of local capacity. Further, in the absence of this adequate local experience, the project's support in fulfilling an urgent need to build local capacity - not only in terms of the mine clearance process but also the management of this process – has been a notable contribution.

While the National Mine Action Programme (NMAP) had made considerable progress between 2002 and 2006, the escalation of hostilities thereafter, culminating in the end of the war in 2009 and the need to resettle over 300,000 people presented the sector with a mammoth task. Given this scenario, the release of land and mine action as a whole would have not have been vetted in terms of quality if not for the presence of the project.

Additionally, the project has continued to strive for greater government ownership; these efforts finally bore fruit in 2010 with the setting up of the NMAC which was officially approved by a Cabinet decision.

6.2.2 *Effectiveness*

The project was designed to maximize local capacity building and in this regard it has succeeded. However, the envisaged level of national ownership has not been achieved, as the government is yet to bear the anticipated level of responsibility.

Nonetheless, with regard to the project's overall effectiveness in contributing toward CPAP Outcome 7, the project has been highly effective. SMAP assisted the overall NMAP, which in turn set the foundation for the return and resettlement of an unprecedented number of IDPs in the Vanni region (more than 90% of who have been already resettled).

6.2.3 *Efficiency*

In 2009, the project efficiently managed a rapidly growing mine action sector which was needed to support the resettlement process. The presence of the Regional Mine Action Office (RMAO) within District Secretariat was critical to respond to the evolving needs. As such, the RMAO acted as an effective link between the government and the implementing agencies ensuring smooth and speedy implementation.

6.2.4 Connectedness

The UNDP SMAP has led coordination for the Mine Action (MA) sector as a whole. The RMAOs act as key focal points for all MA implementing partners covering all five pillars; namely, clearance, mine risk education, victim assistance, stockpile destruction and advocacy. Additionally, the RMAOs act as repositories for information, technical support and provide the key link between sector partners including mine removal and MRE agencies and the government.

The coordination meetings facilitated by the RMAOs have also provided valuable information and insight to all other development partners to plan and implement recovery programmes for communities once they were resettled. In this regard, the RMAOs also worked closely with the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) the primary coordinating body for humanitarian and recovery activities.

6.2.5 Coverage

Overall, the project has responded very well in terms of covering areas which required the most urgent attention. Nonetheless, certain gaps have been created, particularly in the East due to all funds being redirected to the North. It must also be noted that while UNDP works closely with the government in ensuring needs are met, the overall coverage is determined by government priorities.

6.2.6 Impact / sustainability

The primary focus of the SMAP is the capacity building of nationals and the institutionalization of the process. However, despite building national capacity and contributing to the setting up of the institutional framework - including the NMAC - government ownership is at an unsatisfactory level. Furthermore, much of the technical capacity that has been built up in local individuals continues to be sustained through foreign funding. Given that funding limitations are inevitable in the future, the question remains as to whether sufficient government commitment can be achieved for it to lead the process in the future when the project phases out.

6.3 Stakeholder Observations / Key Informant Interviews (KIIS) – Support to Mine Action Project

6.3.1 Government and UNDP RMAO Staff Perceptions

(i) Coordination

Coordination is a key input of the SMAP. Coordination is carried out at the field level by the RMAOs and at the national level via the NMAC. Weekly meetings are held at the RMAO level where all organizations involved in de-mining, victim assistance and MRE participate. UNOCHA also participates as key coordinating body of humanitarian and recovery activities. Issues discussed at the meetings include priorities and tasking as well as issues faced by agencies.

In addition to these meetings, RMAO staff and other key focal points from implementing agencies participate in district steering committee meetings with the respective Government Agents (GA). These meetings were held frequently in 2009 but have now dropped to around once in two months as the situation is no longer as urgent as it used to be. In addition to discussing de-mining priorities, policy decisions are also taken at these meetings.

At the national level, there are monthly technical working group meetings and quarterly progress review meetings. National steering committee meetings are also held at least once a year.

(ii) Needs identification, prioritization and flexibility in decision making

Needs are identified and prioritized primarily by the government through the GA in consultation with divisional authorities. The first priority has been resettlement and is almost complete; this followed by clearing of livelihood related lands. National development priorities such as railway lines and roads are now also being incorporated.

According to RMAO staff, there is some flexibility with regard to influencing field priorities, but less with national priorities, as these have been defined by national development plans and the National Strategy. The programme as a whole however has been flexible enough to adapt itself to evolving needs following the end of the war.

(iii) Progress and delivery

There was overall consensus that progress has been exemplary and it has been primarily as a result of the coordination and management activities of the SMAP. More than 90% of the resettlement process from the Vavuniya IDP camps including Menikfarm has been completed. Furthermore, at the time of writing, according to figures provided by the RMAOs, the area cleared in the North (excluding Jaffna and Killinocchi), North-Central and Eastern district is 773.8 km² with a remainder of 111.5 km²; in the Jaffna district 4.13 km² is ongoing and 2.63 km² still remains, while in Killinocchi 7.9 km² is ongoing while 23.9 km² still remains.

Both the government and RMAO staff expressed concerns that the pace cannot be maintained in the future as funds are rapidly decreasing, nonetheless the programme as a whole is still on track.

(iv) Monitoring and quality control

Monitoring of mine action activities is conducted primarily by the RMAO staff. The government monitors, through the DS offices and the army, also have monitoring systems in place. If ERW are encountered, they are reported. Other agencies have internal monitoring procedures. The Vavuniya RMAO, with support from the GA, is also currently piloting the concept of village monitoring committees which empowers communities to get involved in the monitoring and reporting.

Finally UNDP-staffed RMAO offices are in charge of quality and monitoring of the SMAP; despite this responsibility, the RMAO does not have legal authorization to do so. This is a gap that needs to be addressed at the earliest through the NMAC.

(v) Key contributions

“If UNDP tech support was not there, it would have been difficult to work within international standards.”- Government official

Coordination achieved through the RMAO has been the biggest contribution of the project. The RMAOs have ensured that diverse groups have worked together and that quality and international standards have been maintained at all levels. The project also contributed to the drafting of the National Mine Action Strategy and drafting (and later upgrading) of the standards. It also facilitated the process of creating the NMAC thereby setting up a national institutional framework.

The project has also built local capacity both in terms of technical skills as well as management skills. The introduction of the non-technical survey for instance was a key factor that contributed to the speedy resettlement of the Vanni IDPs.

(vi) Challenges

For the government including the NMAC, the chief concern and challenge for the future is the widening financial gap. There is an acute demand in several areas, but it is impossible to target all areas at once as there are limited resources. NMAC believes that if current mine action agencies, particularly those involved in clearance, phase out funding; it will have to seek funding from alternative sources. In the interim, NMAC assumes that the national treasury will also begin to respond.

For RMAO staff, the key challenges include numerous lines of reporting and also the lack of State authorisation for the RMAO staff despite functioning on behalf of the State. In Jaffna, concerns were also raised with regard to an increase in political interference in the prioritization processes and the publication of data.

(vii) UNDP exit mechanism and government role in sustaining efforts

RMAO staff raised concerns about the continued lack of overt commitment on the part of the government despite the setting up of the NMAC. While funds from international sources are drying up, the government has not come forward to fill the gap. There are also concerns with regard to staffing as 99% of all RMAO staff are on UNDP payroll. Technical expertise will have to be acknowledged and absorbed, but still there is little clarity on this.

As far as the government is concerned, it would like UNDP's support to continue at least until 2015. The government believes that national technical capacity is still insufficient for a complete take over. The government is also in the process of recruiting people for posts within the NMAC and RMAO structure. It also assured that there is a potential to absorb existing local capacities such as RMAO staff currently funded by UNDP.

6.3.2 Donors Perceptions

The traditional donors such as AusAid and CIDA have been involved with the Support to Mine Action Project right from the onset. Over the years, funding has been provided to a number of mine clearance as well as MRE agencies; funding for UNDP was provided primarily for coordination as it was viewed as a vital feature of the mine action sector. As such, coordination has been key in achieving progress in the sector in the eyes of the donors. Furthermore, UNDP's role in the development of the strategy and standards was also commended as were its continued efforts toward national institutionalization. However, it is felt that in the future funding for this area will steadily decrease as donors increasingly believe that it is time for the government to take over the process.

7.0 Overall Outcome 07 –“socio economic recovery in the north and east” and Output-Outcome link

7.1 Output – outcome link: Transition Recovery Programme

This evaluation made an attempt to examine the link between the outputs accomplished and their contribution to the realization of Outcome 7 of CPAP namely “Increased equity in socio-economic opportunities and services for conflict-affected communities and internally displaced persons (IDPs)”. This was done by examining both primary and secondary data, including information obtained through the desk review, case studies, information gleaned from FGDs and KIIs, and the findings of the questionnaire survey.

The evaluation made an attempt to examine each one of the issues under the 6 pillars, noting however their inherently interlinked character. The analysis was also conducted subject to the following limitations: (i) mid-term status of the projects, (ii) absence of outcome and impact studies on completed projects (iii) paucity of specific qualitative information relating to outcomes in the documents available.

(i) Linkage between the outputs and interventions of TRP and the achievement of outcome 7:

Sustainable Livelihood Opportunities:

(a) Whether the sustainable livelihood opportunities can be credibly linked to the achievement of Outcome 7:

The outputs accomplished under the sector component are described in Chapter 5.0, Findings – Transition Recovery (TRP) Programme, Section 5.1, Main Outputs accomplished under TRP.

Observations made by participants at the field level FGDs definitively point to the fact that there exists a clear link between the outputs of the project and the expected outcomes that relate to the achievement of overall CPAP Outcome 7. In Mandaitheevu, participants stated that farmers had suffered due to their inability to cultivate owing to a lack of

equipment and agricultural input such as seeds and fertilizers. Provision of agricultural equipment to farmers was therefore helpful for them to resume their livelihood and carry out farming activities at a lesser cost. It was also revealed that home gardening assistance made it possible to increase family income and that the produce supplemented consumption thereby increasing food security.

Observations made by the participants of the national level FGDs confirm the view that livelihood opportunities have helped people move out of a state of greater vulnerability as they have assisted the families in increasing their income by initiating or restarting livelihoods. Government Officers and GNs were of the view that livelihood opportunities motivated the crisis-affected families to become more independent and assisted them in rebuilding their lives.

Further augmenting these observations was the fact that the results of the questionnaire survey administered to 100 individuals reveal that 84.62% of the beneficiaries who received livelihood assistance have increased production subsequent to UNDP's assistance. Similarly 79% of the beneficiaries have increased their family income after receiving assistance.

(b) What are the key contributions the UNDP has made and is making under the livelihood support component to Outcome 7?

The most significant contribution the UNDP has made and is making towards the achievement of the objective is ***the foundation the TRP is building for crisis-affected communities and IDPs*** to stabilize themselves and their socio- economic environment during this interim immediate post-war period. The chaotic situation that prevailed during and immediately after the protracted conflict would have proved to be a mammoth task for the government if it were to have launched an *en masse* resettlement and restoration strategy. It may also have been difficult to confirm if such a strategy was implemented equitably. Thus UNDP's assistance, together with all other development agencies' support, has ensured that crisis-affected communities and IDPs needs were fulfilled and that a foundation for recovery is built. The transitional services imbedded in the project, therefore, created vital framework for the return and rebuilding process. Support to restart livelihoods in this regard meets an important, if not critical need. The component targets the provision of livelihood support to 100,000 people, 50% of whom are women. By ensuring this gender balance UNDP has also effectively contributed to acknowledgement and assurance that women - who always face multiple and complex vulnerabilities within a post-war context – are included in the recovery process and their special needs that may have otherwise been overlooked, are met effectively.

Micro Credit and Micro Enterprise Development Support:

(a) Whether the micro credit and micro enterprise development support can be credibly linked to the achievement of outcome 7:

The objectives of this component are to enable vulnerable populations and host communities to gain access to micro-finance and skills training for income generation,

establish and develop small and medium enterprises (SME) and strengthen the capacity of MFIs and CBOs to manage funds. The principal outputs that were targeted under this component were the establishment of revolving funds, training of MFIs and CBOs in fund management and training of beneficiaries in micro enterprise development.

The outputs accomplished under the micro credit and micro enterprise development component are explained in detail in Chapter 5.0, Findings - Transition Recovery (TRP) Programme, Section 5.1 Main Outputs accomplished under TRP.

Participants stated that most of the recently settled villagers lacked adequate capital to engage in any income generating activity on their own and also lacked access to financial institutions. Female-headed households in particular had no means to support their children or earn an income. Therefore, there was a need for injection of capital to start or restart livelihoods. FGD participants stated that “with the revolving loan facility, farmers were able to cultivate their lands on a larger scale; tobacco farmers increased their cultivation from 1000 saplings in the past to 3000 after credit support”. Furthermore, participants stated that, “some WRDSs have received significant amounts for revolving credit facilities; [Amman Nagar – Rs. 600,000.00, Paddithidal - Rs. 450,000.00] as a result, increasing numbers of women are able to engage in income generating activities.”

At the FGD with the Country Office Team, Peace and Recovery Cluster and Programme Management Unit, it was revealed that interventions under this component have increased access to credit and that they have created a sense of investment on the part of the community. Furthermore, the provision of micro credit has enabled women to generate income, and has also served as their first point of entry into entrepreneurship. Results recorded also point to the fact that 93% of women who have taken loans started small businesses, within three months of receiving the loans. The interventions have also helped CBOs become more self-sufficient.

Therefore, the available documentary evidence and outcomes at the FGDs suggest that outputs or other interventions of TRP undertaken under the Micro Credit and Enterprise Development Support Component can be credibly linked to the achievement of CPAP Outcome 7.

(b) What are the key contributions the UNDP has made and is making under the micro credit and micro enterprise development support component to Outcome 7?

Based on the premise that remunerative and sustainable livelihoods are critical for the survival of returning crisis-affected communities and IDPs, it follows that expeditious and hassle free credit and attendant micro-enterprise support are absolute necessities for crisis affected communities to rebuild their lives. It has to be acknowledged at the onset that ***a large majority of returnees are abjectly poor and therefore extremely vulnerable. In some cases they are returning to their original lands, which have been neglected and left fallow for decades.*** Therefore, without adequate access to funds, they are unable to commence income generating activities. The design of the UNDP credit and micro-enterprise development support intervention is, therefore, an important contribution towards the achievement of Outcome 7. The obvious gap that existed in this regard, has thus been acknowledged and addressed by UNDP and has further been designed to be

community-driven and self-regenerating. ***Provision of seed capital to operate revolving funds is an important contribution.*** This has released the people from the strict procedural requirements generally imposed by formal financial institutions that demand collateral and guarantors. As already seen from the cases referred to above, a number of schemes have already generated dividends for a reasonable percentage of those who accessed credit. For those who continue to use these funds to further their business, the scope for advancement has also been higher.

Loans were provided to 659 people (414 women and 245 men) as of December 2010 and 48 CBOs received seed capital for loans schemes. Furthermore, 582 individuals received training on business planning and enterprise development

From the cases discussed earlier, it can be seen that beneficiaries have been afforded the opportunity to acquire skills in a number of fields, based on their preference and adaptability to local conditions. Examples have been quoted on the degree of success achieved in a majority of them (84.62% of beneficiaries targeted by the questionnaire survey who received micro-enterprise support have been able to increase production).

Improving access to skills and training whilst being an important contribution, is also a launching pad for the beneficiaries to access other services and support them to access services external to the project disbursements, thus fulfilling one of the key ingredients for increased equity in socio-economic opportunities.

The third contribution is that ***UNDP interventions have promoted connectivity with government and other service providers***, who hitherto were less active in the areas. While the formal sector is slowly making inroads for business in the former war-torn areas, the project outcomes have promoted linkages with markets and other services.

Community-focused Housing Component:

(a) Whether the community-focused housing component can be credibly linked to the achievement of Outcome 7:

Provision of housing has by far been the component that has had the most significant positive impact on crisis-affected communities. The objective of this component is to provide permanent shelters for the displaced and war-affected thereby acting as the basis for resettlement and recovery.

The outputs accomplished under the Community focused Housing Component are explained in detail in Chapter 5.0, Findings - Transition Recovery (TRP) Programme, Section 5.1 Main Outputs accomplished under TRP.

Participants of the national level FGDs observed that housing outputs met maximum needs vis-à-vis the felt needs of crisis-affected communities. With the provision of houses not only has the condition of housing in the affected areas improved but also have resulted in a host of other positive socio-economic changes within these communities. The

interventions covered the most vulnerable, according to agreed upon standards and criteria. The self-driven nature of the interventions was also a key factor that contributed to *increased ownership, increased interaction and the creation of an environment* where the community belongingness is promoted²¹.

Participants of the *FGDs held in Ampara (Pokurugama), Jaffna (Suthanthirapuram) and Mannar (Puthukuduiruppu) provided an insight into the conditions that prevailed prior to the housing intervention.* A number of families had lived in temporary shelters without adequate facilities. They also had to spend considerable sums of money for the up-keep these shelters that deteriorated during the rains and from natural wear and tear. Many lived in houses that did not provide basic protection to life and property.

Participants also expressed their views on the *outcome* of this important output. Itemised, they appear as follows:

- *Beneficiaries are happy* since permanent houses solved a number of problems they faced when they had to live in temporary shelters.
- *Privacy has improved* after moving into permanent houses. Now the house with the block of land immediately adjacent constitutes a separate unit.
- There are *lesser misunderstandings and conflicts* between families compared with the past.
- *Beneficiaries now enjoy better security and protection* to their lives, property and documents. They are better protected from venomous insects/snakes and also from thieves.
- *Children have better facilities for studies* at home now and have been able to improve their education as they now live in a better environment as compared to the camp shelters they were living in earlier.
- The *social status of the families has also improved*. Visitors can now be entertained in their homes.
- Beneficiaries do not have to spend their earnings on repairs to houses/roofs regularly contributing to an *overall decrease in expenses*.
- Families can now engage in *home gardening* on the plot of land on which their house has been constructed; this provides them with greater food security and also the ability to make some income when produce is sold.

Findings of the evaluation questionnaire indicate that 89% of beneficiaries feel their quality of life (including household and livelihood related physical assets) has improved since receiving a house under the project. Out of the survey sample of 35 individuals who received housing assistance, 97% indicated that their privacy and security have increased after occupying new houses. 94.44% stated that they feel a sense of ownership through the process of construction and occupation of their new houses and 72.22% reported satisfaction over the quality of their new houses.

²¹ National Level FGDs

Thus it is evident from the above that the outputs under the community-focused housing component have contributed to some extent to the realization of Outcome 7.

(b) What are the key contributions the UNDP has made and is making under the community –focused housing component to Outcome 7?

Although originally not within UNDP's direct mandate, contributions made under TRP's housing component are certainly noteworthy, particularly in that the support addressed a critical need that exists in crisis-affected communities especially IDPs. The conflict left many houses in shambles, only to be exacerbated by weather-induced wear and tear. Returnees who returned after periods of displacement – that in some instances lasted decades- were greeted by the pathetic sight of the decrepit ruins of their homes. ***Fundamentally no resettlement initiative can succeed without the provision of shelter.*** FGDs with the Country Office Team and the Peace and Recovery Cluster and Programme Management Unit thus identified this as the reason that necessitated venturing above and beyond their mandate and toward integrated development. Therefore inclusion of the housing component has been one of TRP's most important interventions.

The strategy adopted for implementation of the housing component was by itself a key contribution. The community consultation process allowed people to openly discuss their priorities. The selection criteria, which had a strong participatory element to it ensured that beneficiary selection was transparent, while placing a heavy emphasis on vulnerability. This process minimized the possibility for corruption and bias. Secondly, the setting up of self-help groups ensured that while materials were being supplied by UNDP, that the construction of the houses was more community driven.

Although there were some delays in certain areas with regard to timely completion of the houses given the circumstances, outputs were achieved within a relatively short period thus providing beneficiaries with the confidence that resettlement would be smooth and recovery was possible.

Basic infrastructure to enable access to socio economic services and facilities:

(a) Whether the basic infrastructure component can be credibly linked to the achievement of Outcome 7:

The outputs accomplished under this component have been explained in detail in Chapter 5.0, Findings - Transition Recovery (TRP) Programme, Section 5.1 Main Outputs accomplished under TRP.

The principal objective of this component was to improve access to socio economic services for crisis-affected communities through rehabilitation and improvement of community infrastructure.

It is estimated that in total 23,044 families, or 92,172 individuals have directly benefited from community infrastructure that has increased their access to social and livelihood related services and resources. The beneficiaries have also benefited through the short-term skilled and unskilled employment opportunities created through the construction

work that went into these infrastructure projects. In total, the various infrastructure projects generated 47,409 paid days in relation to construction activities.

At the national level FGDs, it was pointed out that rehabilitation of community infrastructure not only facilitated the restoration of livelihoods, but also created linkages with government officials particularly extension services and important social infrastructure. They also complement larger infrastructure construction initiatives undertaken by the government. The discussions highlighted the fact that where infrastructure was related to livelihoods, they were more effective. ***Overall, the FDG pointed out that the component had brought about the expected results at the outcome level.***

Participants in the FDG with CBOs raised several interesting results arising out of the infrastructure component:

- After the construction of the multi-purpose building, the post office, GN office and the Samurdhi Officer are all located in the village itself making it very convenient for the people to access these services. Further, expenses for medical services have decreased because people no longer have to travel long distances to access medical services. (Suthanthirapuram)
- The quality of water has improved in wells as a result of the construction of a tank (*kulam*) that stores rain water. (Tharavankottai)
- Transportation has become easier due to road construction. (Puthukkaman, Puthukudiruppu and Tharavankottai villages)
- The storehouse for grains at Pokurugama was well appreciated.
- Government services reach many areas previously not provided with such services.
- After a building for the seed store was constructed, farmers can conveniently purchase cowpea at lesser prices resulting in increased production.
- Access to farms/paddy fields and markets has become easier in many locations where access roads have been constructed.

According to the findings of the evaluation questionnaire survey, 78% of the beneficiaries who were supported with livelihood assistance and micro-credit have gained access to extension services and 69% of beneficiaries have gained access to marketing opportunities after UNDP assistance in this area. Furthermore, 76% of beneficiaries have reported having gained better access to socio economic services and facilities since UNDP began working in their villages and 69% have gained access to marketing opportunities.

Thus, from the foregoing, it can be concluded that the outputs and other interventions accomplished under the infrastructure component can indeed be ***linked to the achievement of Outcome 7.***

(b) What are the key contributions the UNDP has made and is making under the Basic Infrastructure Component to Outcome 7?

The basic infrastructure component provides the opportunity for the crisis-affected communities and IDPs to construct or rehabilitate basic infrastructure facilities which assist them to access socio-economic services. The protracted conflict destroyed most of the infrastructure critical for habitation of communities. Therefore, just as the housing component has been important for the speedy resettlement of vulnerable communities, so too has the infrastructure component, which has been critical for the socio-economic recovery of the people resettled.

Furthermore, the success of the UNDP initiative in this regard, lies in the fact that it created ***the space for the beneficiaries to select the facility which they consider as most critical for construction / rehabilitation***. If not for this strategy, the returnees would have been placed in inconvenience thereby negatively impacting on the overall objectives of the Programme. It must therefore be noted that the component's focus on people's imperatives has been ***UNDP's most significant contribution***.

Equitable and inclusive community networks:

(a) Whether the equitable and inclusive community networks can be credibly linked to the achievement of Outcome 7:

The outputs accomplished under the equitable and inclusive community networks component are explained in detail in Chapter 5.0, Findings - Transition Recovery (TRP) Programme, Section 5.1.

Three important factors influenced the project to place particular emphasis on social cohesion and transformation, viz. (i) tension and misunderstanding that prevailed for decades arising out of the ethnic conflict, (ii) developing a sense of understanding among the communities being a pre-requisite for any recovery process to begin, and (iii) social cohesion and coexistence is the key to lasting peace and development of the crisis-affected communities. As such, this component forms the basis from which all other activities derive their relevance. This component was looked at in great detail during the course of several FGDs and KIs conducted, particularly with communities in Suthanthirapuram, Siruthoppu, Azathnagar, and Paddithidal. Some of the key observations made by the participants have been summarized below:

- Before initiation of the project, there were fewer interactions between IDP families and host families and between members from different ethnic groups. Discriminatory practices against certain groups or ethnicities were also rampant. In some instances, community organizations too refused to interact with or enroll the IDPs. Overall unity and linkages among villagers from diverse groups and ethnicities was very low. Targeted interventions in select villages were thus extremely relevant, and have since helped to improve relationships between conflicting sides thereby promoting better understanding.
- Women did not have a proper organization/forum to speak about issues they face or assist one another. Women's CBOs have been strengthened, thus empowering them to refer women's issues to the concerned authorities.

- Most of the activities carried out to promote greater social cohesion have been very successful and have helped to bring together diverse communities.
- It was believed that relationships built over the last few years will create stronger and more cohesive communities and discourage discriminatory practices.
- A workshop on conflict resolution held for youth in Siruthoppu Mannar was said to be very useful even in solving practical day to day issues. It helped to build awareness in relation to conflict mitigation and promoting unity.
- Networking programmes targeting school children and their parents focused on bringing the communities together and have resulted in numerous positive impacts such as building friendship amongst parents, and eliminating discriminatory practices at school.
- The Programme helped to build bridges between diverse groups and people now participate in each others' religious activities and socio-cultural activities. Relationships between Tamils and Muslims have improved through mutual support in agricultural activities (E.g.: sharing irrigation water – Azath Nagar, Muslim & Paddithidal, Tamil communities).
- People are interested in sustaining these networking activities because the activities have visibly led to greater social cohesion and an overall sense of peace and wellbeing amongst former rival communities.

It is thus noted that the outputs and other interventions under the equitable and inclusive networks component form one of the key links to the achievement of Outcome 7.

(b) What are the key contributions the UNDP has made and is making under the social transformation component to Outcome 7?

At the various FGDs, it was pointed out that the interventions under the social transformation component indeed fulfill a much overlooked need in the country. The war resulted in an extreme polarization of ethnic groups and also created distinct new groups that were discriminated against; most notably the IDPs. Within a post-war environment, these issues need to be addressed with urgency. It is believed that through promotion of greater interaction, social cohesion can be achieved. This in turn will lead to a sense of well being and prosperity amongst the people and ensuring all post-war development is equitable to all peoples. In this regard, ***a very positive outcome is that communication has now begun to take place between communities who had never spoken to each other before.*** 88% of those surveyed for purposes of this evaluation, stated that interaction with those from neighbouring villages had improved, and 75% said that they now had greater opportunities to interact with those from other ethnicities.

Ability of the UNDP to develop local capacity in a sustainable manner and its ability to respond to changing circumstances and requirements in capacity development

The outputs accomplished under the capacity building and strengthening of CBOs have been explained in Chapter 5.0, Findings - Transition Recovery (TRP) Programme.

There is not much documentary evidence to support the outcomes of the capacity development programs, even though the outputs of different training programs have been adequately documented as elaborated in the Chapter 5. Organizational capacity of CBOs with regard to legitimacy and governance, organizational culture and management, human, financial and capital resources, administrative procedures, financial management and monitoring & evaluation of community interventions are outcomes yet to be assessed systematically, as resulting from capacity building programs. The outcomes as seen by the participants of FGDs are summarized as follows which are linked to the outputs.

- Women's CBOs have been strengthened
- CBOs can now function successfully and efficiently by themselves with very little support from outside.
- People are satisfied with the activities of the CBOs.
- Problems of the villages are solved by the CBOs wherever possible. If it is not possible, they have the know-how to direct people to the right places.
- CBOs developed skills and capacity to help people to forge links with relevant government institutions in order to obtain solutions to problems and issues.
- Linkages between Government institutions, NGOs and CBOs have improved.

Nonetheless, the capacity of CBOs to link with and obtain access to services will largely depend on the follow-up by concerned government institutions and the strength of the linkages the community can establish and sustain with outside partners such as INGOs, NGOs and the private Sector. While in some instances progress has been made in this regard, in other instances there remains some skepticism on whether CBOs are capable of addressing community grievances and needs after UNDP or other external actors withdraw. However, overall, it seems that these initiatives were a step in the right direction and therefore outputs achieved thus far can be credibly linked to the achievement of the overall outcome.

Environmental Livelihood Practices / Technology:

(a) Whether the Environmental Livelihood Practices / Technology can be credibly linked to the achievement of Outcome 7:

The outputs accomplished under the Environmental Livelihood Practices component are explained in Chapter 5.0, Findings - Transition Recovery (TRP) Programme, Section 5.1 Main Outputs accomplished under TRP.

Only a few interventions directly contributing to this component have been carried out. This is observed as not being an immediate / felt need, but is relevant in terms of the long term sustainability of the interventions. The absence of an objective outcome assessment in regard to the interventions carried out under this component makes it all the more difficult to comment on the output – outcome link. There have, however, been some successes like the Jaffna and Vavuniya Solid Waste Management projects. It was also

observed that Government Officials have got motivated and keen on environmentally friendly activities (wherever they are being implemented).

At the FDG with women participants which specifically dealt with environmentally-friendly livelihood practices the following outcomes were highlighted:

- People lacked overall awareness on environment. As they become convinced of its relevance, they want to act more environmentally friendly.
- Beneficiaries have become aware of good environmental practices and have taken up to use them (composting, hay as fodder, disposal of plastic items) and keeping common places clean.

7.2 Output –Outcome link: Support to Mine Action Project

Linkage between the outputs and interventions of Support to Mine Action Project to the achievement of Outcome 7:

The overall output of the SMAP is “Government institutions are better able to manage, coordinate and quality assure mine action in Sri Lanka”. As such, UNDP support is targeted at assisting government institutions to coordinate, manage and quality assure clearance of mine/explosive remnants of war (ERW) and Mine Risk Education (MRE) in affected areas. The Project consists of two main components: (i) Support to the field operations, and (ii) Support to the institutionalization and capacity development of the National Mine Action Centre. Activities carried out under SMAP each year are comprehensively dealt with in Chapter 6.

Clearance of mines and other UXOS is a fundamental precursor to the resettlement and recovery process, and therefore the SMAP is of critical importance to the realization of the objectives of TRP in the first place and through it, the larger goals of Outcome 7. ***The outputs targeted and the activities carried out, consequently have an indivisible link to the creation of an environment in which there is increased equity in socio-economic opportunities and services for the crisis-affected communities.*** On the other hand, without the support extended by the UNDP through its SMAP, smooth implementation of the NMAP would not have been possible and it may have not been possible to resettle more than 300,000 displaced people within such a short period of time. Therefore on this premise alone the outputs and other interventions by the project can be described as ***credibly linked to the achievement of Outcome 7.***

Secondly, ***UNDP’s advocacy and technical support were critical in persuading the government to establish the National Mine Action Centre, which eventually will lead implementation of the national mine action strategy to make Sri Lanka mine free.*** Hence, the outputs relating to equipping Sri Lanka both technically and managerially to take over the implementation and coordination of all mine clearance and MRE continue to be important contributions made toward achieving the outcome of resettlement and recovery of the conflict affected people.

Observations made by participants of the SMAP FGD confirmed this and stated that ***“the Mine Action Programme was the enabler of the return of people to any location where there was a threat from ERW, and the SMAP, managed this process.”***Further, ***“the project strategy was relevant because there was need to build local capacity in this regard”***. Additionally, participants also stated that the UNDP SMAP contributed to a great extent in setting up the NMAC and the development of national standards, gradually facilitating the institutionalizing process.

These outcome statements establish the fact that the outputs of the project can indeed be credibly linked to Outcome 7.

8.0 Guidance / Suggestions for Future Programming in the Context of Transition Recovery Programme and Support to Mine Action Project

8.1 Transition Recovery Programme (TRP)

i. Sustainable livelihood opportunities created for crisis affected communities

In the context of transition recovery, opportunities for restoration of livelihoods (re-start or expansion) were a felt need identified by all stakeholders. It has prevented exacerbation of a state of vulnerability, but remained more or less at a subsistence level. The key areas of livelihood support have been related to farming, livestock rearing and fishing. It was observed that 44.87%²² of the questionnaire sample was engaged in these livelihood practices. These practices have been identified through community consultation and benefited fishermen (IDPs) who lost their boats and fishing gear and on return to resettled villages started working as labourers in nearby villages. Similarly, farmers face many problems due to lack of necessary equipment, and therefore farmed on a much smaller scale than they were used to as renting equipments involved additional cost. A number of female headed households had no means to support their families and most of them resorted to livestock rearing and home gardening.

The UNDP support has been in the form of much needed agricultural equipment and provision of seeds and fertilizers, fishing gear and support to livestock rearing with the provision of basic needs as explained in **Chapter 5**.

However, from a long term and sustainability point of view, particularly, from a development perspective, there are areas of concern that need to be addressed in future programming.

- With regard to agriculture, the inadequacy of water for cultivation in both seasons remains an issue. There is a need for restoration of minor irrigation facilities (e.g. tanks and irrigation channels²³) and construction of agro wells which is a need articulated by the community members both in the North and East, in an effort to stabilize an

²² Questionnaire Analysis

²³ FGDs

expanded agro based livelihood activities. High land agriculture, mainly home garden cultivation which is totally dependent on rain fed agriculture, can be supported by infrastructure facilities such as the introduction of rainwater harvesting tanks and agro wells. Mechanisms should be promoted which ensures community ownership of the facilities and their maintenance. It is also considered necessary to link with the relevant local authorities from the beginning of the intervention so that they commit themselves to carry out the maintenance.

- The need for continued focus on improved farming practices cannot be under estimated. Even though technical training inputs for agriculture, livestock rearing and fisheries etc., are being provided through training and awareness raising programs, it was observed during FGDs that there is a greater need for such exposure. The efforts to monitor adoption of such practices could be further improved. In future programming, it is necessary to follow up on practicing the new technology introduced. Output indicators of the number of training programs conducted and the number of participants by gender are available. To reach the expected outcome and increase in production, the adoption of technology is vital (e.g., new technologies, such as sprinkler irrigation , are not sustained due to lack of awareness and resistance to new technology – Puthukamman, Mannar²⁴). Women headed households will benefit from technology inputs on home gardening improvement.
- Such related infrastructure facilities and technology expertise will ensure ***achieving the outcome indicators of increased % of beneficiaries in target communities reporting increased production and improved access to extension services.***
- Storage facilities for agricultural products may be essential and the provision of subsistence loans to cover the period until beneficiaries get better prices in the market is important. It is also noted that the provision of storage / warehouse facilities, particularly for storing grain during the harvesting season until market prices increase, is also an area to be focused upon in future programming. Such facilities would further support the achievement of the ***outcome indicator of increased household income of the beneficiaries receiving livelihood support.***
- Establishing market linkages on a sustainable basis with farmer groups should also be a program priority in supporting livelihood interventions.
- The concept of value chain support in ***partnership with the private sector*** can be a focus in future programming along with value addition to the products linking with actors in the chain such as producers, processors, buyers, etc., which will ensure a reasonable profit from the livelihood activities and contribute to ***increased household income.***
- The above considerations should be seen in the light of UNDP's phasing out from the TRP, laying a firm foundation for development interventions in supporting stabilizing livelihood activities.

ii. Micro-credit and micro-enterprise development support provided to vulnerable communities and individuals with limited access to credit

²⁴ Beneficiary FGD - Mannar

Need for micro credit was identified through participatory needs assessment, filling the gaps that exist in the area of accessing credit. All the stakeholders accepted the need for micro credit facilities as most of the recently settled villagers (2009-2010) were without adequate capital to engage in any income generating activity on their own. Some female headed households were the most vulnerable, therefore, they found it supportive in restarting or starting livelihood activities. Beneficiaries could not access financial institutions due to lack of collateral. There were no other credit facilities before this scheme. Some fishermen, farmers, carpenters etc, worked as labourers not being able to establish themselves as self employed due to the lack of equipments, tools and inputs. Further details appear in **Chapter 5**.

However, micro credit programs had their limitations, for example, in Pokurugama loan facilities were provided for only one crop. Only small scale initiatives could be supported, for example, poultry farming. The beneficiaries were not in a position to start medium enterprises at this stage. There was a tendency to use the loans for food and beneficiaries faced challenges in paying back. Repayment varied according to gender and geographic areas depending on the vulnerability of the beneficiary. Micro credit yet remains a priority area when it comes to livelihood support as it helped to initiate action as the first point of entry in entrepreneurship. Farmer organizations, fisheries societies and WRDSs were able to operate revolving credit funds. As a result, an increasing number of women are able to engage in income generating activities.

Considering the overall benefits to CBOs and individuals, the revolving loan funds should continue in future programming. However, the following issues need to be addressed.

- The operational modality requires review. The revolving credit scheme should take into consideration, the capacity of the most vulnerable community members to pay back the loans. The loans scheme could be packaged in such a way that the most vulnerable as identified by the community members, be given a grant at the initial stages for a limited time duration during the transition recovery stage. However, when moving into the development stage they should fall within the normal revolving fund systems.
- The amount of the loan funds was also an issue. Beneficiaries felt that it was too small to invest in viable enterprises. This is a fact to be considered in deciding on the package to the organization as well as the amount that an individual receives. A viable package should be worked out according to the emerging needs from a development perspective.
- The interest rate could be decided by the fund management organization. However, it is necessary to remain within the interest rates currently applied by the formal financial institutions so that individuals will be able to access credit facilities from the formal institutions in the longer term.
- Currently the revolving loan facility benefits only members of the CBOs. The coverage of others in need of the facility should be part of the operational mechanism (e.g. a higher interest rate could be charged from non members).
- Consider other options such as promotion of partnerships with formal financial institutions. Currently there is no such systematic strategy.

iii. Community-focused housing provided to crisis-affected communities

Members who received housing support were very pleased, even though they had concerns about the quality and timeliness in the delivery of materials. The self-help construction approach has brought about a sense of ownership and also provided an opportunity for intra-community interactions. In the transition period, it was not possible to meet the full demand for housing through UNDP interventions. In Pokurugama with 148 members only 40 were selected for housing support and ultimately only 25 received assistance. Further details appear in **Chapter 5**.

Overall, housing was considered by the community as a symbol of security and privacy. In programming for development phase following suggestions are made.

- UNDP as a catalyst could link up with other partners for housing support while consolidating support for livelihood and related infrastructure. The high demand cannot be met by the TRP alone. Co-funding opportunities should be explored.

iv. Crisis-affected communities provided with basic infrastructure to enable access to socio-economic services and facilities

Access to extension services and facilities forms an integral component of livelihood activities such as agriculture, fishery, livestock and small business enterprises. UNDP has obtained services of extension staff of the government in training the beneficiaries on improved livelihood practices particularly related to animal husbandry and agriculture. These technical trainings such as crop cultivation practices, poultry farming, home gardening etc, were provided, in addition to basic tools and equipments such as water pumps, sprayers etc,. Training programs on crop management were conducted in collaboration with the Department of Agriculture. However, the fact that 10% of the survey sample are not aware of such services and that 14% have not availed themselves of the opportunity, provides insights for future programming²⁵. During the FGDs, it was revealed that the timing of the programs did not match their availability, particularly males who are also employed as casual labourers or engaged in seasonal fishing. Some of the females complained that they could not participate as most of them were unaware of such programs. Further details appear in **Chapter 5**.

With regard to future programming, the following observations could be made:

- In most cases, beneficiaries had to travel long distance to access services such as health, education and extension services (Grama Niladhari, Samurdhi Niladhari, Agricultural Extension Officer etc.). Infrastructure rehabilitation such as rural roads, community centers, etc. under the TRP, was therefore considered as making a significant contribution towards accessing such services.

In future programming, it is necessary to ensure that maintenance of such infrastructure facilities is taken care of. In this respect, it is prudent to involve the relevant Government Departments particularly the local government institutions

²⁵ Questionnaire survey analysis

responsible for rehabilitation and maintenance of rural infrastructure such as rural roads and other common amenities which comes under the purview of the Pradeshiya Sabhas, early on in the process. It helps in building up the ownership and commitment. Some gaps in this regard were noticeable, both on account of the TRP's more direct implementation model, and also of its weighted orientation towards working with the decentralized arms of government at the district level, over the elected bodies.

- Training programs should be designed in such a way to ensure availability of beneficiaries, taking into consideration the scheduling of programs and also time of delivery. Efforts should be made to avoid matching the programs only with the availability of the resource persons.
- There is a need to follow up such technical training and capacity building focusing on adoption of farming practices and new technology by the beneficiaries.
- Continuation of the linkage with government services is salutary for contributing to increased production and ultimately the income of the beneficiary. Such linkages will be useful to the beneficiaries from a developmental perspective when the CBOs need to access services directly after the intermediary support from UNDP phase out.
- In future programs, UNDP should increase support to linkage building between CBOs and the Government service structure.

v. Targeted communities assisted to establish equitable and inclusive community networks and advocate community needs

TRP's social transformation component has fulfilled a much needed lacuna in recovery and development programming by encouraging and facilitating greater interaction between diverse groups and ethnicities as a means for sustainable peace and equitable development. UNDP's Socio-economic Baseline Analysis, conducted soon after the end of the war, noted that years of conflict had resulted in extreme polarisation and a lack of trust between ethnic groups. Furthermore, it noted that opportunities for interaction were minimal, and relationships and trade links that existed prior to the war were deeply fractured. TRP's intervention under this pillar must therefore be commended, as it is being carried out within a context where there is limited space for carrying out peace building activities.

TRP has targeted children, their parents and youth as the primary focal points for social transformation; furthermore, a number of activities also sought to re-establish livelihood and trade related links between ethnic groups. The PCNA process itself is inclusive and encourages both intra-and inter community interaction and joint decision making.

Despite these positive aspects, many stakeholders felt that the current activities were being carried out on an *ad hoc* basis and that greater planning and systematic implementation would be preferred.

A detailed description of findings on this component is outlined in **Chapter 5**. Future programming may consider the following observations:

- Currently activities related to promoting inter-ethnic interaction are initiated by UNDP. In future, UNDP could do more to encourage CBOs to initiate such activities on their own, thereby creating greater ownership and the possibility of more sustainable impacts. It is noted that CBOs will require additional financial support to promote such activities. Furthermore, there is a need to examine the possibility of linking CBOs with the private sector in promoting inter-ethnic and inter-cultural activities.
- It is believed that greater allocation of funds and time are needed for this component of TRP, as sustainable outcomes in this regard take much longer to be achieved than activities where tangible assistance is provided.
- Continue social exposure visits and increase opportunities available for participation within each village.
- Increase opportunities for language learning, which facilitates and promotes greater interaction between members of different ethnic groups.
- More efforts should be made to mainstream inter-ethnic interactions as part of other project interventions, such as livelihood and micro enterprise development (e.g. sharing irrigation water from a rehabilitated tank in Muttur, Trincomalee by Tamil and Muslim communities).
- The concept of inter-ethnic interaction should be incorporated as part of the capacity building and awareness programs conducted for CBOs. To the extent possible, capacity building and awareness programs should be conducted in mixed groups.
- Documented case examples could be shared with CBOs, implementing partner agencies and the government as a means to generate both interest and motivation.

vi. Communities supported to introduce environmentally-friendly livelihood practices/ technology and ensure basic infrastructure adheres to environmental standards

This was not considered as an immediate felt need during the TRP cycle, even though awareness programs conducted were well appreciated. In identifying priorities with the community, environmental aspects do not appear to surface as a priority. Moving from recovery to development orientation, environment friendly practices and ensuring basic infrastructure development adhering to environment standards become significant considerations. Further details appear in **Chapter 5**. As such, in future programming the following may be considered.

- To incorporate environment friendly practices as a ***cross cutting issue*** particularly in livelihood and infrastructure related interventions and should not be considered as a separate pillar under TRP.
- In the context of development oriented support, sensitivity to environmental concerns becomes crucially important and therefore, should be considered as part of all interventions, even though it cannot stand alone.
- In terms of long term sustainability, environment concerns should be built into project interventions in close collaboration with the environment cluster.

- The Pilot solid waste management project (Vavuniya) and compost plant in Nallur, Jaffna appears to be successful and profitable. The possibility of pursuing similar interventions in other areas should be considered as such interventions also act as a means to empower local authorities in this area.
- Greater collaboration with local government institutions will be useful in future interventions.
- Awareness and capacity building of community and local government officers and political authorities will be useful from a long term point of view.

8.2 Other Cross Cutting Issues

8.2.1 Gender Considerations

Gender justice has been emphasized throughout the Programme. This is clear from available **gender disaggregated data**. For example, in its livelihood support component, UNDP provided a total of 8,927 with livelihood assistance of which 3,294 (37%) were women. Similarly, of the 659 individuals who received micro credit loan facilities, 414 (62%) were women.

The programme has also ensured that vulnerable groups, particularly women headed households, have been not only included but also prioritised. It is suggested that the trend be continued for the rest of the project period and emphasised even further during the development oriented phase.

However, overall it is not entirely clear, if there have been changes in the general mindset and attitudes and behaviors toward women. Women are predominantly only able to participate and hold leadership positions in women-only organizations. These issues need continued focus particularly within the context of CBO strengthening activities.

It is also suggested that stronger steps be taken to ensure that the elderly are included in all vulnerability criteria including for housing interventions. The elderly are faced with multiple vulnerabilities particularly within a post-war environment where many of them have had to take on the additional burden of caring for injured or disabled children and orphaned grandchildren. Thus, it is imperative that this group be focused upon in future programming.

8.2.2 Monitoring and Evaluation

Almost all stakeholders interviewed were of the opinion that progress reporting and documentation need improvement, particularly indicating the qualitative changes that UNDP assistance has brought about within targeted communities. However, given the circumstances of a recovery program that has been implemented within a volatile context and across a number of very different district contexts, the difficulties of monitoring outcome / impact indicators needs to be considered.

Progress reports capture information primarily at the output level while reference to selected outcome indicators is captured in TRP PB 2010 Final Report. Therefore, the number of beneficiaries, programs conducted, and related information is available. However, information on outcomes or milestones leading to impact could be further improved. In future programming, it will be useful to establish specific baseline information for programme interventions to enable assessment against output targets and the outcome outlined in the Revised Results and Resources Framework. This framework could also be further elaborated with specific outcome and impact indicators for purposes of monitoring and evaluation.

It is understood that this process is carried out during the PCNAs and shall also be conducted as part of the proposed EU-CRP baseline survey. Nonetheless, there is a need to systematically record such data in a more structured and rigorous manner.

Some lessons learnt and best practices are captured in the form of case studies. This practice needs to be consistently followed up and documented and more systematically shared at the local, sub national and national levels. Some district officers noted that stories are being gathered while greater attention needs to be paid on a mechanism for sharing and dissemination of these stories.

8.2.3 Adequacy of selected Outcome Indicators

With regard to the achievement of the **13 Outcome indicators a) to m)** identified in the TOR, an analysis has been made of the responses received from the questionnaire respondents. The analysis indicates very positive responses in the achievement of such outcomes as expressed by the respondents. **Outcome indicators m), n) & o)** can be obtained from secondary information related to the Support to Mine Action Project which is also found to be positive. Further details appear in **Chapter 6**.

The identified indicators measure the outcome of the interventions to a great extent and therefore are considered to be relevant and adequate.

However, a key area that is not covered by the outcome indicators is the assessment of the strength/capacity of the CBOs. The TRP's exit strategy from direct implementation is heavily dependent on the capacity of the CBOs to manage revolving loan funds, community based planning and implementation, fund raising and the ability to access government extension services and partner with NGOs and private sector organizations for livelihood support. Capacity building of CBOs is a key program intervention under TRP.

It is noted that none of the outcome indicators identified, measure adequately such capacities of the CBOs given the fact that "enhancing local ownership through a participatory and empowering process aimed at strengthening existing Community Based Organization (CBOs) or where necessary initiating the establishment of such CBOs" is one of the project outputs. Therefore, it is necessary to **introduce outcome indicators for measuring the organizational capacity of CBOs.**

Furthermore, vulnerability being the key criterion for livelihood and micro credit support, it would be useful to assess how the beneficiaries move out of vulnerability **as an outcome**

of livelihood support related interventions contributing to Outcome 7. Such an indicator could be based on the vulnerability criteria established for the selection of beneficiaries.

8.3 Support to Mine Action Project

The project, which was initiated in 2002, has adapted a great deal to the evolving context in the country. Currently, it continues to provide vital support to the government in managing mine action activities. Without the SMAP, the process of releasing cleared land would not have been as speedy as it has been and the sector would have faced greater challenges in adhering to the required high standards in implementing the relevant activities. Capacity building of government institutions has culminated in the establishment of the National Mine Action Centre, but further capacity building is currently ongoing. The Mine Action Strategy and standards have also been setup providing the framework for all activities and greater government ownership. Further details appear in **Chapter 6**.

The following observations could be made with regard to guidance for future programming based on KIs and FGDs.

- In order to continue to be relevant, it needs to derive its legitimacy from national policy
- Review quality of the quality management strategy. Review quality at every level from strategic planning to implementation for all mine action activities
- Needs to consider issues beyond resettlement (E.g.: livelihood and infrastructure) and focus on development oriented de-mining in the future
- There is a need to develop a plan for transitioning staff from UNDP to national. NMAC needs to take the lead in coordinating this process and ensuring existing staff are necessarily absorbed into national structures

9.0 Unintended consequences, lessons learned and best practices

9.1 Transition Recovery Programme (TRP)

9.1.1 Unintended consequences

- Assistance has been catalytic in bringing about wider social and economic changes within communities affected by the war i.e. assistance provided directly to beneficiaries has had a spill over effect thereby reaching a larger number of individuals. E.g. those provided with assistance to start /restart livelihoods, businesses or workshops have employed a number of other individuals within their village.

- TRP assistance, provided through its DIM has in many instances substituted government responsibilities thereby creating a dependency on aid amongst both the district governments as well as the people. This trend and perception will be difficult to break particularly as aid agencies phase out.
- Related to this is the fact that development has become increasingly project- based negatively impacting on the civic consciousness of the people and the voluntary nature of community networks.

9.1.2 Best practices and lessons learned

- The integrated approach adopted in providing assistance was identified as a successful model to ensure that assistance is holistic and sustainable. In villages where this approach has been utilized, such as Suthanthirapuram, Jaffna, Tharavankottai, Mannar impacts are already visible. Nonetheless, this approach can result in a certain degree of inequity to neighbouring villages in particular unless strong steps are taken to fill gaps.
- The livelihood “package” approach has helped to streamline livelihood assistance provided by all agencies and is identified by a number of stakeholders as a key contribution made by UNDP.
- The incorporation of the environment as a component of recovery stage assistance, though limited, has played an important role in introducing the concept of sustainable development right from the onset. TRP’s synergistic partnerships with the environment and Disaster Risk Management (DRM) cluster have been successful in providing technical input. Targeted projects undertaken in collaboration with the government e.g. the Nallur Pradeshiya Sabha composting project in Jaffna have stimulated interest in government bodies and have also laid the foundation in making such endeavours profitable.
- Introducing social transformation activities, despite the challenges has also been a step in the right direction as it provides UNDP an entry point into peace building initiatives if and when the government puts forward a larger reconciliation framework. In the meanwhile these activities are helping to bring about small changes in attitudes by increasing interaction between diverse communities.
- While delivery of tangible assistance (hardware) to affected communities has been the main priority and strategic direction emphasised by the government, it has been important to focus on “softer” issues in order to ensure programme impact and sustainability. As such, TRP has placed good emphasis on participatory needs assessments as well as community ownership building. Strengthening of civil society organisations within affected communities and creating linkages with government and non-governmental counterparts is important in order to build cohesive and self sufficient communities that are able to advocate for and claim their rights.

9.2 Support to Mine Action Project

9.2.1 Unintended consequences

- The mine action sector has been providing employment opportunities to many individuals from IDPs and other economically depressed communities.
- A number of women are involved in mine clearance activities; engaging in non-traditional forms of employment may result in a degree of emancipation, as such it maybe an area worth probing further.

9.2.2 Best practices and lessons learned

- Mine action is a complex process involving a number of different stakeholders. Nonetheless, functional and operational cooperation can be achieved if a strong mechanism for coordination and management exists, together with a body entrusted specifically with the task of acting as a focal point for management of all mine action related activities. The RMAOs have served to fulfil this role. Further, as they are situated within the District Secretariat they have been able to function effectively as a link between the government and implementing agencies.
- Developing staff capacity and gradually reducing the presence of expatriate staff has not only served to empower local staff, but also created the foundation towards facilitating national ownership of the entire mechanism.
- The setting up of the NMAC has served as the foundation for providing legitimacy and institutionalization of the management of mine action activities. It is also an explicit acknowledgement on the part of the government that its leadership and commitment is required for the overall success of the National Mine Action Programme in Sri Lanka.
- The village monitoring committees that are being piloted in the district of Vavuniya point to an innovation that allows for greater community empowerment and ownership in the mine action process.

10.0 Conclusions on Outcome 7

10.1 Transition Recovery Programme (TRP)

TRP interventions are on track in terms of achieving the outcome of “securing increased equity in socio-economic opportunities and services for conflict affected communities and IDPs.” However, it cannot conclusively be stated that this outcome will be achieved by 2012.

During this project cycle, the war in Sri Lanka reached its climax, before the government forces defeated the LTTE. As a result of the final stages of the war, an unprecedented number of IDPs were forced into an ever shrinking piece of territory, before being released into government areas where they were later housed in camps. The destruction left by the war was also unprecedented; and in many areas, the war left no discernible traces of

habitation or infrastructure. Resettlement and rebuilding the lives of these communities became the number one priority of the government as well as aid agencies, but the magnitude of destruction has been a massive challenge.

This scenario, coupled with the existence of several different phases of return and resettlement in the North and East, makes the situation an extremely complex one. Therefore, progress toward the outcome is at distinctly different stages in different areas.

“Old case load of IDPs” and conflict affected people, particularly in the East, who were targeted by recovery programmes have been able to achieve a degree of stability. Nevertheless, several pockets of vulnerabilities continue to exist. Coverage was repeatedly noted as an issue and assistance has therefore at best been at a subsistence level.

One of the most significant contributions made by UNDP has been its ability to ***evolve and adapt to the changing context***. TRP contains a gamut of multi-sectoral interventions, which either stand-alone or collectively initiate the positive changes that people expect after a long period of suffering and instability. Its livelihood component in particular, coupled with infrastructure development has benefited returnees greatly. As evident from the cases referred to in earlier sections, UNDP interventions have been able to make a breakthrough, for subsequent and much larger interventions to build on. Therefore, the contributions UNDP has made and is making for the crisis-affected communities and IDPs to achieve equity in socio-economic opportunities and services is significant.

Furthermore, wherever sustained and integrated support has been provided over a longer period of time, either by UNDP through its TP and TRP programmes or other agencies, there are visible signs that point to the achievement of the outcome. Taken as a whole, however, the North and East have a long way yet before reaching the outcome as measured by the outcome indicators. In the future, UNDP would need to efficiently catalyze all links created with communities, the government, the private sector as well as development partners in order to optimize impact.

10.2 Support to Mine Action Project

The SMAP through effective coordination has set the foundation for resettlement of an unprecedented number of families in the Northern Province during the period under evaluation.

Between 2009 and 2011, the project has facilitated the near completion (over 90%) of resettlement of IDPs who were displaced during the final stages of the war. Further, the process of return for old case load IDPs, including the Muslims of the Vanni region and the IDPs of the High Security Zones in Jaffna have also been facilitated. In addition, with the clearing of agricultural lands and areas dense in socio-economic infrastructure, families have also been able to restart their livelihoods and with it the process of normalization. As

such, it can be concluded that the project is the first step toward reaching the goal of CPAP Outcome 7.

In terms of future direction, the project will continue to be relevant as communities begin moving from the recovery stages toward development. The project has already contributed to facilitating national development priorities including the reinstating of large scale infrastructure such as roads, railway and power lines.

Another important output of the project has been the capacity building of national staff and institutions. The setting up of RMAOs, and more recently the NMAC have been milestones in terms of creating national ownership of the programme. However, true ownership can be built only if and when a stronger fiscal commitment from the government can be achieved and the government empowers the NMAC (which in turn devolves authority on the RMAOs) to function on its behalf.

11.0 Overall Recommendations

It is worthy of reiteration at this point that the TRP program has adapted and evolved rapidly to accommodate the changes that took place in the country between 2009 and 2011. Following the end of the war, TRP was once again faced with the task of addressing early recovery needs in many areas. In other areas, where there has been relative stability, particularly in the East, TRP began laying the foundation for a transition into development. As such, the Programme has managed to address a diverse set of needs within its overall framework. This indeed has been one of its strongest features.

In the future, programming will move increasingly toward a development-oriented phase in tune with the country's overall outlook. Within this context, UNDP will be faced with the renewed challenge of ensuring that marginalized communities are able to benefit from the post-war dividend and not return to a state of vulnerability. The following recommendations will focus on these forward-looking aspects in order for the Programme to remain relevant and ensure that any development achieved is inclusive and equitable.

11.1 Transition Recovery Programme

- With long running programmes such as TRP, and its precursor the TP, there is a need to conduct comprehensive assessments into the impact their interventions, and to regularize post-project impact assessments at the sub-project level. In this regard, UNDP would need to strengthen its overall technical capacity on outcome/impact M&E and reporting (Results Based Reporting) in order to better measure and communicate and share its achievements with different stakeholders particularly donors and the government.
- While there is widespread consensus that the overall programming direction should move from recovery toward development, steps need to be taken to ensure gaps that

still exist in a number of areas are met through effective partnering and efficient use of resources.

- Recognizing that the situations in the North and East are changing, and that these districts are opening up to out-of-district markets, UNDP should incorporate the conduct of thorough market analysis' before venturing into future livelihood and micro enterprise development activities. In the future and as communities move from relief to recovery to development environments, the focus should be on equipping communities to partner with the private sector; as such, value addition, quality control and supply chain management are key areas that should be improved.
- While the DIM modality adopted by TRP was useful for ensuring effective delivery of recovery assistance over the past few years, UNDP would need to increasingly phase-out the 'direct' nature of its interventions, and instead consolidate the strengths of a programme such as TRP within national policy planning frameworks and local service delivery mechanisms. Stronger and more systematised information sharing mechanisms need to be established within and amongst UN agencies and other development partners as well as international and national NGOs in order to maximise the impact of efforts and ensure more efficient use of limited financial resources. UNDP has an important role to play in terms of catalysing such linkages.
- Despite various socio-political challenges, UNDP needs to continue to emphasise on programme elements that facilitate increased levels of inter - community exchanges in view of the increased segregation during the past three decades. Such programs need to mobilize education institutions, government bodies, political parties as well as religious and cultural organizations.
- Every effort to mainstream gender concerns should be maintained, as significant disparities continue to be observable in the North and East with regard to economic opportunity and social organisation.

11.2 Support to Mine Action Project

- A thorough assessment of the scope of the mine problem and corresponding capacities required to address the same, including the capacities in hand and gaps to be met, needs to be completed, prior to commencement of a potential phase out.
- Continue efforts to facilitate enhanced government ownership and minimize reliance on external funding. In this regard, it is advisable to clearly identify the fiscal implications of a phase out as early as possible in order to allow for a shift from donor funding to national funding.
- Initiate the development of indicators to allow for more transparent and strategic prioritization processes for all activities beyond resettlement.
- Document the economic as well as psychosocial impacts that the clearing of minefields has had on the communities that have been resettled, thereby relating the outputs of the Support to Mine Action Project directly to CPAP Outcome 7
- Consider prospects of a consolidation phase as requested by the government for another 3 years (until the end 2015) so that the government mechanism could take over the ownership of the mine action sector with enhanced capacities.

12.0 Acknowledgements

Excellent cooperation and support received from the following in many ways is greatly appreciated and acknowledged by the Evaluation Team in accomplishing the assignment.

- UNDP staff from the Country Office and Field Offices in the Districts of Ampara, Jaffna, Mannar, Trincomalee and Vavuniya.
- The District Secretaries / Government Agents of Ampara, Jaffna, Mannar, Trincomalee and Vavuniya Districts, Divisional Secretaries and officers attached to their offices, Officers of the Departments of Agriculture, Agrarian Services and Rural Development Officers of the Provincial Administration.
- Office bearers of Community Based Organizations including Women's Rural Development Societies and partner NGOs in the Districts of Ampara, Jaffna, Mannar, Trincomalee and Vavuniya.
- Participants of Focus Group Discussions and respondents to the questionnaire from the villages of Pokurugama and Majeedpuram of Ampara District, Suthanthirapuram and Mandaitheevu of Jaffna District, Puthukudirruppu, Puthukamamam and Siruthoppu of Mannar District, Azath Nagar and Pattithidal of Trincomalee District and Menik farm relocation village of Vavuniya District.
- Participants of one-on-one interviews / Key Informant Interviews, including Government Officials, Donors, Partners and UNDP National and Field Staff.
- The research Team who assisted in field work, documentation, data entry and analysis

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