Mid-term Review of the 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (ECAC)

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Abbreviations

CSO- Civil Society Organizations

ECAC- Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka

HSTF- Human Security Trust Fund

GA – Government Agent

GoSL- Government of Sri Lanka

IDP- Internally Displaced Person/s

ILO-International Labour Organization

LGA- Local Government authorities

M&E- Monitoring and Evaluation

MTR- Mid Term Review

NGO- Non-Governmental Organization

PO- Partner Organization

UNDP-United Nations Development Programme

UNICEF-UN Children's Fund

VT- Vocational Training

DS- Divisional Secretary

RDO- Rural Development Officer

CRPO- Child Rights Promotion Officer

Executive Summary

- 1. The Integrated Program for empowering Conflict Affected Communities in North East Sri Lanka (ECAC) had a solid reputation and was well regarded among all stakeholders interviewed in the course of the Mid Term Review that covered the Vavuniya and Batticaloa Districts. The ECAC program is more advanced and running relatively smoothly in Batticaloa District. This is in large part due to the fact that Batticaloa in the Eastern Province saw the end of armed conflict almost two years before Vavuniya district in the Northern Province, and the recovery phase is more advanced into the development phase in Batticaloa, although there are pockets of need in areas where social indicators and civil society capacities are relatively weak and protection needs high.
- 2. ECAC which prioritizes a human security approach to recovery and development had generated new networks and synergies among beneficiaries, partners, local government institutions and service providers, NGOs and CSOs and opened new spaces for information and knowledge sharing on protection and rights based development. This in turn has aided beneficiary, family and social empowerment and trust building and helped create a sense of security, particularly for women and children, which is visible where inter-agency coordination and partnership with GoSL is strong as expressed by state officials and partners.
- 3. There is good coverage of vulnerable communities from the different ethno-religious communities in both districts, which serves to promote social integration and harmony in a fragile post-war context, and a good balance and distribution in terms of partnerships with State agencies and civil society groups (CBOs and NGOs), that is generating a wide protection structure and awareness of human security issues and needs in line with HSTF objectives of a bottom up and top down programme approach by working directly with beneficiaries, CSOs, local government authorities and service providers.
- 4. The UNDP project of computerizing the District Registries to provide beneficiaries with essential documentation throughout the North-East conflict affected region is a highly valuable exercise that being these two project dimensions together and seems to demonstrate forward thinking for project sustainability and a good exit strategy. There was a request for similar assistance from UNDP by LGA stakeholders to computerise and modernize the land registry in Vavuniya as land disputes are high as IDPs return and the land registry books are old and falling apart.
- 5. As the recovery phase draws to an end and longer-term sustainable development and needs for livelihoods become apparent a clear focus on *poverty alleviation*, savings, loans and micro-credit schemes for small group enterprises would need to be prioritized and programs and funds provided and targeted for poverty alleviation among beneficiary communities.
- 6. The extension of the HSTF program to Kilinochchi and Mullaitheevu districts beyond the original two indicates flexibility and responsiveness to a changing transitional context; where HSTF has helped bridge a protection and recovery gap. At the same time, in Vavuniya where the transition from recovery to development is less advanced and needs are high (and IDPs would be moving to Kilinochchi and Mullaitheevu),

program co-ordination and the Vavuniya team requires strengthening for improved results.

- 7. Currently inter-agency coordination is best at the level of individual beneficiaries who have recorded heartening success stories of personal and family empowerment as a result of assistance from the three UN agencies, while joint programming may require strengthening at district level though integrated program design in consultation with partners, as well as development of an integrated beneficiary identification and M&E framework. One of the apparent constraints to joint programming at district level is that staffs work on multiple programs and are not attached only to HSTF-ECAC project, except in case of the ILO program which has dedicated staff. In the context rebalancing of human resources between Batticaloa, Colombo and Vavuniya, as well as, more concerted support from Colombo to Vavuniya programs may be appropriate.
- 8. Likewise, training of program partners, both govt and non-state actors in M&E and managing for results is a priority, both for ECAC program strengthening, as well as, for partner capacity building.
- 9. Going forward it would be important to ensure knowledge management, including sustaining, retaining and expanding the new knowledge and networks generated within partner organizations; both local governance institutions and service provides, as well as CSOs working with beneficiary communities by working out a ECAC program exit strategy that provides for capacity building of partner organizations, particularly in programme reporting M&E for results based management.
- 10. A district level platform for protection and poverty alleviation via livelihoods in Vavuniya that builds on the existing HSTF program and inter-agency collaboration and extends to Kilinochchi and Mullaitheevu may well maximize strategic impacts and spaces for empowerment though livelihoods generated thus far. Such a platform could be achieved by partnering with the Samurdhi/ Divineguma program in livelihood projects.

INTRODUCTION

In May 2009 the 30 year long armed conflict that had impacted the socio-economic fabric of society and governance structures in Northeast Sri Lanka and resulted in significant population displacement ended with the defeat of the secessionist Liberation Tigers of Tamil Eelam (LTTE), by the Government of Sri Lanka (GoSL). The end of armed conflict marked a critical turning point in Sri Lanka's history and necessitated a period of focused attention on rebuilding and empowering conflict affected areas and communities, while supporting those most affected to re-start their livelihoods. As is common in most countries, women and children were the worst affected, with their extreme vulnerability being a manifestation of a lack of adequate protection against violence, discrimination, exploitation and child labour, as well as, an inability to claim social and economic opportunities.

Since October 2010, the United Nations Trust Fund for Human Security (HSTF) has been supporting the three year (2010-2013) "Integrated Programme for Empowering Conflict Affected Communities to Rebuild Their Lives in North and East Sri Lanka (ECAC)" jointly implemented through ILO, UNDP, and UNICEF. This joint effort focused initially on Vavuniya and Batticaloa districts and ensures that synergies and complementarities between the three agencies are realized to increase the impact in target communities and provide comprehensive support to the most vulnerable. UNDP is the Administrative Agency for the ECAC and responsible for overall coordination.

By bringing UNICEF, UNDP and ILO together under one umbrella, the programme aims to achieve greater effectiveness through more coordinated planning, harmonization of activities and realisation of synergies in line with the Paris Declaration on Aid Effectiveness and the UN reform or One UN agenda. The project is closely aligned to the current priorities of the UN system and the national government. Most recently, the latter have been articulated in the Early Recovery Strategy for the East approved by the Government of Sri Lanka in December 2009 and the Northern Spring two year plan for Northern development.

By adopting a human security approach the programme aimed to ensure a comprehensive early recovery response by the United Nations to address vulnerabilities faced by women and children in formerly conflict affected Districts. The aim of this project is to ensure a comprehensive early recovery response by the UN to address vulnerabilities faced by women and children in Batticaloa and Vavuniya, two of the worst affected districts, and subsequently, following demining and return of IDPs the program was extended to Kilinochchi and Mullaitheevu districts were human security needs are high at this time.

In addition to focus on women and children's recovery needs the programme's focus is on strengthening the local institutions and services for vulnerable people and communities, to help them to feel safe while at the same time working with them to ensure they can stand on their own -- through accessing services and building sustainable livelihoods

Scope and Objectives of the Mid-Term Review (MTR)

The mid-term review covered the outputs, impacts, relevance, performance and sustainability of the project from October 2010 to June 2012 in the Batticaloa and Vavuniya districts, taking into account the existing socio-economic and governance context upon the programmes and the implementation modality. The MTR did not cover the Kilinochchi and Mullaitheevu districts where the UNDP and UNICEF programs under HSTF are being extended.

The current review takes into account social, political, economic, demographic and institutional factors, both internal and external, that have bearing on the project's results (positive and negative), including how and why such results were generated, and the sustainability of the project impacts.

It seeks to identify achievements, constraints, best practices and lessons learned and provide forward looking recommendations for how efficiency, relevance and effectiveness can be strengthened for the final year.

In particular the review assessed:

- 1. *Output* the relevance of and progress made in terms of the project outputs;
- 2. The Human Security approach- How far has human security been promoted
- 3. *Impact of a 'joint programming' approach* how has the joint programme approach impacted on agency links and coordination, and how did this affect the results
- 4. How the special needs of vulnerable women and children have been understood and addressed?
- 5. Whether the outputs can be credibly linked to the achievement of specific objectives?
- 6. Sustainability would project objectives will be reached and maintained after the completion of this project?

While taking stock of program achievements and opportunities, the MTR is forward-looking in order to inform and enhance the second half of the project. The following Cross Cutting Issues were given consideration: (i) Gender, (ii) A rights-based approach to programming, (iii) Do No Harm and sensitivity to conflict and fragility and (iv) Accountability, monitoring, evaluation and learning.

Methodology of the Mid Term Review

The MTR was structured in three phases

- 1. Document review, interviews with head office (Colombo) staff, preparation for field work and inception report,
- 2: Field visits to Batticaloa and Vavuniya to assess output and impacts
- 3: Presentation of findings, report preparation and finalization

The output and impact analysis is based on assessment of the log frame including project objectives, output indicators, activity reports and field visits, including interviews and focus group discussions with key stakeholders and beneficiaries in the districts. Interviews were conducted with field program staff, the staff from GA's office and relevant local authorities, service providers and line ministry staff, as well as, with program beneficiaries. Interviews

and focus group discussions were held with program beneficiaries as well as partner organizations (POs) of the three main project activities.

- 1) Access to Justice UNDP
- 2) Children and integration UNICEF
- 3) Livelihoods ILO

Field work consisted of:

- (1) Semi Structured Interviews with Key Stakeholders Government Officers, UNDP staff, Partner Organizations and beneficiaries,
- (2) Focused Group Discussions (FGDs) based on OECD-DAC Criteria with different stakeholder groups such as Beneficiaries (Legal aid services, documentation mobile clinics, community awareness and gender based violence),
- (3) Partner Organizations (NGOs) and Local Level Government Officers.

Mid-term Review Analysis Outputs, impacts, implementation of human security approach, joint programming and targeting of women and children

According to the proposal, the Project's Human Security Goal was that 'By the end of 2012, the social well-being and human security of conflict affected communities in the North and East is strengthened and expanded in accordance with national goals'.

Under this goal, interventions are aimed at achieving the two specific objectives:

Objective 1 - By 2012 communities and individuals, especially women, children, IDPs and returnees, in Vavuniya and Batticaloa districts have greater access to legal support and child protection services

Objective 2 - By 2012 communities and individuals, especially women, children, IDPs and returnees, in Vavuniya and Batticaloa districts have greater access to family/social support networks and livelihood programmes.

Group	Mechanism	Estimated Number
Children affected by armed	Through the children's clubs	10,000
conflict		
Families with children at risk	Through the Child Protection	1,000
	Committees	
People lacking basic essential	Documentation clinics	20,000
documentation		
Conflict affected and	Legal Aid and paralegal	2,000
vulnerable people in need of	services	
legal advice and	services (note that a recent	
representation	UNDP review found that	
	close to 70% of legal aid	
	clients were women)	
Women and children in need	Vocational training and	1,000
of livelihood support	business development	
	support	

Beneficiaries to be reached

Output Analysis

According to the project logical framework Matrix there were 6 key project outputs with a number of project indicators and activities specified.

Output 1: Village heads, women community leaders and CBOs in Vavuniya, Batticaloa, Kilinochchi and Mullaitheevu districts would be better able to advise community members on accessing protection and justice sector services for common grievances. A number of activities were specified including: conduct training with Grama Nilhadaris Village Heads and Women Community Leaders on how to advise community members on accessing protection and justice sector services for common grievances. [GBV, child abuse, access to documentation, land issues etc, training for child protection committees on child rights monitoring and protection mechanisms, scheduled and professional legal aid services at the village level.

Village level child rights and Monitoring Committees (VCRMC) have high relevance to the program objectives of providing child protection services and social support forproblem solving– as witnessed during the MTR field visit FGDs in Batticaloa. Active VCRMCs often support parents of children who would otherwise drop out to complete their school education.

They also sometimes provided space for addressing issues of Gender Based Violence (GBV), including domestic violence, and the security of young girls and women and helped social network building and collective actions to address infrastructure issues like provision of transport, better roads for school children, and for helping families whose children lacked the necessary school supplies etc. which often accounted for the high rate of school dropout.

Value additions would be some sort of infrastructure to aid collective action of the community through the project on a case by case basis (eg. Provision of meeting place or furniture for meeting place)

Lessons Learned: In Vavuniya the head of the WRDs suggested extending GBV training to include and target men. Currently in Vavuniya while WRDS receive training it was suggested the RDS whose members are mainly men may also benefit from GBV training.

Output 2: Legal aid services are available at the village level in Vavuniya, Batticaloa, Kilinochchi and Mullaitheevu through the activity of providing scheduled and professional legal aid services at the village level;

This program Output had very high relevance given the numbers of people who had lost documents and/or were in need of legal assistance for dispute resolution. The legal aid training program witnessed during the MTR was clearly useful and of high relevance to promoting access to justice for communities in a transitional context.

The Pattipalai Divisional Secretary, Ms.Vilvaratnam, was highly appreciative of the UNDP legal aid services and training workshops.

Lessons Learned: As the need for identification documents, marriage, birth and death certificates reduces once the documents have been issued it was felt important to also move on to addressing land issues which is so critically linked with issues of sustainable livelihoods and income generation.

Constraints: difficulties of access given road condition for resource persons travelling to remote areas where legal aid training was provided.

M&E capacity building of partners would strengthen results and systematize the use of data for programming, knowledge retention and management. This need was particularly apparent with regard to the Batticaloa Regional Legal Aid Commission located in the Court premises which also needed considerable infrastructure maintenance work--also to aid restoration of morale working in and requiring services within the legal system.

Output 3: Civil administration and Armed forces in Vavuniya, Batticaloa, Kilinochchi and Mullaitheevu districts are better able to monitor, advocate and enforce child protection standards through Conduct of training for Social workers and probation

officers in child development and child protection, Conduct of regular advocacy forums with regional and local level authorities and armed forces to bring to their attention and highlight trends of child rights violations to increase ownership for civilian protection and activate a response.

With regard to this output the MTR takes note of the comments in the "HSTF Progress Report Format- (01 October 2010- 30 September 2011", regarding the re-establishment of key protection services:

"As part of supporting and strengthening administrative divisions in the Northern and Eastern Provinces, particularly the Department of Probation and Child Care Services (DPCC), UNICEF supported capacity building of 50 Child Rights Promoting Officers (CRPO) at district level to strengthen their capacity and also their technical knowledge and skills. Often all these officers are graduates but not from a social science field, they come from all disciplines such as physics and geography. Their capacity to understand family and community dynamics is very limited. They have learnt on the job, but no focused capacity building has been offered so far. This has resulted in their substandard quality of service delivery for vulnerable families and children. In addition to this, their assessment tools used to identify and classify family vulnerability fail to capture child protection concerns. CRPOs were trained on strengthening child protection at community level through coaching and mentoring methodology. Regular monitoring and coaching visits were carried out by pool of resource persons and the CRPOs gained field based guidance to improve their work at village and community level."

Constraints: In Batticaloa where preparation for provincial elections is ongoing, politically motivated hiring may be on-going in local civil administration including for CRPO posts.

A review or re-design of the program activities of Output 3 as the transition phase comes to an end and needs on the ground change may be appropriate. Although the currently significant UNICEF protection effort and funds seem targeted at govt. partners, some of the services may not be of quality and use to the most vulnerable. As noted in the above quote from the Progress Report regarding quality of services and in the context of the politicized nature of hiring, many officers may not in fact have the requisite training and skills for the job, including psychosocial support.

Reassessment of the changing needs, priorities, gaps and constraints may be appropriate with a view to increasing direct assistance to beneficiaries; particularly the balance between support to local governance institutions/service providers versus direct assistance to beneficiary communities to help maximize resources and impact as the transition period comes to an end, and more direct material support is necessary for vulnerable children and families. Additionally, M&E training and managing for results could be part of the training and capacity building provided govt. partners.

Output 4: Communities have basic documents (ID cards, birth, death and marriage certificates etc) allowing them to move freely and access to basic services through Activity 6: Conduct Mobile documentation clinics in Vavuniya, Batticaloa, Kilinochchi and Mullaitheevu Districts at the Divisional level

This program had very high relevance given the large numbers of people who have lost documents and the need for legal assistance for dispute resolution. The Pattipalai Divisional

Secretary, Ms. Vilvaratnam, was highly appreciative of the mobile clinics and indicated a continuing need for such programs and the mobile clinics that reached communities in remote areas. Beneficiaries also commented that the mobile clinics provided the added service of a referral service to address other concerns.

Lessons learned: This program was uniformly praised by Government partners (DS and GN) and by beneficiaries because it had an excellent sustainability and exit strategy since the ID system was being computerized for the entire northeast.

Going forward it was suggested that as the personal identity documentation needs are met and the recovery phase gives way to development needs, a greater focus on land/livelihood documentation issues may be appropriate given the number and complexity of land disputes.

Output 5: Reintegration support provided for children leaving armed groups and returning to their communities through Activity 7: Psychosocial support to children leaving armed groups and their families and Activity 8: Needs identification and referral of children to relevant service providers (e.g. education, skill training, health services, etc).

This program is part of and continues the important work of capacity building in Govt. partners and service providers towards promoting a culture of child rights in areas where children had previously been inducted as combatants by armed groups. However, there may have been an over-supply of child support centers – and inadequate psychosocial assistance. For instance, in Batticaloa, the MTR visited a Child Service Centre one afternoon where there were 7 different officers waiting for clients but no clients/ beneficiaries were present – partly because the centre was not conveniently located.

Information on caseloads were not maintained sufficiently for M&E purposes and programming analysis to determine program direction in the future, although computers were available for this purpose. Human resource capacity building for managing for results of local govt partners/ service providers seems necessary for retaining knowledge in the system.

Lessons Learned: Disabled ex-combatants who had received "mind release" and empowerment counseling combined with ILO livelihood / enterprise development assistance seemed to have benefitted the most. In as least two such beneficiaries the result had been that the ex-combatant or differently abled youth had been able to develop a business and had succeeded in finding a partner and marrying.

As the transition period comes to an end and children return to school, assessment of the changing priorities in re-integration is needed and perhaps more direct material support may be necessary and useful for families and communities at this time. Currently more effort and funds seem targeted at govt. partner capacity development although it is not always clear that the services are actually accessed by the most vulnerable children and parents.

Constraints

Addressing psychosocial needs was not seen to be a priority of GoSL local administration and in the north where needs are high GOSL did not allow NGOs to provide psychosocial support, but this situation may be changing and new spaces may be open for working with POs on training programs.

Output 6: Livelihoods provided for women and children in conflict affected communities through Activity 9: Vocational Guidance and Orientation for women and children; Activity 10: Vocational Training Programmes; and Activity 11: Business startup and continuity support.

Vocational Guidance and Orientation for women and children and VT programs are of high relevance given the number of women headed households in the focus areas and the importance of livelihood support for these women. The reviewer had the opportunity to meet with partner organizations including Miani Technical Institute and Kaviya in Batticaloa. A number of women entrepreneurs who had received training in marketing to develop their enterprises were very appreciative of the ILO assistance.

Several heartening cases of dis-abled ex-combatant youths (men and women)being able to find partners and marry after the receipt of joint support for income generation activities under the HSTF were encountered in the course of the MTR, since having a means of livelihood and income to support a family is important for a young person's marriage prospects. Differently abled ex-combatants and families of ex-combatants who received ILO livelihood assistance had clearly benefited from inter-agency collaboration.

Livelihood assistance in the form of *small group* savings and loans for *microenterprise*, particularly in Manic Farm where there are 6000 IDPs who may only be resettled in mid-2013 would be valuable, in addition to its current caseload through referrals from GoSL and UN partners, a formal partnership with the national poverty alleviation program of Samurdhi and or Divineguma, particularly in Vavuniyamay be appropriate.

Constraints: The GoSL did not permit NGOs in Vavuniya for some time but as the transition situation comes to an end, it may possible to explore working with NGOs on social mobilizing and training for microenterprise in consultation with Samurdhi on small group micro-enterprise projects for beneficiaries since there may be more space to do so at this time as the ground situation stabilizes.

Since needs are high in Vavuniya, strengthening the livelihoods program in the district by rebalancing human resources in the ILO program under HSTF would be appropriate, particularly, as many IDPs /beneficiaries would moving on from Vavuniya to Kilinochchi and Mullaitheevu where the other 2 agencies, UNDP and UNICEF, would continue to work and offer support to vulnerable families.

A review of program quality and strengthening of M&E capacity particularly with a view to enhancing women's empowerment through income generation and microenterprise may be useful to maximize program impacts and funds.

Overview and Implementation of Human Security Approach

The current ECAC program integrates address of protection issues via capacity building for local governance agencies and service providers, with individual and community empowerment in its program logic, activities, outputs and impacts which have generated a wide protection structure and awareness of Rights, needs, and security issues faced particularly by IDPs, women and children in a post-war context in the targeted districts.

New networks and synergies among ECAC beneficiaries, partners, local government service providers, NGOs, and CSOs had generated and opened new spaces for information and knowledge sharing in both districts. This aids beneficiary, family and social empowerment, trust building and helps create a sense of security which is visible where inter-agency coordination and partnership with GoSL is strong as expressed by state officials and partners.

There appeared to be a good balance and distribution in terms of partnerships with State and local governance agencies and service providers, as well as, civil society groups (CBOs and NGOs), that is in line with HSTF objectives to work from top down and bottom up to enable individual and community mobilization and empowerment.

The extension of UNDP and UNICEF programs to Kilinochchi and Mullaitheevu districts beyond the original two districts of Batticaloa and Vavuniya under HSTF indicates flexibility and responsiveness to a changing ground situation and HSTF has helped bridge a gap, since these are regions of high need and areas where IDPs are bring currently re-settled as mines are cleared.

The field visits clearly showed that the program had a solid reputation, was well regarded and had generated awareness on protection issues among both government stakeholders, as well as, beneficiaries almost without exception. There were clear indications of the multi-sectoral human security approach of inter-agency collaboration maximizing protection and recovery among beneficiaries, and there were remarkable personal stories of individual recovery and empowerment particularly of disabled or differently-abled ex-combatants.

UNDP's Documentation Clinics, Legal Aid services and Para-Legal training programs clearly had high utility and were deemed uniformly important by the Government authorities and beneficiaries. UNICEF's Child Rights and Protection services were also clearly relevant in the context of the tendency for children to drop out of school and Children's clubs seemed to be highly appreciated by the child beneficiaries who had become very organised and proactive in some communities.

Three years after the armed conflict in North and East Sri Lanka, while a large number of IDPs and affected people have returned there are still high levels of militarization, insecurity, poverty and vulnerability, particularly in Vavuniya and the human security approach is important as a means of support to vulnerable communities. In Batticaloa there seems to be declining need except in remoter areas where there are pockets of need for the current protection focus and sustainable livelihoods. Going forward in addition to the current protection needs, in Kilinochchi and Mullaitheevu there may be additional shelter protection needs since without homes women and children lack security and are vulnerable and would not be able to engage in income generation activities.

There was also a commitment to "Do No Harm" and conflict sensitive programming and projects were being carried out both among both ethnic communities – Tamils and Muslims under the Human Security Trust Fund in Batticaloa.

Review of the impact of a 'joint programming' approach – how has the joint programme approach impacted on agency links and coordination, and how did this affect the results

For the purposes of the current review it is appropriate to distinguish between inter-agency collaboration and joint programming, with the latter connoting integrated planning, program design, monitoring and reporting at the district level.

The value of inter-agency collaboration is most evident and best at the level of individual beneficiaries and beneficiary families, and has yielded impressive results and personal stories of recovery. Co-ordination for joint programming was less apparent at district and Colombo level.

Currently inter-agency coordination for joint programming needs to be strengthened at district level through district-level program design and an integrated M&E system. District level M&E should prioritize monitoring of the number of beneficiaries who receive from direct assistance from all there agencies. One of the apparent constraints to joint programming and M&E at district level is that staffs are working on multiple programs.

While there is significant inter-agency collaboration at the ground level, particularly between UNICEF and ILO which have an already established collaboration, joint programming in the sense of integrated district level program planning also in consultation with the govt. partners and stakeholders is not evident partly due to human resource constraints, as well as, the fact that the projects under HSTF builds on already existing autonomous program lines.

Inter-agency collaboration has entailed formation of wider social networks and extension of networks to enhance human security and knowledge about the modalities of service provision at local government level for beneficiaries, and PO staff. The services and local/district networks of all three agencies are inter-connected and available via project staff to beneficiaries who would otherwise only have access to the resources of the single UN agency they knew.

There are clear benefits to beneficiaries from the inter-agency collaboration in the districts and the value added results of "joint programming" and coordination for human security is evident at the level of the beneficiary or family which receives assistance from all three agencies. Where this collaboration was evident there was a clear and visible improvement in the lives and livelihoods of beneficiaries.

At the district level there was also some co-ordination on a case by case basis. Staff noted that they had got out of their "silos" and were more networked and hence could offer the beneficiaries more help and better and coordinated services. However, it appeared that the each agency continued to do the work that it had been doing in the past and while individual perspectives of the particular field staff may have broadened, the tendency to carry out working in the old way, in agency silos, was predominant the further on moves upward and outward from the field beneficiary focus. The MTR did not meet the HSTF Colombo staff of ILO and UNICEF.

Co-ordination in Vavuniya district may be strengthened to maximize program results. As noted in the Progress Report (Oct '10-Sept '11), regular meetings among stakeholders at the district would need to be held and coordination and information sharing between Colombo

and districts strengthened. A rebalancing of human resources now more concentrated in Batticaloa, Between Batticaloa, Vavuniya and Colombo, with an experienced program coordinator and monitoring specialist in Vavuniya, would considerably strengthen joint programming and management for results. Strengthening the Vavuniya team would also benefit coordination and linkages with the two new districts – Kilinochchi and Mullaitheevu.

Women and Children focus

Programming clearly had an emphasis on vulnerable women and children and capacity building of communities and national service providers to ensure special service provision to the vulnerable. GBV training, explicit targeting of women, girls and children was carried out.

Clearly in terms of numbers there were more women beneficiaries in ILO projects. The project would be strengthened with a better gender balance in program staff in at the district level and more qualitative analysis of livelihood projects from a gender and business perspective.

GBV training could also be provided to Rural Development Societies in addition to on-going trainings for WRDS.

Monitoring and Evaluation

Many of the programme components and activities of the HSTF program are not stand alone but rather are part of on-going programs, have diffuse outputs and soft program components and hence present a monitoring and evaluation (M&E) challenge. Specifically several UNICEF and UNDP interventions pose a challenge for M&E since some outputs and outcomes are for local institutional capacity strengthening for service provision and knowledge and information services, (eg. the mobile documentation clinics are set up usually within a school or government premises and are then open to the public). However, there are other outputs and activities such as the 20,000 people lacking civil documentation(ID cards, marriage certificates etc.), or cases that had sought legal aid or child protection or number of GBV trainings provided, that are clearly monitorable with gender disaggregated data. On the other hand, ILO program is stand alone and M & E should be easier.

It is clear that the program results would be considerably strengthened by an integrated project database for joint programming and project monitoring at the district level. Establishing a reporting and integrated monitoring framework for tracking of projects output and impacts is a priority particularly in Vavuniya and would maximize program impact, arguably, with knock on benefits for program design in Kilinochchi and Mullaitheevu districts.

It would be useful if the monitoring and reporting system and framework at the district level would be developed to provide info on:

1. Beneficiary/family numbers and lists with the location and dates and types of assistance, preferably gender disaggregated.

2. Program activities, meetings, training, lists with the dates they were convened and the names of people who attended of the various program components and activities including from Partner Organizations.

3. To understand the nature, level and relevance of program collaboration - the number of beneficiaries /families in both districts who had received direct assistance from all three agencies (UNDP, ILO and UNICEF).

Monitoring and Evaluation for Partners

The "ECAC Progress Report (01 October 2010- 30 September 2011)" noted that: "it is challenging to get statistics and updates from the partner agencies in a timely manner and project staff have provided training to Project Officers (POs) on M&E, logical frameworks and project cycle management and POs are in a better position to provide statistics in a timely manner".

While getting statistics and data for the MTR was difficult, it was not evident that M& E training has been provided as reported in the Progress review quoted about to ECAC staff or POs. Clearly both ECAC staff and partner organizations would need training in M&E to strengthen programming and good practice.

M&E capacity building of HSTF staff and partners would also be a priority at this time to strengthen results and systematize the use of data and reporting also as a means of PO institutional capacity building for programming, knowledge retention and management.

In the context, it should be a priority to access expertise to develop an integrated monitoring framework at district level for results based management, especially in a complex project such as ECAC given diversity of outputs, partners and both focussed and diffused beneficiary targets.

While individual stories and case studies show how the collective action of the three agencies has produced results, to understand the impact of collaboration from a larger perspective, it will be necessary to have data and information regarding numbers who have benefited from services provided by the three UN agencies.

Sustainability

Some outputs had clear sustainability plans whereas others were evolving, and developing sustainability plans through joint programming for results and knowledge management and retention of PO should be prioritised.

Capacity building of government institutional partners and service providers and civil society partner organizations on program documentation, monitoring and knowledge management would be important for program sustainability and should be incorporated as part of an exit strategy.

Lessons Learned: Vavuniya IDPs

There is greater need for integrated programming and livelihood support and protection in Vavuniya than in Batticaloa with vulnerability *and poverty* as beneficiary criteria. The latter district saw the end of violence in 2007 whereas, the emergency in Vavuniya continued even after the end of war in May 2009 with the Manik Farm containing over 270,000 IDPs from the last stage of war.

While the majority of these IDPs in Vavuniya have returned to their home districts, there is a continuing situation of IDPs in Manik Farm where more than 6,300 internally displaced persons remain until de-mining is complete in Mullaitheevu and PTK. It would be best to focus on livelihood assistance and micro-finance for these remaining IDPs (as distinct from and in addition to VT) so that they are strengthened to return home and may take the enterprise with them. While UNDP is working in Manik farm and the mid-term review witnessed the handover of a batch of identification papers to beneficiaries who had lost their documents, ILO Manik Farm beneficiaries would benefit from small group micro-enterprises (eg. Curd or milk processing, goats rearing etc.), given their extended displacement.

There are however fewer staff members in Vavuniya to handle the HSTF projects. Women in the project on the ground were also not apparent. A rebalancing of staff and re-focussing on Vavuniya's Manik Farm communities and a clear focus on poverty reduction in the ILO livelihoods strategy may be useful at this time

A district level platform for protection and poverty alleviation via income generation in Vavuniya that builds on the existing HSTF program and inter-agency collaboration and extends to Kilinochchi and Mullaitheevu may help maximize the impacts and spaces for empowerment and poverty alleviation.

Conclusions and Recommendations

- 1. The ECAC program is more advanced, coordinated and running relatively smoothly in Batticaloa district. This may be partly explained by the fact that Batticaloa in the Eastern Province saw the end of armed conflict almost two years before Vavuniya district. Additionally the recovery phase is more advanced into the development phase, although there are pockets of need in areas where social indicators and civil society capacities are relatively weak and protection needs high. In Vavuniya where the transition from recovery to development is less advanced, program co-ordination may require strengthening for improved results.
- 2. New networks and synergies among ECAC beneficiaries, partners, local government service providers, NGOs, and CSOs had generated and opened new spaces for information and knowledge sharing in both districts covered by the MTR. This aids beneficiary, family and social empowerment, trust building and helps create a sense of security which is visible where inter-agency coordination and partnership with GoSL is strong as expressed by state officials and partners.
- 3. There is good coverage of vulnerable communities from the different ethnoreligious communities in both districts, which serves to promote social integration and harmony in a fragile post-war context.
- 4. There appears to be a good balance and distribution in terms of partnerships with State agencies and civil society groups (CBOs and NGOs), that is generating a wide protection structure and awareness of issues and needs in line with HSTF objectives.

- 5. The UNDP project of computerizing the District Registries throughout the northeast conflict affected region is a highly valuable exercise and seems to demonstrate forward thinking for project sustainability and a good exit strategy. This project was highly appreciated by govt. stakeholders and there was an additional request from the Govt. Agent of Vavuniya for UNDP to help computerize the land registry given the fact that the record books are very old and some are falling apart. Given the increased number of land disputes as IDPs return, assistance with land related dispute resolution to promote agrarian livelihoods, including workshops and for the Land Kachcheri system assistance from UNDP was suggested,
- 6. As the recovery phase draws to an end and longer-term sustainable development and needs for livelihoods become apparent a clear focus on poverty alleviation, savings, loans and micro-credit schemes for group enterprises would need to be prioritized and such programs and funds provided for poverty alleviation among beneficiary communities, particularly those IDPs remaining at Manik Farm (approx.6,000).. This would be also in line with the rational of extending the ECAC program to Kilinochichi and Mullaitheevu districts.
- 7. Currently inter-agency coordination and joint programming is best at the level of individual beneficiaries, and may be strengthened at district level through development of an integrated beneficiary identification and M&E framework. One of the apparent constraints to joint programming and M&E at district level is that staffs are working on multiple programs and are not attached only to HSTF. To improve joint programming at district level, an ECAC district level program design and planning workshop is recommended. To maximize program outputs and impacts strengthening project reporting, monitoring and evaluation at the district and divisional level is a high priority at this time, also in the context of the availability of sparse baseline data. To this end M&E training for all ECAC program staff would be important.
- 8. While inter-agency coordination, particularly between UNICEF and ILO is strong particularly with regard to beneficiary selection, joint programming may be strengthened at the district level with an integrated program plan, particularly needed for Vavuniya. The project would be significantly strengthened if more human resources and an experienced coordinator with M & E skills were deployed to support programming in Vavuniya
- 9. Training of Partners organizations in M&E is a priority for program strengthening, as well as, for partner capacity building for results based management and as part of a program exit strategy to consolidate learning within partner institutions and organisations.
- 10. Currently GBV training in Vavuniya District targets women and women's groups via WRDS but should pro-actively include men in RDS as well as women since alcoholism and domestic violence seems to be a widespread problem. Gender balance of in HSTF staff in the districts is also important in this context.

- 11. ILO and UNICEF program reporting including beneficiary lists with dates when the assistance was provided are important for M & E and would need to be provided for the final evaluation so that beneficiary interviews may be done on the basis of random sampling. A financial review of ILO programs with a view to rationalizing and strengthening focus on Vavuniya where livelihood needs are high is recommended.
- 12. While inter-agency coordination, particularly between UNICEF and ILO is strong particularly with regard to beneficiary selection, joint programming may be strengthened at the district level with an integrated program plan for Vavuniya. The project would be significantly strengthened if more human resources and an experienced coordinator with M & E skills were deployed to support Vavuniya.
- 13. A rebalancing of human resources between Vavuniya and Batticaloa, to meet the greater needs in Vavuniya, as well as, more concerted support from Colombo to Vavuniya Programs including development of a joint program plan that has a clear focus on poverty alleviation as the basis for livelihood support for that district may be appropriate.
- 14. The extension of the HSTF program to Kilinochchi and Mullaitheevu districts beyond the original two indicates flexibility and responsiveness to a changing transitional context where HSTF has helped bridge a gap. It would be important to have joint-progamming and M&E capacity at the district level to maximize results
- 15. A district level platform for protection and poverty alleviation via income generation in Vavuniya that builds on the existing HSTF program and interagency collaboration and extends to Kilinochchi and Mullaitheevu may well maximize the strategic impacts and spaces for empowerment and poverty alleviation. Such a platform could be achieved by partnering with Samurdhi programs in livelihood projects.



RECRUITMENT OF NATIONAL CONSULTANT

Mid-term Review of 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (UDP-AS-09-078)

The United Nations Trust Fund for Human Security is supporting the three year (2010-2013) Integrated Programme for Empowering Conflict Affected Communities to Rebuild Their Lives in North and East Sri Lanka (ECAC) jointly through ILO, UNDP, and UNICEF. This joint effort focuses on Vavuniya and Batticaloa districts and ensures that synergies and complementarities between the three agencies are realized to increase the impact in target communities. UNDP is the Administrative Agency for the ECAC and responsible for overall coordination.

UNDP, as the Administrative Agency, is looking to contract an Independent Consultant, an Evaluation Specialist, to undertake the Mid-Term Review of this joint project.

To this effect, the United Nations Development Programme in Sri Lanka invites qualified and eligible local/national consultants to submit applications. The profile of the Evaluation Specialist is given in the detailed Terms of Reference (TOR) attached herewith below and also contains all information related to the position, functions & key results expected, competencies, qualifications along with other application requirements.

All applications must be clearly marked withon the top left corner of the application. The *deadline* for submission of applications is **dd/mm/yy**. Email applications will not be entertained.

Head of Procurement United Nations Development Programme 202-204, BauddhalokaMawatha Colombo 07 Sri Lanka.

UNDP reserves the right to accept or reject any application. The procurement process will be governed by the rules and regulations of the United Nations Development Programme (UNDP).

I. Position Information

Job Title: Evaluation Specialist Reports to: Head, Governance Cluster/UNDP Duty Station: Colombo with travel to outstations Application Deadline: dd/mm/yy Type of Contract: Individual Contract

A. BACKGROUND

Language required: English Expected Duration of Assignment: 1 month

The Integrated Programme for Empowering Conflict Affected Communities to Rebuild Their Lives in North and East Sri Lanka (ECAC) is a joint programme implemented by ILO, UNDP, and UNICEF (2010-2013) and funded by the UN Human Security Trust Fund. The programme initially focused on

Vavuniya and Batticaloa districts, and was later extended to include parts of Kilinochchi and Mullaitivu also.

Through adopting a human security approach, the programme aims to ensure a comprehensive early recovery response by the UN to address vulnerabilities faced by women and children in formerly conflict affected Districts. The programme's focus is on strengthening the institutions that can protect these people and help them to feel safe while at the same time working with them to ensure they can stand on their own – accessing services and building sustainable livelihoods.

By bringing UNICEF, UNDP and ILO together under one umbrella, the programme aims to achieve greater effectiveness through more coordinated planning, harmonization of activities and realisation of synergies.

UNDP is the Administrative Agency for the ECAC and responsible for overall coordination. The agencies work closely with a range of partners at the Colombo and District level, including line Ministries, District Secretariats, Probation Officers, Legal Aid Providers, the Registrar General and NGOs.

Outputs to be evaluated and their indicators

Specific Objectives:

1) By 2012 communities and individuals, especially women, children, IDPs and returnees, in Vavuniya and Batticaloa districts have greater access to legal support and child protection services

Output 1: Village heads, women community leaders and CBOs in Vavuniya and Batticaloa are better able to advise community members on accessing protection and justice sector services for common grievances.

- **a**) *#* of villages with paralegal services in place and focusing on needs of women and children
- **b)** *#* of villages with legal literacy programmes in place and focusing on needs of women and children

Output 2: Legal aid services are available at the village level in Vavuniya and Batticaloa.

a) # of clients to legal aid offices and legal aid clinics Frequency with which legal aid clinics are organised in priority Divisions

Output 3: Civil administration and Armed forces in Vavuniya and Batticaloa are better able to monitor, advocate and enforce child protection standards.

- **a**) *#* of children assisted at community level through probation officers
- **b**) *#* of children assisted at community level through child friendly activities
- 2) By 2012 communities and individuals, especially women, children, IDPs and returnees, in Vavuniya and Batticaloa districts have greater access to family/social support networks and livelihood programmes

Output 4: Communities have basic documents (ID cards, birth, death and marriage certificates etc) allowing them to move freely and access to basic services.

a) *#* of people issued with basic documents through services supported by project

Output 5: Reintegration support provided for children leaving armed groups and returning to their communities.

a) # of children provided with reunification support (education, vocational training, psychosocial support)

Output 6: Livelihoods provided for women and children in conflict affected communities

a) # of people who pass through vocational training programmes and are gainfully employed or employed in family enterprises after six months.

B. SCOPE AND OBJECTIVES

The mid-term review will review the performance of the project from October 2010 toJune 2012, identify achievements, constraints, best practices and lessons learned and provide forward looking recommendations for how efficiency, relevance and effectiveness can be strengthened for the final year.

In particular the review should include an:

- 7. Output Analysis the relevance of and progress made in terms of the project outputs;
- 8. Assessment of the Human Security approach- How far has human security been promoted
- 9. *Review of the impact of a 'joint programming' approach* how has the joint programme approach impacted on agency links and coordination, and how did this affect the results
- 10. Review of how the special needs of vulnerable women and children have been understood and addressed?
- 11. Whether the outputs can be credibly linked to the achievement of specific objectives?
- 12. Can it be ensured that the objectives will be reached and maintained after the completion of this project?

C. EXPECTED OUTPUT OF THE MID-TERM REVIEW

Work for this review will occur in three phases, and the <u>Evaluation Specialist</u> will be expected to perform the following tasks;

Phase 1: Document Review, Preparation for Field Work, Refinement of Review Design

Phase 2: Field Work

Phase 3: Presentation of Findings, Report Preparation and Finalization

Key Outputs of the Evaluation Specialist

The Evaluation Specialist will work for the achievement of the following outputs.

Key outputs by phase of work will include:

Phase 1:

• Inception Report including the review design, methodology, and review work plan.

Phase 2:

- Detailed list of additional documents or other information requirements
- Consolidated data set from field visits and key informant interviews
- Presentation of initial findings

Phase 3:

- Presentation of findings
- Draft review report
- Final review report

The mid-term review report should at a minimum include the following contents:

- Executive summary of the review
- Introduction
- Description of the review methodology
- Review (Analysis of outputs, implementation of human security approach, joint programming and targeting of women and children)
- Key findings (achievements, constraints, etc), including lessons learned and best practices
- Conclusions and Recommendations
- Annexes: ToR, work plan, charts, field visit reports, lists of officials/beneficiaries consulted, documents reviewed, etc.

D. TIME FRAME

The review will commence On 1 July 2012, and will be for the duration of 1 month. The final implementation plan for the review will be determined in concert with UNDP Sri Lanka at the beginning of the consultancy, but it is expected that the final Review Report should be delivered by 1 August 2012.

E. RESPONSIBILITIES

Responsibilities and Qualifications of the *Evaluation Specialist*:

a) Responsibilities

The Evaluation Specialist will have overall responsibility for the quality and timely submission of the final review report to UNDP. Specifically he/she will perform the following tasks:

- Manage the review;
- Design the detailed review scope, methodology and approach;
- Conduct the output review in accordance with the proposed objective and scope of the review;
- Prepare and present a briefing to ILO, UNDP and UNICEF and other interested parties on initial findings
- Draft and communicate the review report;
- Finalize the evaluation report in English, based on feedback received, and submit it to UNDP.

b) Qualifications

- Higher education in Law, Development Studies, Sociology or related field;
- Minimum 10 years of professional experience, including experience in evaluation;
- Good understanding of how development assistance works in Sri Lanka;
- Extensive knowledge of result-based management evaluation, as well as participatory monitoring and evaluation methodologies and approaches;
- Demonstrated analytical, communication and report writing skills;
- Excellent interviewing skills, including at high levels;
- Interpersonal communications skills to work with target group representatives
- Sound knowledge and understanding of gender and conflict sensitivity, and social inclusion; and
- Fluency in written and spoken English. Knowledge of Sinhala and/or Tamil essential.

F. How to Apply

Interested and qualified Sri Lankan individual consultants must specify the role to which they are applying and <u>must upload</u> the following documents/ information to demonstrate their qualifications through the e-recruitment site located at <u>http://apps.hsenid.lk/Recruitment/Vacancies.aspx</u> :

- CV and support documents to show as proof on qualifications and including at least 3 similar work related references
- Contact numbers of two non-related referees.
- Detailed financial proposal in Sri Lankan Rupees (LKR) with a clear indication of all inclusive (to include consultancy fee/honorarium/any other costs but excluding the travel/transport cost)

Please duly fill the relevant financial model below and upload separately to the e-recruitment model

Evaluation Specialist Fees per day	LKR;
	(in words;

Note: Payments are based upon output, i.e. upon delivery of the services specified in the TOR. The applicant must factor in all possible costs in the Lump Sum fee. The UNDP will pay Daily Subsistence Allowance (DSA) and the travel cost for any travel related to this evaluation. No other costs other than what has been quoted as Lump Sum rate will be reimbursed.

G. Deadline for Submission 2.00pm dd/mm/yy

ANNEX 2 EVALUATION FIELD VISIT SCHEDULE AND INTERVIEWS

BATTI CALOA PROGRAM FOR EVALUATION OF THE HSTF PROJECT 19th July.

Arrival in Batticaloa

- Meeting with UN Team of HSTF Project at UNICEF
- Meeting with GA/AGA (since it is nomination closing date and a day for famous temple festival in Batti, availability to be discussed)
- Meeting with District Chamber(if above meeting is not possible)

20th July.

- Meet DS Eravur Pattu with CRPO and other officers at Social care Centre-Chenkalady
- Meet DS KoralaiPattu with CRPO, RDO and Addl. Dist. Registrar at KPC Secretariat
- Visit to Jeyanthiyaya Community and Emergency assistance beneficiaries
- Visit to individual beneficiaries in Chenkalady
- Meeting with Chief Magistrate

21st July.

- Visit to Vellavely Division
- Meeting VCRMC members
- Visit to individual beneficiaries in Vellavely
- Visit to Paddipalai Division
- Meeting Children's club
- Debriefing with UN Team

Prepared by: R. Sivapragasam, NPC, ILO, Nimalan Selvarajah- CPO, Unicef, Saranga De Silva- PM, UNDP

ITINERARY FOR THE EVALUATION CONSULTANT OF HSTF PROJECT - VAVUNIYA DISTRICT 23rd July 2012

- Joint meeting with UN Team of HSTF Project and the Consultant at ILO or UNICEF Office in Vavuniya
- Meeting with Chief Civil Administrator (Divisional Secretary) Chettikulam
- Consultant to observe an event of 'Distribution of identification documents' to Manicfarm IDPs who lost vital documents
- Visiting HSTF beneficiaries in the division and Manicfarm (Rehabilitated Ex child combatants)
- Visit to Vocational Training center in the division
- Meeting with the Chief Civil Administrator (DS) Vavuniya
- Meeting with the District Registrar for Documents

24th July 2012

- Meeting with District child Probation Officer in Vavuniya
- Visit VT center in Vavuniya
- Visiting individual beneficiaries (including ex-child combatants) in Vavuniya and Nedunkerny DS Divisions
- Debriefing of the Consultant with UN Team

Prepared by: Arul- ILO, Vavuniya, Ziyath- UNDP A2J, Vavuniya, Deen-UNICEF, Vavuniya

Partner and Beneficiary Meetings (Batticaloa)

Divisional Secretary (DS) - KPC- Ms. Nihara Illiyas – RDO Thashlim – CRPO Mubarak – HRDA Jeyanthiyaya – Grinding mill – Ms.Saithun Milk base products – Ms.Fathuma

DS-Chenkalady – Mr.Uthayasrither

Beautician Beneficiaries - Nisha & Yasothin (Owner Name - Ms. Thevi)

Mavadivembu - Mr. Kugathas - Mobile phone repairing

Miani Technical Institute –	Fr. HrudayaRajuVendi – Director Mr. Emmanuvel – Principal
Kachcheri/ GA's Office –	Mr.Vasudevan – Assistant District Secretary Mrs. Navarubaranjini - Assistant District Secretary
Legal Aid Commission –	Mr. Thiageswaran – Bar Association Secretary Mr. Kanthasami – President, Bar Association

Partner meeting (NGOs)

- 1. L.G Ariyaratnam- Palm Foundation
- 2. S. Baskaran Palm Foundation
- 3. Ms.Ajithkumar Kaviya
- 4. Ms. Jerom Kaviya
- 5. Ms. Nimalaraj CAMID
- 6. A.D. Kajankumar CAMID

UN Staff, Batticaloa R. Sivapragasam- ILO Ruckshan-ILO Nimalan Selvarajah- Unicef Yatharthani-Unicef V.T. Yogarajah- UNDP

Partner and Beneficiary Meetings (Vavuniya)

Ms. Vinotha Sanmugarasa, WRDS head Shanthivedivel Gajan V. Rathiman J. Seelan Nandini Rajandran Pathmanathan Uthani Priyanthi Selvaraja

Mr. Kamaladas- DS, Vengala Chettikulum Mr. Chelvanayakam-Admin Officer, Vengala Chettikulum DS Office Mr. Sivapadhasundaram-DS, Vavuniya Town Division Ruwan Dharmadasa – CRPO Mr. Srinivasan – District Social Services Officer

HSTF staff, Vavuniya Mohamed Ziyath- UNDP A Gilbert Aruldas-ILO S.H.M Manarudeen- UNICEF

Documents Reviewed

Human Security Trust Fund – Full Proposal

Revised HTF Work Plan

Progress Report (01 October 2010-30 September 2011) 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (ECAC)

HSTF Progress Report – (January 2011-June 2012)

Regional Legal Aid Commission Batticaloa. Half Yearly Report 2012