

**Final Evaluation**  
*of*  
Integrated Programme for Empowering Conflict  
Affected Communities to Rebuild their Lives in  
North and East Sri Lanka (ECAC) 2010-2014

**FinalReport**

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27<sup>th</sup> November 2014

## Acknowledgements

The Final Project Evaluation of the **Integrated Programme for Empowering Conflict Affected Communities to Rebuild Their Lives in North and East Sri Lanka (ECAC)** 2010-2014, was assigned to me and my Team at the Institute for Participatory Interaction in Development (IPID) by the UNDP Sri Lanka and we appreciate the great opportunity provided to us to work on this assignment.

The valuable support extended by the UNDP, UNICEF and ILO Representatives at the National Office and District Offices during the evaluation process is thankfully acknowledged.

We are obliged to the National Level Senior Government Officers and District Level Government Officers for making themselves available for Key Informant Interviews (KIIs) despite their very busy schedules.

We extend our grateful thanks to Project Implementation Partners for the information provided and the excellent cooperation and coordination extended during field work.

Our very special thanks are due to the respondents of the evaluation questionnaire and participants at the Small Group Discussions (SGDs) and Focus Group Discussions (FGDs.)

The dedicated efforts of the field team went a long way in successfully completing this evaluation with perseverance under challenging conditions in the field with heavy time constraints and it is very much appreciated.

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## **Abbreviations**

A2J	Access to Justice
BRC	Business Resource Centre
CAMID	Centre for Accessibility, Monitoring and Information on Disability
CBOs	Community Based Organizations
CRPOs	Child Rights Promotion Officers
DAC	Development Assistance Committee
DS	Divisional Secretariat/ District Secretary
DOSs	Department of Social Services
DPCCS	Department of Probation and Child Care Services
ECAC	Integrated Programme for Empowering Conflict affected Communities to Rebuild Their Lives in North and East Sri Lanka
FIT	A person assigned by FIT Persons orders as FIT Person or Foster Parent*
FGDs	Focus Group Discussions
GA	Government Agent
GBV	Gender Based Violence
GN	Grama Niladhari
GYB	Generate Your Business
HH	Household
HRC	Human Rights Commission
HSTF	Human Security Trust Fund
ICTA	Information and Communication Technology Agency
IDB	Industrial Development Board
IDP	Internally Displaced Person
ILO	International Labour Organization
INGOs	International Non Governmental Organizations
IPID	Institute for Participatory Interaction in Development
KIIs	Key Informant Interviews
LAC	Legal Aid Commission
LKR	Sri Lankan Rupees
LTTE	Liberation Tigers of Tamil Elam
MNLSI	Ministry of National Languages and Social Integration
MLLR	Ministry of Labour and Labour Relations

MOSS	Ministry of Social Services
MOH	Ministry of Health
MTR	Mid-term Review
NCPA	National Child Protection Authority
NGOs	Non Governmental Organizations
NIC	National Identity Card
NAITA	National Apprentice and Industrial Training Authority
NVQ	National Vocational Qualification
PC	Provincial Centre
SELAJSI	Strengthening Enforcement of Law, Access to Justice and Social Integration
SGD	Small Group Discussion
SIYB	Start and Improve Your Business
SYB	Start Your Business
ToR	Terms of Reference
UDHR	Universal Declaration of Human Rights
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNTFHS	United Nations Trust Fund for Human Security
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
VCRMC	Village Child Rights Monitoring Committees
VTa	Vocational Training Authority
WESWA	Women Entrepreneurs Social Welfare Association

\* The Fit Persons Orders (FIT): Legal fostering through a court order is utilized to take care of separated children and children who are at high risk of separation. These children are looked after by a suitable family or a guardian within the community. Implemented through Magistrate courts, a 'fit person', or foster parent is assigned to look after the child and receives Sri Lankan Rupees (LKR) 100-500/- per month by the Government to cover living expenses. UNICEF contributed to increasing this allowance to LKR 1,500/- in four Provinces (North, East, Central and Uva) to cover the costs for educational and other daily basic needs of the child. A Probation Officer and Child Rights Promotion Officer are assigned to each family to monitor the child's overall well-being.

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## Executive Summary

***The Integrated Programme for Empowering Conflict Affected Communities to Re-build their Lives in North and East Sri Lanka (ECAC)*** is a joint Project implemented by the United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF) and International Labour Organization (ILO) from 2010 to 2014, and funded by United Nations Trust Fund for Human Security (UNTFHS).

Under this Project, UNDP, UNICEF and ILO worked collaboratively to ensure a holistic “one UN” response to the human security challenges faced by women and children in the Districts of Vavuniya and Batticaloa from the early recovery stage. Subsequently, in 2012, UNDP and UNICEF extended the target implementation to cover women and children in Kilinochchi and Mullaithivu Districts, as they too lacked basic necessities and humanitarian needs that remained significant in their early recovery phase. This extension evidenced flexibility and responsiveness to the dynamic ground situation and had been expected to have no bearing on the budget, but to enable more efficient use of resources.

UNDP, UNICEF and ILO had agreed that UNDP would act as the Administrative Agent and be responsible for coordination of joint work planning, monitoring missions and annual reporting tasks. Each UN Partner Agency (UNDP, UNICEF & ILO) has signed a separate agreement with the United Nations Trust Fund for Human Security (UNTFHS) for its own project management. UN Agencies collaborated closely with a range of implementing partners at National, District and Divisional levels. At the National level the key Government implementing partners were Ministry of National Languages and Social Integration (MNLSI), Ministry of Social Services (MOSS), Legal Aid Commission (LAC) and the Sri Lanka Police. At the District and Divisional levels the Government Partners were Department of Probation and Child Care Services, Department of Social Services, Registrar General's Department, Department of Registration of Persons, Industrial Development Board, District Planning Unit and the Divisional Secretariats. At the Non Governmental Sector, the key implementing partners were District Chambers of Commerce, Industries and Agriculture. Sarvodaya Legal Aid Movement, Institute of Human Rights, Women in Need, Center for Accessibility, Monitoring and Information on disability, Women Rural Development Societies and local Non Governmental Organizations (NGOs). UNDP collaborated with Ministry of National Languages and Social Integration (MNLSI) as the key implementing partner, while UNICEF supported the Ministry of Social Services and the Ministry of Child Development and Women's Affairs. ILO collaborated with the Ministry of Labour and Labour Relations and its Constituents and relevant Vocational and Technical Training Institutes to implement their component.

The Project objective was to ensure that the social well-being and human security of conflict affected communities in the North and East were strengthened and expanded in accordance with national goals by the end of 2014. Specific Project objectives were to ensure greater access to legal support and child protection services and ensure greater access to family/social support networks and livelihood programmes, especially for women, children, Internally Displaced Persons (IDPs) and returnees in the Project areas.

### ***Evaluation purpose, approach and methodology***

The purpose of the evaluation was to assess the extent to which the Project has achieved its results and the impact it has made on the lives of women and children in the target Districts.

The evaluation approach was participatory and interactive. Information was gathered using mixed methods from selected specific sources including primary and secondary information related to the Project. The data collection methods and tools were customized to obtain responses to the evaluation questions that determine the level of performance with reference to relevance, effectiveness, efficiency, sustainability and impact of the Project.

The Evaluation Methodology followed included a Desk Review of Project documents, Progress Reports and Mid-Term Evaluation Report, Key Informant Interviews (KIIs), Small Group Discussions (SGDs) with selected stakeholders; National and District level Project staff from UNDP, UNICEF and ILO using semi structured formats; with groups of 3 – 6 respondents using KII formats; Focus Group Discussions (FGDs) with 10-15 beneficiaries using pre-prepared formats with “scoring” options and visualization techniques to facilitate group consensus; Questionnaire Survey covering 129 ultimate beneficiaries using a structured questionnaire and; Participative Ranking Methodology with children as beneficiaries. The Evaluation Questions were aligned with Evaluation Methods for different groups of respondents in order to have a guiding overview for collection and analysis of information. A sample of Project stakeholders was selected to measure the Project achievements under different interventions of all the joint UN Partners. Multiple means of analysis and data triangulation were applied to arrive at conclusions and meaningful recommendations leading to lessons learnt.

### ***Findings***

The findings were analysed and discussed under the different assessment criteria, namely relevance, effectiveness, efficiency, sustainability and impact as per the Terms of Reference (ToR). The data and information for the analysis were objectively derived from multiple data collection methods. Perceptions of different stakeholders provided qualitative information and insights for learning from the evaluation. The comparative analysis of FGDs scores, SGDs and KIIs further supported the findings in an objective manner, while the quantitative



information from Questionnaire Survey and the Desk Review was used as supportive evidence for the findings.

A common understanding of the contextual background and good relationships with Government stakeholders as implementation partners, communities and beneficiaries since 2002, was an entry point to this Project for all UN partners (UNDP, UNICEF and ILO). UNDP focused on Access to Justice, UNICEF on Children with focus on reintegration and reunification and ILO on livelihoods that were all relevant interventions designed and implemented in an integrated manner.

According to secondary and primary information, UNDP's legal documentation support provided through Mobile Documentation Clinics, Legal Aid services and training programmes, UNICEF's child rights and protection services including FIT persons order programme and, community level child rights monitoring and protection, capacity building of civil administration in the areas of child care services, advocacy sessions with high level authorities and armed forces on civilian protection and activate a response, psycho social support and needs identification and referrals of children to relevant service providers and the ILO component in supporting vocational training and livelihood improvement were found to be highly relevant in addressing felt needs of the conflict affected communities.

The joint Project of UNDP, UNICEF and ILO were also found to be very effective in terms of almost all the interventions from an integrated perspective. Understanding of human security issues to reach vulnerable communities along with intervention strategies with the Government Counterparts were found to be of paramount importance for designing Project interventions which was a key learning and a best practice of this Project.

UNDP supported the restoration/issuance of civic documentation needed by the conflict-affected communities to access socio-economic services through the Documentation Mobile Clinics and Legal Aid Services, which were considered as very effective by the different stakeholders including National and District level Government Officials and village leaders. The project succeeded in providing legal / civic documentation to approximately 46,000 individuals during the period 2011 to 2014 in collaboration with MNLSI and Department of Registration of Persons. Further 7,282 individuals in the 04 Project Districts were provided with pre-requisite documentation for obtaining National Identity Cards (NICs). Thirty case briefs out of a backlog of 122, had been translated from Tamil to English as a result of strengthening the Translation Unit at the Court of Appeals of Sri Lanka<sup>1</sup>.

Effectiveness of UNICEF intervention was reflected by the fact that 4,894 children (2,711 girls and 2,183 boys) had been assisted at community level through Probation Officers. Also,

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<sup>1</sup> Final Project Progress Report, 30<sup>th</sup> September 2014

21,281 children (47% boys and 53% girls) were assisted through child friendly activities (dance, music, drama and psycho-social support)<sup>2</sup>. Approximately 9,315 families had benefitted from Cash grants apart from the other family support programmes of UNICEF. UNICEF had also facilitated training for members of Village Child Rights Monitoring Committees (VCRMCs) and awarded 89 diplomas for child protection officials in the Northern and Eastern Provinces<sup>3</sup>.

ILO was able to assist vulnerable families; youth and women to engage in livelihood activities. Most of the beneficiaries had obtained sustainable employment, which was a result of Project activities to a great extent. This was further substantiated in the questionnaire survey, where there were 54% self-employed beneficiaries and only 2% were not employed at the time of the evaluation.

All stakeholders were able to get their staff trained through capacity development programmes carried out under this Project. The implementing UN agencies felt that awareness on security issues and access to services, protection through children's clubs, public awareness through street drama on gender based violence, economic empowerment of women were effective interventions that had an impact on their lives.

UNDP's Equal Access to Justice Project had built upon its own prior experience when designing this joint Project, which resulted in an efficient and progressive intervention. Efficient approaches and methods had been used under UNICEF support to educate on rights to the community, by way of street dramas, workshops, child rights awareness campaigns, organization of children's clubs and community meetings.

The key achievements of the Project captured above have been very much appreciated during FGDs, SGD and KIIs as well as analysis of the findings in Section 3.0.

Inter-agency coordination for joint programming at District level needs to be strengthened through the programme design with an integrated Monitoring and Evaluation system. This situation was further highlighted during the KIIs, which leaves room for improvement.

All stakeholders have agreed that both human and other resources were used very efficiently and effectively, to a great extent. It is an added value that some resources such as computers and the other technical equipment provided under the Project are being used in other areas after the completion of the Project, which is an indication of optimum use of resources.

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<sup>2</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

<sup>3</sup> Final Project Progress Report, 30<sup>th</sup> September 2014

With regard to utilization of financial resources, it is observed that 99.14% of funds received have been utilized<sup>4</sup>.

All stakeholders are satisfied that the Project funds were delivered on time to an acceptable degree. The majority is of the view that the financial, time and human resources were sufficiently allocated in the design, implementation, monitoring and evaluation of the Project to integrate human security approaches.

The three UN Agencies worked with State and non-State partners and this approach leads towards National ownership and sustainability. The stakeholders were generally satisfied with the move towards sustainability although there are certain concerns.

The Registrar General's Department is confident that they are able to maintain the electronic database established under the Project. The Ministry of National Languages and Social Integration (MNLSI) observed that many of the Project initiatives are now absorbed under the State authorities and are being continued. However, the Department of Registration of Persons was of the view that as the Project is coming to an end, they have to find another source of funding for the Project activities to continue in other areas.

The Legal Aid Commission (LAC) of Sri Lanka observed that short-term programmes were inadequate to respond to emerging needs of the community. They expect more requests to come up after the successful Legal Aid Clinic held in August 2014. However, they will need further support to continue the success achieved through the Project.

ILO believes that the community based activities such as vocational training, self-employment, enterprise development and strengthening of Divisional Secretariat level Business Development Support services will contribute to sustainability of the livelihood enterprises initiated by the beneficiaries.

UNICEF was of the view that although the UNICEF Cash Grants will not continue after the Project, activities such as Children's Clubs can continue without funding and activities such as FIT persons orders and Social Service Care Centres can continue with partial funding by the Government.

During the four years of the joint Project, a significant impact had been observed in the lives of the affected, vulnerable communities in the Project areas, particularly in Vavuniya and Batticaloa Districts. The fact that the joint programme was implemented through state and non-state agencies by itself has had an impact on the institutional strengthening of such organizations as duty bearers with increased capacity to reach out to the vulnerable

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<sup>4</sup> Final Project Progress Report, 30<sup>th</sup> September 2014

communities in delivering services efficiently and effectively. It had resulted in significant changes brought about by UNDP's focus on access to justice to the entire community, UNICEF concentrating on protection and integration of children and ILO in supporting improvement of livelihoods.

The UNICEF support for protection and integration of children showed a significant impact on children who were in need of care and protection with assistance to find foster homes, counseling, family reunification or referrals and it was noted that there was a 58.75% increase in referral cases to child protection authorities.

Awareness programmes conducted for both duty bearers and rights holders at the village level on rights of women and children and domestic violence had an impact on behavioural changes according to Focus Group Discussions (FGDs). To have a better impact from the Gender Based Violence (GBV) training, which mainly targets women and women's groups; it is recommended to include men too, as alcoholism and domestic violence seem to be widespread.

The Project had resulted in socio-economic benefits to the target population by way of income increase, improvement of livelihood standards, improved access to social security and ultimately wellbeing of the families. The survey findings further supported these outcomes.

According to the District Level KIIs, needs of children, youth, adults and elders were addressed. As a result of receiving birth certificates, children were able to enroll in schools to receive formal education. Youth were able to obtain National Identity Cards, Birth Certificates and other documents that helped them to access higher education, better employment opportunities and improve the quality of their lives. According to ILO, economic empowerment and confidence building of women have resulted from the Project activities.

### ***Conclusions***

- Overall, the Project has been beneficial to the most vulnerable communities including women and children and has resulted in positive changes at varying degrees in relation to project interventions.
- The potential of the Project components to complement each other in having an impact on the wellbeing of the community had been well recognized in designing the joint Project in an integrated manner for empowering conflict affected communities to rebuild their lives.
- The implementation strategy was clearly spelt out at the design stage itself that the joint Project will work in collaboration with the National and District level

Government partners and where relevant work directly with Non-Government Partners.

- The Project had made an effort to link Project components in adopting a holistic approach in addressing community needs for effective and efficient service delivery.
- The project strategy to work with established mechanisms in the country and contribute towards capacity development of staff and institutional strengthening can be considered significant and vital for the success and sustainability of the interventions.

### ***Recommendations***

- The project interventions have proven the need to address the felt needs of the community and priorities of the Government and the supporting Agencies leading to collaborative efforts which can be recommended in formulating similar projects.
- The holistic approach for addressing vulnerability issues in the communities should be further strengthened.
- A long term strategy incorporating capacity building for individuals as well as institutional strengthening is required.
- A well informed comprehensive and systematic coordination strategy at all levels with clear roles and responsibilities needs to be established.
- Establish and maintain a centralized project database for joint programming and project monitoring, which supports coordination among participating agencies and monitoring for consolidated results.
- A user-friendly systematic monitoring and evaluation system for monitoring indicator based information is considered a prime need at all levels.
- The training for village leaders under the Project targeted basically Grama Niladharies which included men as well as women and were expected to have a multiplier effect in the community in the delivery of services which can be considered as contributing towards efficiency of resource utilization, which is a strategy to be followed in future projects.
- During FGDs it was emphasized that Gender Based Violence (GBV) awareness programmes for the community should include men for better impact in reducing GBV as their addiction to liquor was seen as a major cause.
- The exit strategy built into the Project design should be communicated clearly and understood by all stakeholders at all levels to avoid undue expectations.
- For the success of joint Projects with multi-stake holder participation an effective coordination strategy should be operational at all levels.

### ***Best Practices and Learning***

- An integrated strategy with the availability of a range of interventions together with appropriate partnerships on common objectives in ensuring community buy-in for the Project is a learning in designing future Projects.
- Ability to adapt to evolving situations, add value to the Project while retaining its focus throughout.
- Individual capacity building for better performance as well as institutional strengthening for creating an enabling environment.
- A comprehensive Communication Strategy with a two-way flow of information needs to be established for the success of Projects. This learning is even more significant in the context of a joint Project of this nature involving a large number of stakeholders at various levels.
- Establishing ownership of the implementing partners and transferring responsibility to them, contributes to continuity and sustainability as an exit strategy.
- Gender being a crosscutting issue, an effort should be made to integrate gender in Project implementation strategies while maintaining gender disaggregated data.
- The potential that exists in forming new networks and group synergies among the beneficiaries, implementing partners, local Government institutions, service providers, Non Government Organizations (NGOs) and community level organizations should be recognized and utilized for sustaining Project interventions.
- The “one UN” approach is considered a learning for future Projects which leads to optimum use of resources and clarity of Project objectives in the minds of implementing partners and the ultimate beneficiaries.

## **1.0 Introduction**

### **1.1 Project Background in the Country Context**

Sri Lanka suffered for over 25 years of armed conflict that ended in May 2009 when the Sri Lankan Government militarily defeated the Liberation Tigers of Tamil Elam (LTTE). The conflict had impacted the socio-economic and governance structure of Sri Lanka. Armed conflict ended displacing a large number of Sri Lankans and necessitated the need of focused attention on rebuilding and empowering affected communities while helping the displaced to rebuild their livelihoods.

The UNDP, UNICEF and ILO therefore initiated a three-year Project named, “The Integrated Programme for Empowering Conflict Affected Communities to Re-build their lives in North and East Sri Lanka (ECAC)” with a humanistic approach aiming to ensure a comprehensive early recovery response by the UN to address vulnerabilities faced by women and children. The Project’s focus was on strengthening the institutions that can protect women and children and help them to feel safe and at the same time work with them to ensure that they can stand on their own, able to access services and engage in sustainable livelihoods.

The initial Project duration for the ECAC was from October 2010 to September 2013. In 2013, UNICEF and UNDP were granted a no-cost extension from the UNTFHS, in order to complete some of their outstanding activities. Therefore, the overall Project implementation period is from October 2010 to September 2014 (four years). ILO completed implementation in September 2013, UNICEF in March 2014 and UNDP in August 2014.

Under this Project, UNDP, UNICEF and ILO worked collaboratively to the maximum extent possible as “one UN” response to the most persistent human security challenges faced by women and children in the Districts of Vavuniya and Batticaloa. Subsequently in late 2012, UNDP and UNICEF extended the target implementation areas to Kilinochchi and Mullaithivu Districts based on the immense need of these two Districts in their early recovery phase. ILO did not go for the expansion of its intervention beyond the original two Districts and it did not request any extension of the duration.

This joint Project aimed to achieve greater effectiveness through more coordinated planning, harmonization of activities and realization of synergies which are found to be in line with the Paris Declaration on Aid Effectiveness and the UN review on Millennium Development Goals (MDGs) which points to the fact that the onus to achieve the goals rests on societies, Governments and institutions pulling together in the same direction rather than the UN alone<sup>5</sup>. In addition to its aim of strengthening women and children the programmes focused

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<sup>5</sup> <http://www.un-ngls.org/orf/MDG/Basics.htm>, cited on 09<sup>th</sup> November 2014

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 that they can stand on their own.

## **1.2 Objectives of the Project**

The project objective was to ensure that the social well-being and human security of conflict affected communities in the North and East is strengthened and expanded in accordance with the national goals by the end of 2014.

Specific project objectives were to ensure greater access to legal support and child protection services especially for women, children, Internally Displaced Persons (IDPs) and returnees in the Vavuniya, Mullaithivu and Batticaloa Districts; and ensure greater access to family/social support networks and livelihood programmes especially for women, children, IDPs and returnees, in Vavuniya, Kilinochchi, Mullaithivu and Batticaloa Districts.

Initially the project areas were Batticaloa and Vavuniya and the Project was focusing on children and women living in vulnerable communities placing the Project in the prevailing context at the time of Project formulation. Accordingly there had been an estimated 10,000 vulnerable children, 1,000 families with children at risk, 20,000 people lacking basic essential documents, 2,000 conflict affected and vulnerable persons needing legal advice and representation, 1,000 women and children in need of livelihood support and the need for mobile documentation clinics for all concerned<sup>6</sup>.

## **1.3 Implementation Arrangements**

All participating UN Agencies in the ECAC Project namely UNDP, UNICEF and ILO had agreed that UNDP would be the Administrative Agency and be responsible for coordination of joint work planning, monitoring missions and annual reporting tasks<sup>7</sup>. This arrangement can be attributed to the Resident Coordinator System in operation for the United Nations Country Team (UNCT) while all three Agencies had experience in working in partnership with the Government and also in the conflict affected areas in the North and East Provinces.

The selected UN Agencies are working closely with Government and non-government partners both at the National and District levels. In relation to the ECAC Project these include line Ministries, the Department of Registration of Persons, Registrar General's Department, the Department of Immigration and Emigration, the Department of Probation and Child Care

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<sup>6</sup> Edited Project Proposal "Integrated Programme for Empowering Conflict-Affected Communities to Rebuild their Lives in North and East Sri Lanka", 2011

<sup>7</sup> Edited Project Proposal "Integrated Programme for Empowering Conflict-Affected Communities to Rebuild their Lives in North and East Sri Lanka", 2011



Services, Legal Aid Providers, District Secretariats and NGOs. It is noted that key Government counterparts have been selected based on their mandate and in recognition of the progressive partnerships maintained with UN Agencies in the past (Eg: MNLSI focuses on socially integrated trilingual society that assures rights of one and all and respects each other, MoSS focuses to make disadvantaged, partners in national development by providing conducive environment and opportunities through policy initiatives in Social Welfare & Social Development, Ministry of Child Development and Women's Affairs working towards a dignified nation ensuring the rights of children and women, Ministry of Labour and Labour Relations with the objectives to protect and empower employed women and promote gender equity and equality and to initiate action to develop a comprehensive social protection strategy and Ministry of Justice focuses on law reform for greater recognition, protection and promotion of the rights of the citizens etc). To reach vulnerable communities an understanding of human security issues of these communities is of paramount importance for designing project interventions. All three organizations had developed the intervention strategies with Government counterparts recognizing the human security concerns particularly affecting women and children in the conflict-affected areas.

Ministry of National Languages and Social Integration and Ministry of Justice had been identified as the implementing partners of UNDP as they are backed by the experience of the previously implemented phase I & II of Equal Access to Justice (A2J) Project. Other key partners in the provision of civic and legal documents are the Department of Immigration and Emigration, the Department of Registration of Persons, Registrar General's Department with the support of Regional Offices, District Secretariat and the Divisional Secretariats. Legal Aid Providers such as the Legal Aid Commission were also among the implementing partners.

UNICEF implemented their component with the Ministry of Child Development and Women's Affairs, particularly with the Department of Probation and Child Care Services (DPCCS) and the Ministry of Social Services particularly with the Department of Social Services and National Institute of Social Development with focus on capacity building for staff to provide relevant services to children, including ex-combatants at District and community levels. It is noted, that the partners selected were well versed in this sector.

ILO implemented its project interventions through the Ministry of Labour and Labour Relations and other ILO constituents and civil society organizations/NGOs such as Women Rural Development Societies (WRDS) and Women Entrepreneurs Social Welfare Association (WESWA). ILO was also closely working with the District and Divisional Secretariats.

All three UN Agencies were to select partners depending on their expertise, experience and ability to work with communities. Further fund channeling had been through the General Treasury (Ministry of Finance and Planning) to the respective implementation partners

according to Government financial procedures except for ILO component, where the funds were directly transferred to respective implementation partners following UN contractual procedures.

The joint Project with the three UN Agencies was designed and implemented to benefit from an integrated approach as “one UN” response to the human security challenges faced by particularly women and children in the selected Districts. During the evaluation it was found that the anticipated integration was taking place to a certain degree, viewed from the perspective of obtaining civic documents and there by accessing services and improving livelihoods of affected families including women and children. As most of the Project interventions were channelled through the Divisional Secretariats using the already existing administrative structure. It was feasible for the three UN collaborative Agencies to use the Provincial, District and Divisional structure to work together focusing on affected families with ground level coordination. For example, when the civic documentation mobile clinics were held the technical personnel or government service providers for different types of services were available and women and children requiring such services could be referred to. Such efforts were supported by all three Agencies through their Project components.

## **1.4 Purpose of the Evaluation**

The purpose of the evaluation was to assess the extent to which the Project has achieved its results over nearly four years (2010-2014) and what impact has been made on the lives of women and children in the target Districts. The evaluation provides an opportunity to ensure accountability of stakeholders in managing results, and also to serve as a useful learning exercise.

### **1.4.1 Specific Purposes and Scope of the Evaluation**

1. Assess and document the evidence for the achievement of Project outcomes and progress towards achieving the impact and identify unintended positive changes of the Project.
2. Assess overall sustainability of the Project results including the level of national ownership, national capacity development, partnership between the UN system and national partners, as well as sustainability aspects of Project design and exit strategy.
3. Assess the effectiveness and efficiency of the Project achieving its results, contribution to partnerships, accountability and values for money.
4. Assess the extent to which Project objectives are consistent with beneficiary requirements, country needs, national and UNTFHS priorities.
5. Assess the overall level of integration of human security approaches in the Project.

6. Assess the impact of the UN joint programme approach; how has the joint programme approach had an impact upon agency links and coordination and how did this affect the achievements of results.
7. Identify and document lessons learned and good practices.

## **2.0 Evaluation Approach and Methodology**

### **2.1 Evaluation Approach**

The evaluation approach was participatory and interactive. Information was gathered using mixed methods from selected specific sources of information including primary and secondary information related to the Project. The data collection methods and tools were

customized to obtain answers to the evaluation questions stipulated in the Terms of Reference (Refer Annex 1-Terms of Reference) under the given criteria.

An effort was made to identify factors that determine the level of performance in reference to ***relevance, effectiveness, efficiency, sustainability and impact*** of the Project.

Free and open evaluation process and evaluation ethics were followed in order to maintain the integrity and honesty.

## **2.2 Target Groups for the Evaluation**

The target groups of the evaluation were,

- Beneficiaries (Women, men and children-IDPs and returnees)
- National level stakeholders – Government Partners
- District level stakeholders
- Project partners – NGOs/CBOs
- Project staff from UN agencies (UNDP, UNICEF and ILO)

## **2.3 Target locations of the Evaluation in Northern and Eastern Provinces**

The Programme has been implemented in four Districts namely Vavuniya, Kilinochchi and Mullaithivu in the Northern Province and Batticaloa in the Eastern Province. For the purpose of this evaluation three Districts have been selected namely **Vavuniya and Kilinochchi Districts from the Northern Province and Batticaloa District from the Eastern Province** which have the highest concentration of Project interventions by all 3 Agencies.

## **2.4 Evaluation Methodology including Data Collection Tools**

The detail methodology including data collection tools, sample and the implementation plan used during the evaluation is explained below.

### ***2.4.1 Preparation for the Evaluation***

The Consultant had an initial discussion on the 1<sup>st</sup> of August 2014 with the representatives of the Client (UNDP). The discussion was mainly focused on the Terms of Reference (ToR), client's expectation, Project stakeholders, field execution, etc. The Consultant also collected the available information related to the assignment.

#### **2.4.2 Evaluation Frame Work and Data Collection Tools**

**Desk Review:** The Project documents (Please refer **Annex 2** – List of reference materials) provided by the Client were systematically reviewed. A detailed review of the available documents is annexed. (Please refer **Annex 3** – Desk Review). The Project Proposal and the logical framework have been used as a guide to develop the tools.

**Key Informant Interviews (KIIs)** were conducted with selected stakeholders; National and District level and Project staff from UNDP, UNICEF and ILO using semi structured formats (Please refer **Annex 4** – KII Guidelines). The KII structure was based on Development Assistance Committee (DAC) Criteria (relevance, effectiveness, efficiency, impact and sustainability). The format was customized when using with the different stakeholders.

**Small Group Discussions (SGDs)** were conducted when the number of respondents was more than one and less than six. The KII formats as described above were used to conduct the SGDs as well.

**Focus Group Discussions (FGDs):** Separate FGDs were conducted with Project partners (NGOs/CBOs) and beneficiaries, including community leaders. The Focus Group Discussion structure was also based on the DAC criteria. Even though the basic structure was common, specific sections were customized as applicable to the different stakeholder groups. (Please refer **Annex 5** – FGD Guideline)

The **Focus Group Discussions (FGDs)** were conducted as a participatory self-assessment exercise in which the participants assessed the different criteria from their own perceptions and the score was given as agreed upon or based on the consensus among the participants. The **scoring** is based on a scale of 1 - 5 (lowest – highest) based on the degree of satisfaction as self assessed by the participants and the average score by the different stakeholder categories were worked out by assessment criteria. **The reasons for the scores were documented visually during the FGDs in front of the participants** as a reflection of their objective perceptions and remains as an expression of their point of view. The methodological concept of FGDs provides the space for such expressions of views.

**Questionnaire Survey** - The beneficiary participants in the Focus Group Discussions were given a **simple self-administered questionnaire** to respond (Please refer **Annex 6** – Beneficiary Questionnaire). The questionnaire administrator and the assistants explained

the questionnaire to participants and helped to fill the questionnaire if they needed support. Once completing answering the individual questionnaire, the beneficiaries were involved at the Focus Group Discussion as well, for obtaining qualitative information. The information generated by means of these two methods was used for triangulation of information with regard to programme interventions.

Beneficiaries for the questionnaire survey were mainly selected from the Project areas where the Project had its major interventions and operated for a comparatively longer period, namely, Vavuniya District in the Northern Province and Batticaloa District in the Eastern Province. Even though the joint Project interventions covered UNDP-supported legal aid to vulnerable families, UNICEF supported protection and care activities to children and ILO supported livelihood development activities, for the purpose of the questionnaire, training and livelihood support under ILO component and general interventions under UNICEF and UNDP were focused upon.

The questionnaire sample consisted of 129 beneficiaries, 64 livelihood-supported beneficiaries and 65 other beneficiaries, specially benefiting from UNICEF and UNDP interventions. The majority of the respondents were Tamil (66.67%) and all the others were Muslims that reflect the demographic characteristic of the area.

***Participative Ranking Methodology*** was used to obtain perceptions of children as beneficiaries.

Step 01: Brain Storming Session - The children were asked to spell out the positive factors they experienced under the Programme which they thought were strengths of the Programme when they compared with what it was before the Project.

Step 02: Ranking Session - After discussing in the group the children were asked to rank their responses on a priority basis, so that their perceptions on the impact of the programme could be assessed.

All the data collection tools were translated in to Tamil language after obtaining the concurrence for the evaluation tools from the Client.

## **2.5 Alignment of Evaluation Methods to Evaluation Questions**

The Evaluation Questions were aligned with Evaluation Methods for different groups of respondents in order to have a guiding overview for collection and analysis of information.

<div> <div>Evaluation Methods</div> <div>Evaluation Questions Based on DAC Criteria</div> </div>	Desk Review	Key Informant Interviews			Focus Group Discussions				Beneficiary Questionnaire
		UNDP, UNICEF and ILO Senior	Gov. National and District Level	Field Staff	Partners - NGOs/CBOs	Community Leaders	Beneficiaries by Component	Group Discussion with Children	
<b>Relevance</b>									
1. Extent to which the objectives of interventions are consistent with beneficiary requirements, country needs and UNTFHS priorities	X	X	X	X	X	X	X	X	X
2. Extent to which the intervention is informed by substantive and tailored human security approaches	X	X	X	X	X				
<b>Effectiveness</b>									
3. To what extent were the stated Project result achieved and how?	X	X	X	X	X				
4. What external factors have contributed to achieving or not achieving intended outputs and outcomes? How and what extent?	X	X	X	X	X				
5. To what extent did the “joint Project” add value in delivering results?	X	X	X	X	X				
6. To what extent has the Project contributed to capacity development results in relation to both rights-holders and duty bearers?	X	X	X	X	X	X	X	X	X
7. Extent to which human security approaches were integrated in the design and implementation of the intervention.	X	X	X	X	X				
<b>Efficiency</b>									
8. Have resources been used efficiently?	X		X	X	X	X			
9. Have Project funds and activities being delivered in a timely manner? If not what were the bottle necks encountered?	X	X	X	X	X	X	X	X	X
10. Are there sufficient resources (financial, time, human resources) allocated to integrate human security approaches in the design, implementation, monitoring and evaluation of the Project?	X	X	X	X	X				

<div> <div>Evaluation Methods</div> <div>Evaluation Questions Based on DAC Criteria</div> </div>	Desk Review	Key Informant Interviews			Focus Group Discussions				Beneficiary Questionnaire
		UNDP, UNICEF and ILO Senior	Gov. National and District Level	Field Staff	Partners - NGOs/CBOs	Community Leaders	Beneficiaries by Component	Group Discussion with Children	
11. Extent to which the allocation of resources to targeted groups takes into account the need to prioritize those most marginalized?	X	X	X	X	X	X	X		X
<b>Impact</b>									
12. What has happened (positive and negative changes brought about by a development intervention, directly or indirectly, intended or unintended.) as a result of the Project?	X	X	X	X	X	X	X	X	
13. What real difference has the activity made to the beneficiaries?	X			X	X	X	X	X	X
14. What significant changes (expected and unexpected) have occurred specially in the lives of women and girls living in the target communities and to what extent are these likely to be sustained including in the event of any crisis?	X		X	X	X	X	X	X	
<b>Sustainability</b>									
15. What is the likelihood that the benefits from the Project will be maintained for a reasonably long period of time when the Project ends?				X	X	X	X	X	X
16. Did the intervention design an appropriate sustainability and exit strategy (including promoting national/local ownership, use of national capacity, etc)?		X	X	X					

## 2.6 Sample for the Evaluation



A representative sample of Project stakeholders, Project locations and Project Interventions by the UN agencies was selected. A summary of the final sample is given below. (Please refer **Annex 7** for details of the stakeholders/ stakeholder groups)

**Table 1: Overview of Data collection Tools by Location**

	Batticaloa	Vavuniya	Kilinochchi	Colombo	Total
FGDs – FIT Programme Beneficiaries	1	1		-	2
FGDs – Members of Child Protection Committees	1	1			2
FGDs - Livelihood Supported Beneficiaries	1	1			2
FGDs - Training Beneficiaries	1	1			2
KIIs - UN Agency Representatives	-	-	-	6	6
KIIs – National Level	-	-	-	7	7
KIIs – District Level	3	2	4	--	9
SGDs – Training Providers	1	1	-		2
SGDs – Implementation Partners (Government and Non Government)	2	2	1		5
Participatory Ranking with Children	2	1	-	-	3
Questionnaire Survey	61	59	9		129

## 2.7 Field data collection and reporting

Due to the heavy time constraint, an experienced field team was setup under the guidance of the Team Leader to carry out the data collection. The field team was given a comprehensive orientation and training before commencing field work. Data collection was conducted in an independent and objective manner and followed a participatory and ethically accepted approach, ensuring participation, accountability, equity and non-discrimination.

## 2.8 Analysis and interpretation and report preparation

The findings were analyzed and discussed under the different assessment criteria namely **relevance, effectiveness, efficiency, sustainability** and **impact** as per ToR. The data and information for the analysis were objectively derived from the Desk Review, results of Focus Group Discussions (FGDs) by the different stakeholder groups, Small Group Discussions (SGD), Key Informant Interviews (KIIs), Questionnaire Survey and Participatory Ranking Methodology provided substantiated evidence for the findings. It was also observed that perceptions of different stakeholders provided qualitative information and insights for learning from the evaluation. The comparative analysis of FGDs scores and KIIs further supported the findings in an objective manner, while the quantitative information from Questionnaire Survey and per Desk Review supports the achievements.

Multiple means of analysis and data triangulation were applied to arrive at more accurate conclusions and meaningful recommendations leading to learning.

After desk review, completion of data collection, analysis and interpretation, the Draft report was prepared. The draft report will be finalized on receiving the comments from the Client and other key stakeholders.

## **2.9 Study Limitations/ Challenges**

- Time duration for the evaluation was nearly two months. Given the complexity of the interventions, scope of the evaluation and geographical coverage, the time frame was quite stretched. However, with the multiple teams who worked in parallel and with the support received from the Client, the task was accomplished.
- There were difficulties in reaching some of the scheduled Key Informants in the field. As a result some of the KIIs, FGDs and SGDs had to be rescheduled at the time of data collection. In Batticaloa, one FGD was cancelled and one key informant refused to respond as he was newly appointed to the post and the position had not been confirmed. However, the evaluation team managed to conduct most of the planned activities with the dedicated support of the field staff. Accordingly, some Key Informants were replaced by their assistants / deputies if the Key Informants were not available at the time.
- Lack of centralized and aggregated data on some interventions made it difficult to come up with a comprehensive quantitative analysis. It is observed that this information gap was met to a certain extent on receiving the draft project completion/ final progress report after submission of the evaluation draft report, which was reviewed subsequently.
- Lack of comprehensive baseline data made it difficult to measure pre and post comparisons.

### **3.0 Findings of Project Interventions by Evaluation Criteria**

#### ***Relevance of Project Interventions***

With regard to relevance of project interventions, there is general agreement among all stakeholders, that the project was addressing the felt needs of the conflict-affected communities in North and East which were Government priorities at the time. Recognizing the challenges that threaten the basic human security of the conflict-affected communities, in particular, those of the Northern and Eastern parts of Sri Lanka, the three UN Agencies came together under the joint Project to provide a coordinated response to the situation, further substantiating the relevance of the Project.

As the returnees to the Project Districts (former refugees and IDPs) either lost or never had a chance to obtain basic legal/civic documentation, UNDP conducted mobile clinics with the UNTFHS contribution to provide them with the necessary documentation and services. This provision of legal documentation enabled the beneficiaries to re/gain access to social and economic services provided by the Government, thereby increasing their basic security. In particular, pre-mobile clinics conducted in 2014 addressed the gap identified in the needs assessment of the previous year: providing pre-requisite documents for the issuance of legal documentation, following the people-oriented and context-specific principles of the human security framework. Furthermore, as the need for legal aid services was identified high in the conflict-affected communities, especially with regard to issues relating to their resettlement and other needs. UNDP also conducted Legal Aid Clinics with Government and civil society partners to provide them with the much-needed legal services. In addition to these services provision, UNDP worked together with UNICEF to involve more community members and their leaders to empower them with necessary knowledge and means to ensure that all communities would have access to counseling and support mechanism within themselves vis-à-vis common problems including gender-based violence, child protection and other grievances.

UNICEF's technical support in the area of social protection has focused on the realization of the protection rights of all human beings and promoted the inclusion of marginalized and highly vulnerable children and their families. The selection procedure to identify families eligible for a social welfare scheme has been improved through the introduction of a vulnerability assessment and the development of specific criteria, such as child-headed families, women-headed families, spouses suffering from a disability, families with a child that suffers from a chronic disease and families with large numbers of children.

ILO has closely worked with UNICEF in identification of vulnerable families for assistance through their Government partners such as Department of Probation and Child Care Services and Department of Social Services. Therefore, the protection concerns related to poverty could be addressed. As a result, security issues of the families of rehabilitated/released youth

connected with armed groups are now gradually being resolved with the involvement of Divisional and District administration in implementing economic empowerment programmes of ILO.

Based on secondary information (**Annex 3**) all UN partners (UNDP, UNICEF and ILO) have worked since 2002 in both Northern and Eastern Provinces, especially in the Districts of Vavuniya and Batticaloa and have a sound understanding on the context and have developed good relationships with Government stakeholders, implementation partners, communities and beneficiaries, which were key entry points for this Project.

It was observed that the selected Districts have good coverage of vulnerable communities. The understanding on the context and the partnerships had facilitated addressing identified needs at the time and therefore ***found to be very relevant***. Basically, UNDP focused on access to justice, UNICEF on child care, protection and integration and ILO on livelihoods which were all relevant interventions given the context of post-conflict recovery stage and as far as possible designed and implemented in an integrated manner.

**UNDP** supported legal consultations whereby lawyers from the Bar Association and Legal Aid Commission met with returnees in Batticaloa. UNDP conducted two types of mobile clinics: 1). providing access to legal services via legal aid mobile clinics and 2). mobile clinics where the Project re/issued legal and other basic documentations. **ILO** had carried out a comprehensive livelihood gap assessment in Batticaloa in 2008 where livelihood recovery plans were formulated and presented. This became the road map and findings were the basis for developing strategies for livelihood support. **UNICEF** conducted a consultation with children and their families in Batticaloa. Main conclusions revealed the need to link vocational training with job opportunities, and provide more community-based, tailor made interventions for children deprived of formal education and vocational training. All these point to the fact that the integrated project was basically addressing the felt needs of the community and therefore very relevant.

The conflict affected communities in Mullaithivu and Kilinochchi Districts were displaced and had moved towards Vavuniya, and had been either resettled or located in transit sites, with expected return to home districts. They lacked basic necessities and humanitarian needs remained significant,<sup>8</sup> which justified the extension of services to Mullaithivu and Kilinochchi Districts under the Project since early 2012<sup>9</sup>. This further demonstrates the flexibility and responsiveness to relevant and emerging needs and more so, where UNHSTF had assisted to bridge the gap between protection and recovery<sup>10</sup>. Judging from these desk

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<sup>8</sup> 1<sup>st</sup> Progress Report (01 October 2010- 30 September 2011), 28<sup>th</sup> October 2011

<sup>9</sup> 2<sup>nd</sup> Progress Report (01 October 2011- 31 December 2012), 3<sup>rd</sup> March 2013

<sup>10</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

review information, the evaluation further supports the relevance of the project interventions.

UNDP's Documentation Mobile Clinics, Legal Aid services and paralegal training programmes were reported to have had high utility, importance and relevance as revealed from Desk Review. UNICEF's child rights and protection services had been regarded relevant in an environment where the rate of school dropouts was high. The "Do No Harm" approach carried out by both Tamils and Muslims under the UNTFHS in Batticaloa had been well received<sup>11</sup>. The ILO component in supporting livelihood improvement further justified the need of the community and complemented the integrated approach.

UNDP had also provided the Court of Appeal of Sri Lanka technical translation and support by way of providing equipment needed to establish a translation unit, to enable translation of cases from the North and East, which had been pending for over 15 years to be brought before the Court of Appeal due to the lack of translations in the English language and thereby prevented people from having access to justice. This Project contribution can be considered as highly relevant in the context of prevailing language issues which was emphasized during KIIs with Government stakeholders.

KIIs with UN Agencies (**Annex 10**) agreed that the Project design was based on the prevailing demand and therefore, very relevant to the needs of the community and the country context, upholding a human security based holistic approach. UNDP intervention in supporting the provision of civic documents was designed on the basis of the felt need / demand at the time for the affected communities to be able to access other facilities/services. Therefore, they addressed the need by providing basic civic documents in collaboration with the relevant Government implementing partners. During the implementation the need for digitalization of documents emerged and UNDP supported this process as well.

According to the KIIs with National Level Senior Government Officers (**Annex 8**) from implementing partners and District level KIIs (**Annex 9.1 and 9.2**), it was observed that there were thousands of people who needed to restore their civic documents in the areas of Batticaloa, Kilinochchi, Mullaithivu and Vavuniya. The Project addressed a major portion of the most documentation needs such as issuing National Identity Cards (NIC), Birth certificates and marriage certificates. UNDP supported the regional offices of the Registrar General's Department to purchase furniture, computers, scanners and other equipment required to store and issue civic documents destroyed during the conflict. Digitalization process which was started under the A2J Project helped to store information securely. Several documentation mobile clinics were conducted in the North and East by the District Secretariats in collaboration with the Department of Registration of Persons and Registrar

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<sup>11</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

General's Department for supporting documentation. Two provincial centres were established in Batticaloa and in Vavuniya under this Project for the Department of Registration of Persons. UNDP conducted training programmes and designed a Manual for Grama Niladhari to make them aware and help them to speed up the process of registration of persons. UNDP also continued addressing the same priorities of the Access to Justice (A2J) Project such as providing legal knowledge, legal aid support and documentation but with a better focus on integration, which is considered as very relevant. Legal Aid Commission participated in this Project for short-term programmes and provided legal assistance. Moreover, training programmes to Police officers and awareness programmes on sexual and gender-based violence were conducted by the Legal Aid Commission. The above-mentioned Project interventions were found to be relevant and have contributed to overall achievement of project objectives.

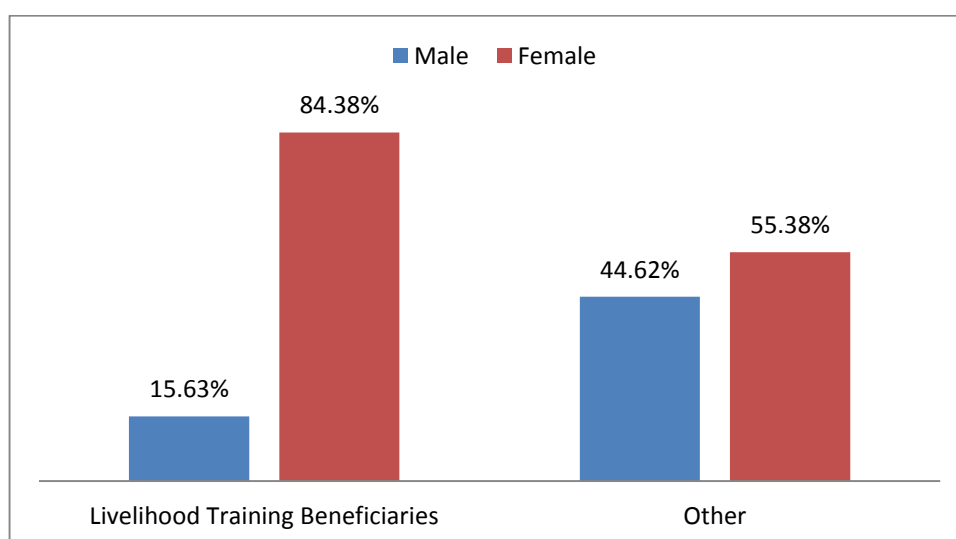
UNICEF in collaboration with the Social Care Centre of the Ministry of Social Services laid emphasis on economic empowerment of the vulnerable families linking to Child Protection. Cash Grants were given to the value of SLR 25,000 – 40,000 for livelihood support for the most vulnerable families with a total of 317 Cash Grants made available during the period 2010 – 2013 for the purpose of supporting women headed / single headed families, spouse suffering from disabilities / child suffering from chronic illness. These can be considered felt needs of the community at the time and therefore, very relevant.

According to the FGDs conducted with members of Child Protection Committees in Vavunia and Batticaloa, the scoring given for relevance (**Annex 11.1**) is ranging from 3 – 4. The reasons given being the child protection and child rights related awareness programmes received by the children, increase of children's attendance in schools, the formation of children's clubs which was an opportunity to bring out their talent, provision of sports equipment to children's clubs and self employment opportunities for widows and youth. FGDs with FIT Programme beneficiaries from Vavuniya and Batticaloa emphasized the relevance (**Annex 11.2**) with a high score ranging from 4 -5, the reasons being the support given by way of financial assistance for educational expenses and materials such as school bags, books and learning material. The FIT Programme supported caretakers to be more concerned about children. This was further reiterated by the District level Key Informants. Therefore the evaluation considers the interventions as relevant and addressing felt needs.

Children's perceptions were obtained by using Participative Ranking Methodology with members of children's clubs promoted and supported by UNICEF. Three (3) such groups were interacted with in Oddamawadi (24 members), Nedunkerni (24 members) and Batticaloa (21 members). In the process the general activities implemented by children's clubs were elicited from the groups and the children were able to identify Project supported activities. The synthesis appears in **Annex 15**. The children were also asked about their priority ranking of the activities, which was considered as an indicator of satisfaction and

relevance to their needs. The priority ranking indicated educational tours as number (1), organizing dramas, storytelling events and cultural events as number (2), and organizing and conducting sports activities within the club and inter-clubs as number (3). The feedback response shows that these activities are liked and appreciated by the children therefore, relevant to their needs.

In post conflict context, ILO looked in to peace, reconciliation and human security; hence targets were to provide vocational training, wage employment and self-employment. They also provided post-training support for beneficiaries so that they can start their own employment which was considered very relevant. Project locations and beneficiaries were selected based on the criteria decided with the DS officers to cater to the needs of the vulnerable population such as youth, women headed families, war affected families, low income families, families with disabled members, families with unemployed members, families with majority women members and widows. This is evident from the composition of questionnaire respondents as appearing in Figure 1. The majority of respondents (84.38%) who have received livelihood support were females. As observed in the findings and revealed during KIIs, this can be considered as depicting the commitment of Project to human security among vulnerable women.



**Figure 1: Gender Composition of the Respondents**

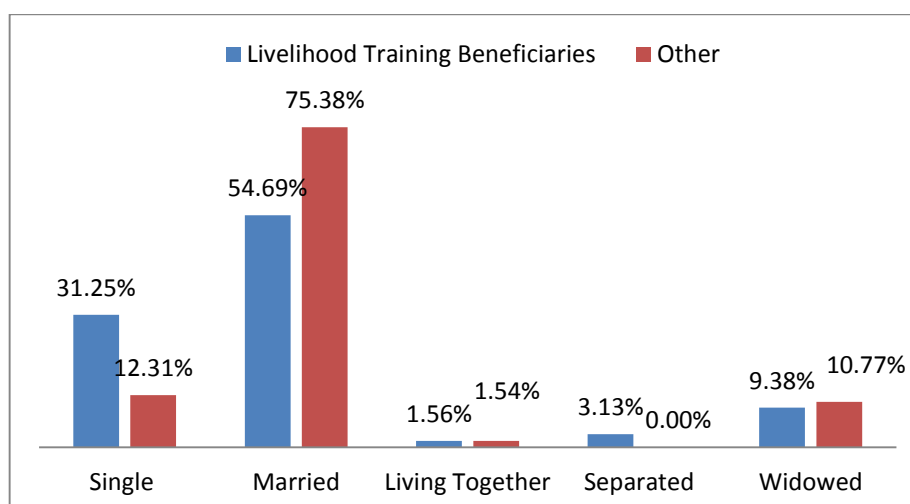
SGDs were held with 3-4 members representing District Level Implementation Partners. According to the members of the Business Resource Centres (BRC) established at the DS Offices by ILO, the selection of beneficiaries for the programmes and support services had been provided by grass root level implementing partners such as Women Entrepreneurs Social Welfare Association (WESWA). Trained officers registered with the BRC were responsible for conducting training courses such as Generate Your Business (GYB) and Start Your Business (SYB) supported by ILO. The synthesis of their responses appears in **Annex 13**. The respondents agree in general that the joint Project interventions were timely and

relevant as they were implemented in the war affected areas and also due to the fact that they were addressing human security concerns.

SGDs were conducted with training providers namely, Industrial Development Board (IDB), Vocational Training Authority (VTA), National Apprentice and Industrial Training Authority (NAITA) and Miani Technical Institute who are implementing partners of ILO. Their responses appear in **Annex 14**. The trainings provided by these Institutes were supported by ILO and expected to conduct job oriented courses which provided the opportunity to the relevant beneficiaries to obtain professional certificates recognized locally and internationally. This was supported by the fact that the trainees found the training certificates useful and relevant when applying for jobs as observed during FGDs. IDB has assisted the trainees to market their products.

FGDs with beneficiaries (**Annex 12**) of livelihood support Project interventions in general have given an average score of 4 for relevance. It is supported by the fact that objectives have been achieved and the Project helped them at a crucial moment when they were desperate. Means of livelihood introduced through training of youth and women were valued and considered to be relevant.

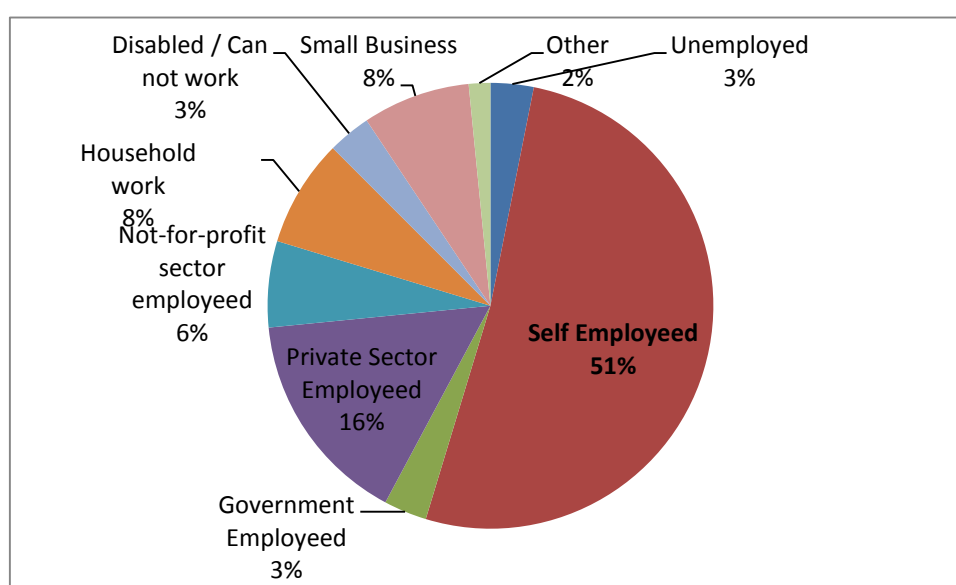
As shown in Figure 2, majority of the questionnaire survey respondents are married while 31.25% of the trainees under ILO supported intervention are single which also reflects the focus on youth for livelihood support programmes. Nearly 10% of the training beneficiaries are widows with emphasis on the vulnerability of the population covered. This shows that the vocational training and livelihood support benefits have reached the targeted most vulnerable groups such as unemployed youth and widows. More than 50% of the livelihood-supported beneficiaries have obtained secondary education. The proportion of those who have not obtained formal education is negligible.



**Figure 2: Marital Status of the Sample**



The qualitative observations arising out of KIIs, SGDs and FGDs as captured during the evaluation are further supported by quantitative evidence as explained below. As a result of appropriate training, 72% of trainees found employment and 54% of them started self-employment ventures<sup>12</sup>. This number is further supported by the questionnaire survey, where there are 51% of self-employed respondents (Figure 3). As such the needs of beneficiaries have been incorporated in the design and implementation of the joint Project and the training providers considered the Project intervention as relevant. Forty percent (40%) of the beneficiaries are involved in the manufacturing sector, which shows a clear relationship with the livelihood training and assistance provided by the Project.



**Figure 3: Current Employment Status of Sample Beneficiaries**

### 3.1 Effectiveness of Project Interventions

The joint Project of UNDP, UNICEF and ILO while being relevant to the prevalent situation as described above, was also found to be *effective* in terms of almost all the interventions from an integrated perspective. The key achievements are captured below which have been very much appreciated during FGDs, SGDs. According to KIIs it is evident that Project interventions were fairly effective and have achieved the expected targets to varying degrees. In general, it was observed that these accomplishments particularly in relation to provision of civic documents, care and protection of children and vocational training and livelihood development could not have been achieved if not for the technical, institutional and financial support provided by the joint Project.

<sup>12</sup> Draft Final Project Progress Report (01 January2014 - September 2014), September 2014

**UNDP** had supported restoration/issuance of civic documentation (National Identity Cards, Birth, Death, Marriage and Citizenship Certificates) needed by the conflict-affected communities to replace lost documents and thereby helping them to gain access to socio-economic services. The Registrar General's Department had lost all the civic documents stored in Mullaithivu during the conflict and the Project helped to restore them and develop the archives with information available at the Registrar General's Department in Colombo. The Project further supported to create a new digitalized database by which the information can be shared between the Registrar General's Department and the Department of Registration of Persons. The evaluation observes that the capacity of these Departments was very much strengthened by providing equipment such as computers, photocopiers, printers, furniture and buildings. The KIIs reiterated this and had observed that the provision of necessary infrastructure facilities helped with the Project implementation and improved the quality of their service provision. KIIs further revealed that the Department by itself could not have been able to address the provision of civic documentation, as the cost involvement was high to reach the vulnerable communities. It was also observed that the beneficiaries were able to gain access to services such as birth certificates allowed admission of children to schools, NICs, provided opportunities for youth to gain employment and obtain Passports allowing travel outside.

The Department of Registration of Persons observed that they provided equality of service to all the beneficiaries irrespective of their nationality or ethnicity to establish their identification, which was lost as a result of the conflict. UNDP supported documentation mobile clinics and establishment of two regional offices in Vavuniya and Batticaloa were value additions in delivering results which helped to speed up the service provision and was considered as very effective by the different stakeholders at all levels. As the community found it difficult to bear the stamp charges to obtain the necessary documents, providing documents free of charge through the District Secretariats has not only benefitted those who could not afford to pay the fees, but also provided access to social benefits and recognition.

Approximately a total of 46,000 individuals or more benefited from 71 documentation clinics conducted in Batticaloa, Vavuniya, Kilinochchi and Mullaithivu Districts in the years 2011 to 2012 and 04 mobile clinics conducted in the 04 Districts in 2013. Through these mobile clinics, civic documentations like marriage certificates, birth certificate, application for National Identity Cards (NICs) and police reports on lost persons were provided to the beneficiaries to enable the process of applying for and obtaining the National Identity Cards (NIC). During 2013, 80 citizenship certificates were issued for refugee returnees from India while 87 consular birth certificates and additional citizenship certificates were processed for refugee returnees from India. Further, UNDP supported the Ministry of National Languages and Social Integration to carry out a Legal Documentation Needs Assessment in Northern and Eastern Districts to find out the remaining high priority legal documentation needs in

the conflict-affected areas that remain to be addressed. The assessment has been completed and based on the results another type of mobile documentation clinics were implemented in partnership with MNLSI which consisted of 04 pre-mobile clinics in the 04 Project Districts providing 7,282 individuals with pre-requisite documentation for the issuance of NICs<sup>13</sup>. It is an indication of the flexibility of the Project on the part of the implementing partner MNLSI and the collaborative support from UNDP to address emerging needs of the community.

According to the KIIs with District level Government officers who were involved in the UNDP interventions, some factors that delayed the process were; many people who came from upcountry not having information to prove their birth related information which delayed the process of achieving targets 100% in providing civic documents; some documents were destroyed during the conflict and developing the archives to get copies was time consuming; inadequate Government staff to facilitate the process; most of the affected people who have been working as daily paid labourers were unable to attend mobile clinics, people living in distant areas due to displacement and some people were not aware about obtaining civic documents. Funds being channeled through the Treasury had to comply with Government procedures which also delayed the process.

The institutional strengthening support and capacity building of personnel was found to be very effective as revealed from the evaluation. The Ministry of National Languages and Social Integration indicated that the capacity development of duty bearers was not limited to personnel, but also focused on institutional strengthening as well and considered as essential for effective and efficient service delivery. However the full utilization of allocated resources could not be achieved due to challenges relating to coordination considering the context that prevailed at that time. For instance, refurbishment of the buildings for setting up of the regional offices of Department of Registration of Persons and procurement of items for the same took considerable period of time than expected. Further in view of these challenges, MNLSI was compelled to carry forward the unutilized resources in to 2014 as a contribution for the Project activities that continued under Strengthening Enforcement of Law, Access to Justice and Social Integration (SELAJSI) programme.

The above observation on institutional development was supported by the Department of Immigration and Emigration and Department of Registration of Persons who appreciated the support given by UNDP and stated that they would not have been able to achieve the Project targets without their support and that it was an effective investment. The support given by the field staff, Divisional Secretariat and Grama Niladharis was also appreciated in achieving a successful result especially in Vavuniya.

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<sup>13</sup> Final Project Progress Report 30<sup>th</sup> September 2014

UNDP provided the Court of Appeal of Sri Lanka with technical translation support and equipment through the Ministry of Justice to set up a translation unit which could translate from Tamil to English language a backlog of cases which had not been taken to the appeal courts for more than fifteen years, thereby preventing access to justice. As a first step, 30 such cases from the Northern and Eastern Provinces were translated and these cases are prioritized for hearing at the Court of Appeal in 2014. The evaluators consider this as a significant contribution from the project towards addressing a longstanding gap in the system.

It was found during the evaluation that UNDP has contributed for the achievement of the following results in relation to awareness and access to legal services which benefited the community to a greater extent as revealed during KIIs and FGDs.

- The Legal Aid Commission, and local NGOs including the Institute of Human Rights, Women in Need and Sarvodaya Legal Services Movement (SLSM) have managed to extend legal aid to 1,480 cases through legal aid clinics in Vavuniya, Kilinochchi, Mullaithivu and Batticaloa Districts<sup>14</sup>.
- With regard to awareness programmes and discussions on the law related to domestic violence and land issues conducted by different partner organizations in Vavuniya, Kilinochchi, Mullaithivu and Batticaloa Districts, 5,287 individuals have benefitted. Further, 9% of citizens have benefitted from legal awareness programmes conducted in Vavuniya and 8,741 people have benefitted from awareness programmes that were conducted in Batticaloa.
- Twelve (12) Community Legal Empowerment programmes for children and women were conducted at the village level by the Human Rights Commission (HRC), Norwegian Refugee Council (NRC) and UNICEF covering 2,300 children; teachers and families within IDP camps on issues relevant to the protection of women and children in Vavuniya.
- In total, 48 villages have benefitted from legal literacy programmes. Legal literacy programmes were conducted in 09 villages in Kilinochchi, 29 villages in Batticaloa and 10 villages in Vavuniya Districts.
- Ten thousand Law directories were printed and it is to be widely disseminated nationwide, including the Districts of Batticaloa, Vavuniya, Kilinochchi and Mullaithivu.
- Twenty seven percent (27%) of GNs in Batticaloa have been trained on gender sensitive issues like child abuse and domestic violence. The Community Legal Empowerment for Women (CLEW) programme has reached 4,363 beneficiaries, of whom 56% are men and 44% are women.
- Awareness programmes for the village heads, women community leaders, public officers and the community were conducted in Kilinochchi and Mullaithivu which

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<sup>14</sup> Final Project Progress Report 30<sup>th</sup> September 2014

benefitted 213 and 378 individuals respectively. Three training programmes for community based correction officers were conducted nationally, which included Vavuniya and Batticaloa, and benefitted 146 Officers.

- Ninety percent (90%) of GNs in Vavuniya and 100% of GNs from Mullaithivu and Kilinochchi Districts have received training from UNDP's Access to Justice Project on women's rights and domestic violence, including the information on how to access the protection and justice services. In Vavuniya, the total participants were comprised of 83% of men and 17% of women. Evaluation of these trainings and the observation of the GNs services to the public, demonstrates increased awareness and knowledge of key subject areas.
- Village profiling programmes have been conducted by LAC. The LAC has made house to house visits for 190 families of 7 villages in Vavuniya District in order to have discussions/dialogue to find out their legal issues. In this exercise, most of the villages have come up with land issues.

UNDP has also assisted refurbishment of the Women's and Children's Desk at the Kilinochchi Police Station, to deliver services to vulnerable women including victims of gender based violence and children. This unit is now fully functional to deliver service.

All stakeholders were able to get their staff trained through capacity development programmes carried out under this Project. District level Government officers who were involved in the UNDP interventions agreed that when the Project was designed, human security concerns were included.

**UNICEF** interventions under the Project were also addressing the needs of the communities and individuals especially women and children to have greater access to child protection and family / social support services. The effectiveness of such interventions can be considered as high judging from the following achievements<sup>15</sup> over the project period.

- In total 9,315 vulnerable families had benefited from various family support programmes such as emergency cash grants, livelihood assistance, counseling/psycho-social support, monthly cash support for children with disabilities, education support and allowances and assistive devices for mobility support<sup>16</sup>.
- It is reported that more than 7,500 children including children leaving armed groups had been assisted with psycho-social and counseling support<sup>17</sup>.
- Vulnerable children including child surrendees totaling 3,136 have received benefits from emergency cash grants.
- Nearly 2,468 children had been referred to State service providers for education, skills training, health services and Income Generation Assistance (IGA).

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<sup>15</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>16</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>17</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

- A total of 859 vulnerable families received livelihood support through UNICEF partnership with Department of Social Services. Another 145 families in Vavuniya and 36 in Batticaloa received emergency assistance (cash or kind) through referrals from VCRMCs.
- Ninety Five (95) VCRMCs were established and trained to monitor and identify child protection issues at the village level and refer cases to the relevant authorities when required.
- UNICEF in partnership with Department of Probation and Child Care Services provided 918 children in need of care and protection with FIT Person orders. This prevented 390 children from being institutionalized and another 300 received bicycles that helped them to attend schools regularly.
- In partnership with Ministry of Social Services more than 16,100 persons received psychosocial counseling services while more than 500 community members increased awareness on issues related to psycho social distress.
- Regarding the cases referred to by the village committees to child protection authorities, an overall average of 34% increase was recorded during the period 2011 to 2014. The cases revolved around illegal adoption, sexual abuse, school dropouts, early marriage, physical abuse, etc.<sup>18</sup>
- Provided financial assistance to conduct a training/ diploma for grass-root level women and women leaders in Northern Province on empowerment, SGBV and related laws, women's rights, leadership etc. by NCW (National Committee on Women) of Ministry of Child Development and Women's Affairs through the NISD (National Institute of Social Development). In total, 75 women from Northern Province have benefitted.
- Child Protection Committees (208) <sup>19</sup> were trained in Batticaloa and Kilinochchi Districts on child protection mechanisms to reduce the number of incidents of child abuse within the villages.
- Children (2,338 girls and 1,864 boys) had been assisted at community level through Probation Officers. Also, 11,165 children (5,774 boys and 5,391 girls) received assistance through child friendly activities (dance, music, drama and psycho-social support)<sup>20</sup>.

Training for Social Workers and Probation Officers in child development and child protection had been conducted under the project benefiting a total of 21,281 children, of whom approximately 53% were girls, had been assisted through child-friendly services (psychosocial support, recreational activities and awareness raising on child protection

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<sup>18</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>19</sup> The difference between the VCRMC and CPC is that the VCRMC has a Government registration while the CPC does not; however the same members are present in both committees.

<sup>20</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

issues). This had opened new avenues for the children to express themselves and to learn new areas from adults and each other<sup>21</sup>.

Regular advocacy sessions were conducted with higher-level authorities and armed forces to bring to their attention, highlight trends of child rights violations to increase ownership for civilian protection and activate a response. It is noted that with support from the UNTFHS Project and other UN Agencies, 50 Social Workers and Probation Officers in the Eastern Province and 39 Social Workers and Probation Officers in the Northern Province, had received the National Child Protection Diploma.

Also, 116 advocacy meetings had been conducted in Batticaloa, Kilinochchi and Vavuniya Districts, with the Sri Lanka Army, Commissioner of the Human Rights Council, Probation Commissioner, Director – Social Services, Secretary to the Ministry of Social Services, National Child Protection Authority (NCPA) Officers, Police Officers and Government Agents (GAs). The issues that were discussed focused on missing children, tracing families, safety of surrendees, gender based violence, opportunities for vocational training and cash grants. Similar advocacy meetings were held with high-level protection authorities in Batticaloa District to develop and streamline case management resulting in key recommendations<sup>22</sup>.

Altogether 34 key recommendations emanating from above stated meetings, held in Batticaloa, Vavuniya and Kilinochchi had been acted upon including development of case management guidelines, scale up of efforts to trace missing children and reunifying them with their families, review of child related laws and minimum standards in relation to orphanages in the Northern Province and drafting of new regulations on minimum standards of care in children's homes<sup>23</sup>.

The reintegration programme for the child surrendees was completed and all under aged recruited children have been reintegrated in their communities through family reunification programmes during 2010. With UNHSTF support, 21 children were reintegrated back with their families and in the community<sup>24</sup>.

The UN Agencies observed that awareness on security issues and access to services, protection through children's clubs, public awareness through street drama on gender based violence, economic empowerment of women were some of the ways in which capacity could be built among the rights holders.

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<sup>21</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>22</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>23</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

<sup>24</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

The capacities of the duty bearers were developed in terms of technical support; understanding issues; Case Management; Case Conferences; Family Groups; Awareness to the community; Counseling; Team Work, training for Grama Niladharies on dealing with women and child related issues.

During FGDs with Child Protection Committees (CPCs) it was observed that UNICEF supported activities had been implemented after initial discussions with the community. Those children who dropped out of school were given an opportunity to continue their education. The girls whose education was interrupted due to cultural issues were psychologically encouraged to continue their higher education and created self-confidence in them. The scoring given ranges from 3-3.5. The average score was due to some of the needs of preschools not being met and the difficulties faced by girls due to transport problems keeping them away from school. Therefore, the effort was not as effective as expected.

The FGDs with FIT programme beneficiaries scored effectiveness ranging from 4-5, which is an indication of the satisfaction with the programme. The reasons given were effective communication, regular bank deposits and useful awareness programmes on child abuse, a system to send school drop-outs back to school, provision of additional classes for catching up and empowering the children and their care takers on their rights and duties.

The members of the children's clubs perceived the Project interventions as effectively meeting their expectations and were satisfied with the outcomes of self confidence and the opportunities provided for developing their potential.

***International Labour Organization (ILO)*** had been able to assist vulnerable families to be engaged in preferred employment through career guidance and support to obtain national vocational qualifications, thus, fulfilling its focus, through the Project. Youth of vulnerable families were given career guidance and support to acquire national vocational qualifications leading to gainful employment. Fields covered included technical, industrial and soft skills like beauty culture and pre-school teaching. Beneficiaries who received the NVQ have obtained sustainable employment, which was effected due to Project activities. ILO had worked with persons with disabilities and prepared them for entrepreneurship, advised on basic work related therapies, accessibility modifications in environment and sign language dictionary<sup>25</sup>.

The evaluation reveals that ILO assistance has been highly effective under the given circumstances of a post conflict situation, which is evident by the following achievements during the project period;

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<sup>25</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014



- Four hundred eighty Five beneficiaries (214 males and 271 females) have been given vocational training in Batticaloa and Vavunia, and obtained NVQ,
- Out of those who had been trained, 1,032 new individuals had started group enterprises and 1,125 beneficiaries (135 males and 990 females) had been supported and guided to start business.<sup>26</sup>
- Two hundred and seven (5 males and 202 females) having marginal income from new businesses, had been given enhanced training to improve their businesses with a certain amount of investment capital
- Sixteen (16) vocational guidance sessions were held for prospective youths in Vavuniya and Batticaloa Districts
- Seven Women Rural Development Societies (WRDS) and 05 Divisional Women Entrepreneurs Social Welfare Associations were organized to operate community credit funds in Batticaloa and Vavuniya.
- Forty three families have been given 'Generate Your Business' (GYB) and 613 families have undergone Start Your Business (SYB) Training

ILO was supposed to target 1000 beneficiaries and they reached 1141, which is a positive indication of effectiveness in delivery of interventions. According to ILO (KII), relationships with the District and Divisional Administrations helped the ILO to achieve the intended outputs and outcomes. They are also of the view that implementing the Project at the right time was one of the factors that contributed to its success.

According to SGDs with ILO partners, there was general agreement that the training programs were fairly effective. After the livelihood training, the businesses have improved. Three trade exhibitions had been held to promote the products of the beneficiaries. Those who engaged in business enterprises were targeted first. Emergence of micro credit organizations had attracted those vulnerable groups and later they faced difficulties in repayment. Such external factors hindered achieving the intended outcomes to some extent. The support from the Government was contributory to the success of the project as observed during KIIs and FGDs. Local organizations such as WRDS and Women Entrepreneurs Social Welfare Associations (WESWA) provided implementation support to carry out promotional as well as development activities. They stayed with the beneficiaries until the objectives were reached, arranging training for livelihood support and helped those in need of documentation. Organizations such as Centre for Accessibility, Monitoring and Information on Disability (CAMID) (helping to locate beneficiaries), Chamber of Commerce (providing small machinery), Kaviya (conducting exhibitions for local produce) and Palmyra Development Board (purchasing local handicrafts) can be cited as external factors that have contributed to achieving the intended outputs and outcomes.

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<sup>26</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

The joint Project particularly ILO sponsored and conducted training programmes for the beneficiaries which had helped them to get business registration while providing them with name boards of their business concerns giving a sense of ownership for their trade and giving value to the outcomes. Funding from UNDP helped those who had migrated due to displacement from the country due to conflict to obtain their birth certificates on their return. UNDP supported to obtain necessary civic documentations for the members of WESWA, especially for the women who returned to Sri Lanka from India from the refugee camps.

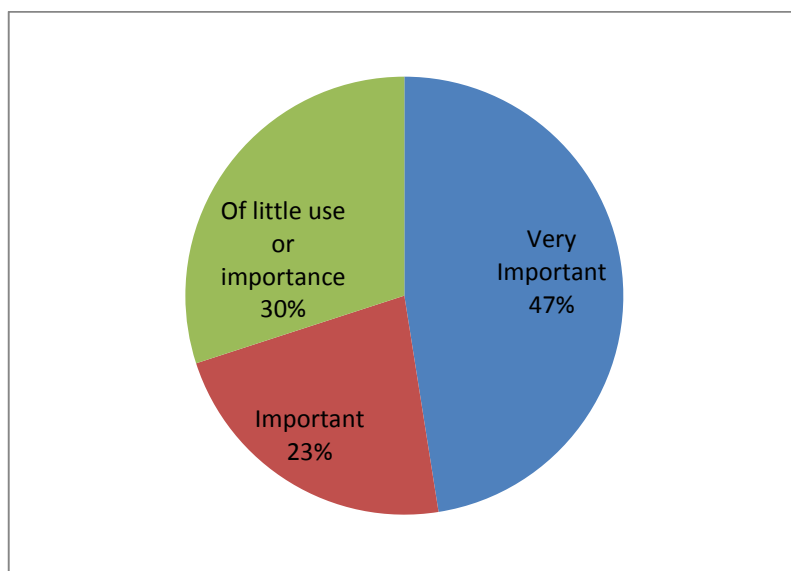
The capacity development of both the rights holders and duty bearers was addressed through conducting awareness and training programmes for them to understand their role in relation to the Project intervention. To those *duty bearers*, the capacity building assisted them to work as a team, to identify the beneficiaries and respond to their needs. As far as the *rights holders* were concerned the capacity building helped them to improve their self-confidence; provided opportunities for them to understand their skills, guided them to learn about their trades and understand the prevailing interest rates of micro credit institutions. The duty bearing staff of the Divisional Secretariat became Certified Trainers of SIYB (Divisional Officers of Science and Technology, Human Resource Development, Skills Development and Social Service) due to the contribution of the Project which enhanced their capacity development. Business skills of the rights holders improved, leading to the sustainability of their ventures.

With regard to human security approaches the needs of the vulnerable groups were identified and included in the design and implementation of the joint project. Planning of the Project intervention invariably took into consideration safety (protection for women, children and vulnerable persons), rights of the people and children and provision of safe water etc.

The SGDs with training providers who were implementing partners of ILO have agreed that in providing vocational training with a view to provide livelihood support was responding to one of the key concerns of human security. In this regard they were able to provide the base for the improvement of the income earning capacity of the beneficiaries. Further, they were able to support the beneficiaries, after completion of their training, with financial assistance to continue the vocation they had been trained for. A loan of up to LKR 200,000.00 was granted to the needy beneficiaries through financial institutions to start and improve their businesses.

The questionnaire responses reveal that the training has been linked with financial assistance, to enhance the effective utilization of the training provided. Nearly two thirds (64%) of respondents had received financial assistance along with the training. Further, beneficiaries have been motivated to progress independently as a result of new livelihood

assistance given to them. As shown in Figure 4, 70% of the respondents have stated that the financial assistance along with training is important.



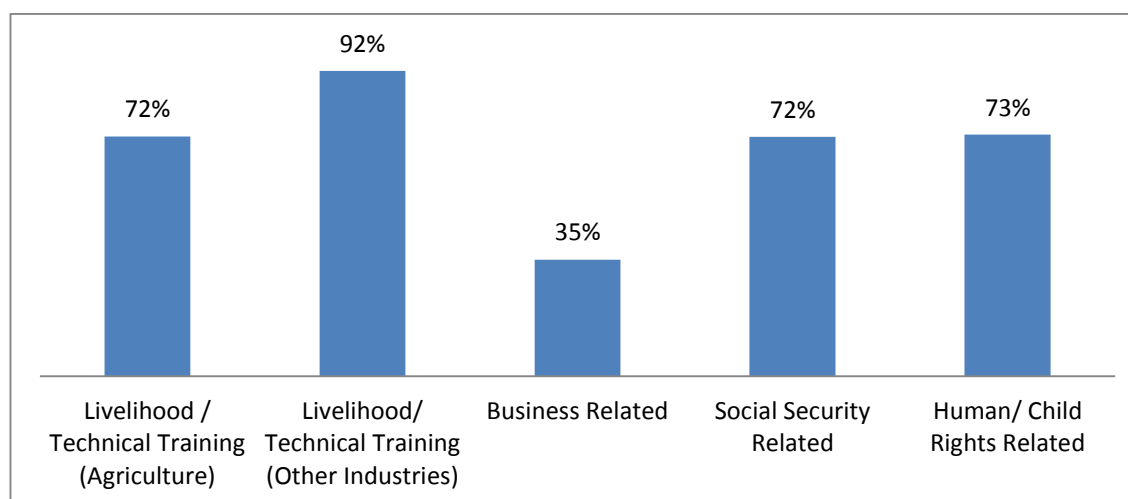
**Figure 4:** Importance of Financial Assistance along with Training

IDB as a partner had provided linkages with marketing. The awarding of professional certificates to the skilled persons helped them to engage in the vocations that they have been practicing with more confidence and enhanced skill. Currently they are gradually coming out of their poverty with the enhanced earning capacity. Due to the above factors the implementing agencies perceived, the training provided as effectively meeting the expectations of trainees and fulfilling the Project objectives. However, in the target areas the socio-cultural concerns, family backgrounds are yet barriers for girls to get involved in training and employment.

FGDs with livelihood supported training beneficiaries scored effectiveness of programme interventions with an average score of 4. The factors supporting the high score were; the knowledge, skills and friendly approach of the trainers, business training, exchange / exposure visits, certificates awarded, promotion of self-employment and increase in family income. The small group training strategy was considered effective. They received recognition as entrepreneurs which gained self-respect. Trainees were able to train others in the village and the ripple effect was an unexpected advantage. On the negative side; marketing problems, not having proper meeting place to discuss and share experiences, inadequate financial support to meet equipment and material requirements were highlighted.

However, according to questionnaire survey, a majority of beneficiaries valued training in general as useful. Livelihood/ Technical Training (Other Industries) was considered useful by 92% of beneficiaries (Figure 5). With regard to Business Training, only 35% of livelihood-

supported beneficiaries found it useful/ effective. This finding is supported by the evidence derived from the FGD responses that support services such as marketing and financial support were inadequate.



**Figure 5: Usefulness of Programmes**

In general on the positive side, the staff had noted that they got out of their “silos” and networked offering the beneficiaries more assistance and better-coordinated services. However, during the mid-term review it was observed that each agency had done their work in usual manner in agency silos<sup>27</sup>.

Although the effectiveness of Project interventions was very much appreciated by different stakeholders the following limitations were also highlighted during discussions. The majority of the stakeholders interviewed were of the view that although they have achieved most of their targets, some gaps remained to be achieved. The reason given by some of the stakeholders was the short term funding. The Department of Immigration and Emigration was of the view that the documentation needs of all returnees from India could not be fulfilled, as they did not return all at the same time. They were returning in batches and had to provide documentary evidence for their stay in India due to the conflict in the North and East of Sri Lanka. The Government of Sri Lanka had taken a policy decision to allow the Department of Immigration and Emigration to issue 80,000 passports free of charge to the returnees to expedite the process during a set period of time. However, only 20,000 could be issued due to difficulties faced by the returnees in securing the necessary documentary evidence from Indian sources to substantiate their stay in India, certified by the relevant authorities, which was a lengthy procedure. This situation was beyond the control of the Department of Immigration and Emigration in Sri Lanka.

<sup>27</sup> Mid-term Review of the 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (ECAC) by Dr. Darini Rajaisingham Senanayake, September 2012

The collaboration was partly hindered due to different agencies completing implementation of interventions at different times. ILO completed the Project one year back while UNDP and UNICEF were still continuing.

### **3.2 Efficiency of Project Interventions**

Even though a value for money assessment was not possible given the time limitations, the evaluation reveals that from an overall point of view the project implementation had been fairly efficient. All 3 UN Agencies collaborating under the joint Project, namely UNDP, UNICEF and ILO had progressive partnerships with the Government stakeholders that facilitated the efficient implementation process. This was further supported by the KIIs, FGDs and SGDs.

As revealed during KIIs, UNDP faced a difficulty because they had to wait 3 months to start the 3<sup>rd</sup> Phase of the A2J Project due to the consultation requirements needed to develop the 3<sup>rd</sup> Phase. The A2J phase III was accommodating needs identified during the documentation needs assessment. They are satisfied that almost all the targets were achieved. However they had to request for two extensions, as they could not complete the activities in 2013 as planned due to the delay in starting the programme. Some delays occurred due to the requirement that UNDP/ UNICEF /ILO had to partner with the Government for implementation and therefore had to keep pace with implementing partner. UNICEF and the Ministry of Social Services stated that planned targets were met on time and targets were achieved more than stated in the proposal.

Inter-agency collaboration had taken many steps to ensure coordinated planning and had targeted Project interventions to establish a strong and effective referral system amongst the collaborative Agencies and implementing partners which increased the efficiency of service delivery.

The data system created under this Project allows direct access to both Registrar General's Department and the Department of Registration of Persons and is a sustainable activity. Digital data system can be accessed through other branches in Mullathivu and Vavuniya. It is less time consuming, efficient and less costly.

It is reported that inter-agency coordination for joint programming at district level needs to be strengthened through programme design and an integrated Monitoring and Evaluation (M and E) system. A need exists to capture and maintain information on the Project interventions for M and E purposes as well as programme analysis for future. Even though, the Project has supported computer equipment and facilities, paucity of human resources and capacity of existing staff to work on multiple programmes left no time for monitoring

and evaluation<sup>28</sup>. Therefore, there was a need for maintaining a coordinated database for efficiency of managing implementation. This situation was further highlighted during the KIIs, which leaves room for improvement of evidence-based decision-making.

All stakeholders agreed that both human and other resources were used very efficiently and the results achieved under the Project as analysed in section 3.2 could not have taken place otherwise. It is an added value that some resources such as computers and the other technical equipment provided under the Project are being used after the completion of the Project which is an indication of optimum use of resources. For example, the Project equipment (computers, printers) given to partners such as DPCCS and DoSS by UNICEF which has helped the implementation process remains with the partner even after the Project has phased out, so those can be used for regular work of those departments. This situation remains the same for institutional support provided by UNDP for MNLSI, Department of Registration of Persons, Department of Immigration and Emigration and Registrar General's Department.

KIIs with UNDP observed that cost savings were carried out fully in using resources and that the relationship of UNDP with the National level implementing partner namely, MNLSI was a great support when implementing the programme. They also opined that the agreed National Framework (United Nations Development Assistance Framework - UNDAF) and the trust that Government had on UNDP been helpful in implementing the programme smoothly.

There were complementarities in the use of financial resources as human resources/operations were already covered through UNDP core resources and other resources under A2J/SELAJSI. UNDP's Equal Access to Justice Project had built upon its own prior experience when designing this joint Project to improve access to legal aid services by the same communities which was an efficient way of following up on the progress made already. Therefore there was no need to draw on the resources of UNTFHS for personnel cost. However, operational bottlenecks were observed during funds transfer from the Treasury.

UN Agencies agreed that the Project catered towards marginalized groups. UNDP observed that the geographical areas selected were high priority areas and there was no discrimination when providing services, but targeted more on women and children. For instance, in Kilinochchi a women and children's desk was established at the Police station to assist women and children in need.

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<sup>28</sup> Mid-term Review of the 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (ECAC) by Dr. Darini Rajaisingham Senanayake, September 2012

Most of the stakeholders were satisfied that the *Project funds were delivered on time, except for few delays* experienced by some in obtaining funds from the Treasury, which had a considerable impact at the Provincial level. Ministry of Social Services observed that there were delays due to Government procedure in transferring funds from the Treasury. The fact that National Level Ministries received funds sooner than the Provincial Level organizations, such as Provincial Department of Probation and Child Care Services and Provincial Department of Social Services was identified as a constraint that had an impact on Project implementation.

Overall, no bottlenecks were encountered and the planned activities were carried out smoothly and efficiently. One of the stakeholders said that this was possible because all the staff was supportive and that credit should be given to the efficient coordination by the Ministry of National Languages and Social *Integration*.

As for the UNDP activity designed to improve beneficiaries' access to legal services, one of the challenges identified by the key partner agency (Legal Aid Commission) is the relative short duration of the project activity. Legal Aid Commission partook in providing legal counseling services, but the term for their services was too short when considering the average time it takes to start and follow up on a legal procedure. The interviewee expressed her regret that her agency could not continue rendering their services to the community, due to phasing out of the Project.

The majority was of the view that the financial, time and human resources were adequately allocated in the design, implementation, monitoring and evaluation of the Project to integrate human security approaches. All stakeholders agreed that the Project targeted the marginalized groups in terms of geographical areas (conflict-affected) and other criteria such as IDPs, women headed families, children etc. reflecting efficiency in the use of resources.

The District Level Government officers were satisfied that the resources allocated to integrate human security approaches were adequate. They stated that as there was an initial survey conducted to find out the needs of the people and the resources were allocated accordingly. Therefore, there were no issues faced related to resources at the implementation stage.

Inadequacy of human resources (personnel) has sometimes been an issue in conducting mobile services. The concept of mobile clinics contributed to efficiency in handling documentation assistance. The civic documents issued through mobile clinics which were conducted enabling beneficiaries to obtain their basic legal documentation required for them to be able to access services had been well received and treated as a very efficient strategy under the circumstances that prevailed. The process was further supported by establishing 2 Regional Offices for Department of Registration of Persons for continuity of

issuance of NICs and restoring all hard copies from the Registrar General's Department numbering approximately 500,000 that were destroyed due to conflict in Kilinochchi and Mullaithivu<sup>29</sup>. Equipment needed for scanning etc., had been provided under the Project to digitalize the documents. This was a very effective activity, which enabled the beneficiaries to access other needed services.

Utilization of financial resources is discerned from the fact that 99.14% of expenditure against funds received has been utilized<sup>30</sup> which is a high rate that stands to the credit of the Project. The efficiency of the use of such resources is evident by the following examples among others: a) Registrar General's Department was able to handle more than 1,000 applications per day; b) With the database established under the Project, it takes only about 15 minutes to finalize a certificate whereas it took about 2 days earlier; c) Training was conducted for 90% of GNs in Vavuniya and 100% of GNs in Kilinochchi and Mullaithivu. Through these trained GNs awareness was raised in the communities regarding the Project related services such as obtaining Identity cards and legal aid services. This is a reflection of the design of the project activity resulting in maximizing its intended impact to the community, by targeting the influential within each community; Grama Nihadharis and women leaders. Prior awareness on obtaining Identity cards helped to reduce the level of applications being rejected for not completing them properly, d) UNDP and UNICEF were able to expand their services to Kilinochchi and Mullaithivu with the initial financial resource allocations with no extra cost to the Project; e) although it was initially planned to provide 20,000 basic documents with the allocated resources as per proposal, the Project had supported to provide approximately 46,000 documents to the beneficiaries. f) UNICEF has managed to reach 21,000 children through children's clubs as compared to 10,000 in the project proposal, g) with regard to vocational training and business development support to women and children in need of livelihood support, ILO exceeded the target within the original time frame.

Effects of joint programming is evident from the Manik Farm experience, where UNDP assisted people who were awaiting completion of de-mining with obtaining identification papers to those who had lost their documents while ILO supported with livelihood assistance, micro finance and vocational training to prepare them in starting their livelihoods once they return to their homes. UNICEF continued its interventions related to care and protection of children and education, which had already been initiated before the joint Project.

*Efficient approaches and methods* had been used under UNICEF support to educate on rights of the community, by way of street dramas, workshops, child rights awareness campaign and community meetings. UNICEF supported Social Care Project of the Ministry of Social

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<sup>29</sup> 2<sup>nd</sup> Progress Report (01 October 2011- 31 December 2012), 03<sup>rd</sup> March 2013

<sup>30</sup> Final Project Progress Report, 30<sup>th</sup> September 2014



Services provided cash grants through the *social care centres* for the most vulnerable families identified. In addition these centres provided an efficient mechanism to implement a coordinated approach using the services of other related Government agencies.

According to the members of *Child Protection Committees* the scoring given for efficiency was 4.5 to 5 which shows considerable satisfaction of the efficiency with which the resources were utilized. Sports equipment/Goods and Library Books are maintained at the house of the Secretary of the Village Protection Committee. They are in very good condition. In Batticaloa, despite minor shortcomings, almost all the resources were utilized efficiently. In Nedukerni they received the resources on time. On needs-based basis the students and children's, requirements were supplied.

FGDs participants of the FIT programme beneficiaries of Vavuniya and Batticaloa gave an average score of 4 for efficiency which is high as the funds given through the Project had helped them to meet the related educational needs and the expenses of the child. Some of the beneficiaries had received the assistance at the right time. In Batticaloa, funds have been given regularly and this activity ended as the Project was completed and the Department is continuing to pay from other sources. The resources provided by UN Agencies have been utilized efficiently and helped to improve children's education. During the FGDs with beneficiaries of FIT person's allowance, it was observed that there were delays in receiving payments sometimes up to 3 months even though the arrears were paid.

*Members of the Children's Clubs* had the capacity to prioritize their needs and plan accordingly with the support of UNICEF field officers for utilizing the resources efficiently. The capacity building of children on these lines will undoubtedly contribute towards building their personality within the scope of working together with fellow members.

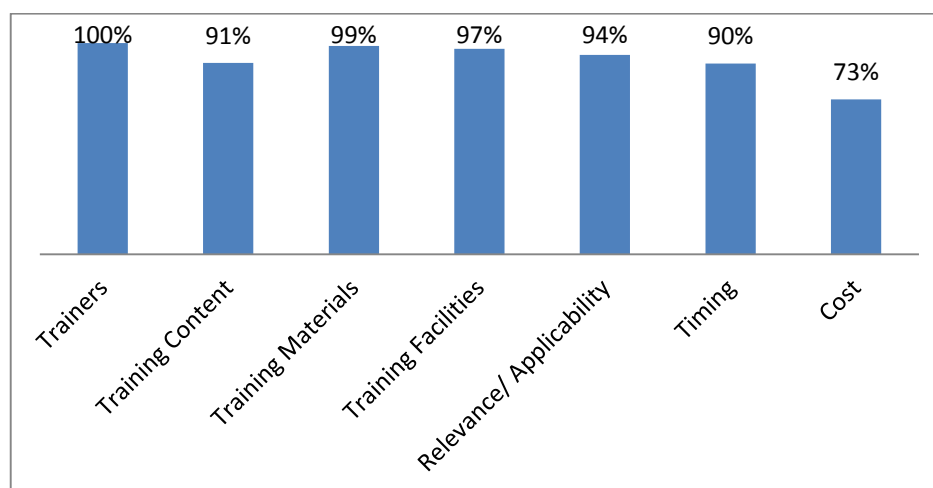
*ILO stated* that they carefully managed the small amount of funds received, and managed to finish the Project on time and achieved some targets beyond expectations. The ILO implementing partners used in-house technical expertise and did not have to spend to outsource technical consultancies. ILO is satisfied, as they were able to complete the Project on schedule as originally planned in an efficient manner.

Soon after the conflict, sensitivity of the human security subject was identified as a concern encountered by all stakeholders. Most of the Agencies believe that resource allocation to integrate human security concerns was somewhat adequate. ILO observed that human security approaches were mainstreamed to all the activities as the entire Project concept was leading towards integrating human security and thereby efficiently addressing the issue. Further during the mobile clinics for documentation and legal support, some vocational training institutes and other employment agents were present in order to provide information regarding the job opportunities; this was very useful, especially for the youth who were present in the legal mobile clinics

ILO stated that beneficiary selection criteria were designed with the support of the Divisional Secretaries and beneficiaries were selected on the recommendation of the DS which contributed to efficiency of managing the process.

The FGDs conducted with ILO supported livelihood training beneficiaries in Vavuniya and Batticaloa, the scoring given for efficiency range from 2 to 5 with an average of 3.6. According to them, there had been no unnecessary expenses; the beneficiaries had been given LKR 15,000 worth of equipment for beauty culture to conduct business from home. The training had been well received. In addition LKR 1500 had been given to the participants as transport costs for 9 months. The beneficiaries were encouraged by awarding of certificates and opportunities to display their products. The classes conducted to impart English Language skills were appreciated.

The average scoring given by the FGD participants for efficiency of training programmes is further supported by the questionnaire responses. However, the Questionnaire Survey reveals that beneficiaries had perceived the training as satisfactory in terms of all aspects namely, Competency of Trainers, Training Contents, Training Materials, Training Facilities, Relevance of Training, Timing and Cost (Figure 6). This clearly indicates that with regard to efficiency, the training programmes can be considered as satisfactory in general.



**Figure 6:** Level of Satisfaction on Training as perceived by Beneficiaries

The SGDs analyzed here refer to implementing partners under the Project. With regard to efficiency, there was general satisfaction among those who participated in the SGDs. Generally funds were allocated according to the number of beneficiaries and nature of the intervention activities. All activities were continuously monitored to ensure proper utilization of allocated funds. The resources received from the UN Agencies for the beneficiaries were utilized properly for their livelihood activities as planned under the Project. ILO did the direct monitoring of the Project in all stages with the participation of

their financial officer. ILO released the fund on installment basis after considering the previous activities. It cannot be always said that the funds were efficiently used. Sometimes the poor attendance for meetings caused wastage of time and resources.

Project funds were received in time though the activities could not be executed in time due to the lack of office space. As all the subject officers of DS belonged to the Government services, naturally, the Government duties needed to be given priority. Due to this situation certain tasks were delayed. From the Divisional Secretary's opinion, it was nothing new or strange. But from the funder's (ILO) point of view it was a delay and a matter of concern to them with a bearing on efficient use of resources.

In the integration of human security approaches for the design, implementation, monitoring and evaluation of the Project, sufficient resources were available except time. Human resources were insufficient to focus adequately on human security concerns though financial resources were available. For monitoring and evaluation, lack of trained personnel was a matter of concern.

According to *SGDs with training providers* (IDB, VTA, NAITA) in response to the question of value addition by the joint Project to the delivery of results the following observations were made. ILO support funds were allocated through the Government Agent's Office and the requests for allocation of funds for activities planned were submitted to ILO at least two months prior to the implementation of the Project. Thus, the funds from the ILO were received in time and this avoided any delay in implementation of the activities. Also, the funds were utilized fully to achieve the objectives of Project. Completing the activities successfully has added value to the results/outcomes. Also the beneficiaries considered their employment rights after the training as an added factor to their training.

With regard to the Project contribution to the capacity development (training) results in relation to rights holders and duty bearers, the following observations can be made.

The Project has contributed considerably in developing the capacities of the rights holder (beneficiaries) and duty bearers (service providers). The rights holders were provided training on vocations of their selection and certificates were awarded. Also, the trainees were linked with other related institutions (visiting banks, job banks and financial institutions) as part of their capacity building, which built up their self-confidence in dealing with them. Meanwhile, the capacity building of the duty bearers was developed to an extent, where they became professional trainers and were taught to handle issues with the right holders during their training activities. This was an efficient way of handling limited resources available for capacity building of both rights holders and duty bearers.

With regard to integration of human security approaches during the designing of the interventions, ILO's concern for the betterment of the beneficiaries was integrated in the

Project design. Taking into consideration the financial well being of the beneficiaries, ILO had provided some allowance during the training period, in order to reach training targets successfully that can be considered as an efficient way of managing resources. It helped and as a result of this intervention, the financial state of the vulnerable families was improved.

In respect of efficiency in the utilization of resources it was observed that resources were utilized to the optimum benefit of the beneficiaries. 99% of the funds were utilized for the training purposes. ILO officers regularly visited and monitored the activities and *“this helped us to discipline ourselves in disbursing the allocated funds more efficiently”*.

Training, livelihood support and awareness on human security issues increased opportunities for vulnerable communities both men and women which was a major outcome envisaged to be achieved under the Project.

In general, adequate resources (financial, time, human resources) were allocated by all three UN Agencies in time. Selected partners (Government and NGOs) together combined the human resources to implement the activities.

### **3.3 Sustainability of the Project Interventions**

It is evident from the evaluation that the three UN Agencies (UNDP, UNICEF and ILO) implemented the joint Project interventions in partnership with Government and non Government Agencies. This collaborative partnership is recognized as a strategy and an approach that lead towards building national ownership with the potential for continuation and sustainability of Project interventions. Further, the Inter-Agency collaboration has resulted in wider social networks enhancing human security, knowledge and understanding about service provision accessible to beneficiaries. It has also contributed to capacity building of partner organization staff as well as towards building a wider perspective of the role of both duty bearers and rights holders, in the context of an early recovery stage of conflict affected vulnerable communities particularly women and children. From a sustainability point of view of Project interventions such a contribution is considered a factor of paramount importance. This observation emerging out of the evaluation is fairly well supported by the KIIs, FGDs, SGDs, questionnaire survey and secondary information. As such, sustainability as an evaluation criterion can be ranked fairly high. In general the stakeholders were fairly satisfied with the move towards sustainability although there were certain concerns. The perceptions of UN Agencies and implementing partners in this regard are captured in the following discussion.

As per the Mid Term Evaluation of the Project, it was noted that some outputs had clear sustainability plans, while some others were evolving. Capacity building of service providers

(State organizations and non-State organizations) was considered vital for sustainability and had been followed up during the later period of the Project<sup>31</sup>.

**UNDP** KII respondents expected sustainability through the national implementation strategy as the duty bearers themselves adopted the programme design. They are of the view that once the backlog is cleared, the system should be able to sustain itself with regard to provision of civic documents. UNDP believes that there is a strong potential for sustainability of services as the Project design itself was planned to improve and strengthen the institutional capacities.

*Department of Registration of Persons* was of the view that as the Project is coming to an end; they have to find another source of funding for continuing the Project activities in other areas. Accordingly the Department is capable of bearing maintenance costs of the resources received under this Project and also capable of improving the process by themselves. Computerizing the District Registries with UNDP support in the North and East can be considered as highly valuable and also paved the way for sustainability with a well-considered exit strategy that stands to the credit of the Project. *Registrar General's Department* is confident that they are able to maintain the electronic database established through the Project. Registrar Generals Department feels that the training of their staff to manage the database was a sustainable initiative. They obtain free consultant services from ICTA that provided the initial training. They are not dependent on outsourced resource personnel but have identified skilled officers within the Department and trained them in the specific areas, which can be considered a positive move towards sustainability.

*Ministry of National Languages and Social Integration* believes that many of the initiatives are now absorbed under the State authorities and are being continued. Therefore, it is understood that sustainability is guaranteed to a greater extent through Government commitment. They feel that additional staff is not needed to continue this and the Government staff can continue the programmes as many officers were trained under the Project and their knowledge can be used for continuing the activities further.

*The Department of Immigration and Emigration* could not complete their programme in relation to returnees from India because they were coming in batches and some of them could not produce proper documentation during the grace period granted for citizenship applications free of charge. The Department suggests that Grama Niladharies be given an additional fee to collect citizenship request applications and send to the Department so that they can process them as the Department has limited resources.

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<sup>31</sup> Mid-term Review of the 'Integrated Programme for Empowering Conflict Affected Communities to Rebuild their Lives in North and East Sri Lanka' (ECAC) by Dr. Darini Rajaisingham Senanayake, September 2012

*The Legal Aid Commission of Sri Lanka* observes that there will be more cases coming up after the awareness created during the last programme conducted in August 2014. In September 2015, they are hoping to establish their centres in these areas. However, they will need continuous funding to continue the success achieved through the programme. The officers will have to reach the communities to address community issues especially in these remote areas as the community members will find it difficult to visit the centres seeking support. Therefore more volunteers will be needed.

The Project interventions had resulted in **UNICEF** building partnerships with the Ministry of Social Services (MoSS), Department of Social Services (DoSS) and Department of Probation and Child Care Services (DPCCS) in a sustainable manner.

UNICEF was of the view that the capacity built among the field level Social Service staff will be an asset in sustaining the efficiency in delivering services to the beneficiaries in child care and protection. The fact that the Project concept has been well accepted and that the decentralized Provincial set up takes up ownership are factors that positively contribute in sustaining the activities. Further the Government itself is committed to upgrading skills and knowledge of the staff. In the North there is a greater potential for sustainability as all DS Divisions in the Province have been covered under the Project.

UNICEF had supported the Ministry of Social Services in deploying 11 Counseling Assistants in Kilinochchi, Mullaithivu, Mannar and Vavunia Districts. Furthermore 159 social service officers and newly recruited psychosocial workers had been trained in basic psychosocial support, counseling skills and on child rights based on the Convention of the Rights of the Child. UNICEF had supported the Government with the recruitment of Child Rights Protection Assistants (CRPAs) as a temporary intervention, and the Government is progressing with integration of these positions into the permanent cadre, which is considered as a salutatory process towards sustainability of Project interventions.

UNICEF supported awareness building on legal issues related to women and child right's and increased the capacity to provide paralegal support in 162 villages from four Divisional Secretariat Divisions in Batticaloa District and five in Vavuniya and Killinochchi Districts. This Project intervention can be considered a vital contribution towards continuity and sustainability of legal assistance through paralegal services.

Continued presence of voluntary Child Rights Promotion Officers at the Divisional level is vital for the regular functioning of the Village Child Rights Monitoring Committees (VCRMCS).

Ministry of Social Services observed that although the UNICEF Cash Grants will not continue after the Project, activities such as Children's Clubs can continue without funding and FIT

Programme and Social Service Care Centres can continue with partial funding by the Government. It was observed that the integrated inter-departmental coordinated services provided by the social care centres “under one roof” will sustain as they operate through the Divisional Secretariats. This approach was found to be effective, efficient, holistic and sustainable as it was supported by relevant Government service providers at Divisional Secretariat levels.

The FGD with members of Child Protection committees in Batticaloa and in Vavuniya had given a score ranging from 4 to 4.5 for sustainability, which is a fairly high rank. The positive factors stated in support of the scoring are: children and parents are motivated to collect funds for common needs and this would be learning for the future as well in sustaining group efforts. Awareness regarding child protection and its importance was regarded as a crucial influence that contributed to the continuity of child protection activities. Participants of FGDs in Batticaloa agreed that self-confidence and the increase in will power gained through engaging in Project related activities on a voluntarily basis will motivate them towards continuity.

Respondent beneficiaries from the FIT programme have given a score of 3 for sustainability, which shows that there is a need to improve their move towards sustainability. The fact that they have formed a Mothers’ Society has been cited as an example pointing towards sustainability of interventions. However, they seem to feel that there is a need for continuity of Project activities until they could self support themselves.

Accessibility of data on violence, abuse, exploitation and neglect of children, and information management systems on child protection in the Government sector is inadequate and hinders sustainability efforts. Further support from UNICEF for addressing this issue is anticipated.

*The members of the Children’s Clubs* were positive in their thinking and are already planning to establish group funds on their own, with the little membership contribution they are making at their monthly meetings collecting LKR 10 from each member. More than the amount, it is the spirit in which they are thinking positively that will contribute towards sustainability of their group efforts.

**ILO** believes that the community based activities such as vocational training, self-employment and enterprise development will sustain, as the beneficiaries will be committed to continue their livelihood enterprises.

The Project interventions included, introducing the beneficiaries to the relevant Government departments and other organizations from which they could receive assistance to continue whatever livelihood activities they were engaged in. This is one of the factors

that ensure the continuity of the Project interventions. Besides, the beneficiaries themselves are now more confident of their own strengths to continue their vocations.

It was evident from the SDGs with Project implementing partners at District level that in general almost all the beneficiaries are organized together as groups. They are now in a position to market their products without much outside help. In this manner they could go on for a long time on their own. Support has been obtained from other organizations such as “NUCLEAR” and Community Based Organizations (CBOs) to continue the programmes. The skills training will continue for a considerable period of time, with the handover of business from generation to generation which they did traditionally as well.

Under the Project intervention, the human resources are in place to take charge of the Project activities with local personnel to continue working towards realization of the objectives further. Earlier they had been trained at “Vidatha” Centres, operated under the Divisional Secretariat, but now they have been given training in technology and management skills under this Project. The Trainers have become more knowledgeable to sustain the activities as resource persons.

The perception of training providers indicate that the Project interventions had been designed with an appropriate sustainability and exit strategy through promoting national/local ownership and use of national capacities. Contribution of resources, machineries, equipment and tools for the training institutions fulfilled the need of facilities required for future training to succeed and be continued. Lessons learnt during capacity building and exposure visits have provided the opportunity to enhance their capabilities to achieve better results over a longer period.

In most cases, the beneficiaries have organized themselves in to groups which strengthened their collective effort. The feeling that they can do something together, positively stimulates them to carry out their activities efficiently within their means. Thus, the benefits of the Project could sustain for a longer time. The revolving loan funds received from organized community groups will support particularly the women to continue their livelihood activities as the credit amount ranged from LKR 10,000 to 25,000. The simplified business registration process supported by ILO in consultation with District Administrations will be a sustained contribution towards formal registration of enterprises.

From the point of view of training beneficiaries (FGD) they have given a score of 3 for sustainability. The positive reasons being that beneficiaries are able to sustain the present momentum as consequent to the training the trainers had encouraged the beneficiaries to continue the programme on their own. It is also stated that the beneficiaries are able to continue their work without external assistance as they have already received technical training and continuity was possible with the support of their own organizations. The



negative reasons for not giving a higher score was that they have completed only 3 of the 7 levels and 4 more levels were needed to complete the training course as some of the participants were new to the training conducted by NAITA after phasing out of the Project. The electricians and carpenters who underwent training felt that they should be provided with a set of essential tools to be able to continue using their skills.

Similarly, according to questionnaire survey, it was noted that 58% of the trainees had not received any follow-up support after the training. This is considered critical for sustaining livelihood activities as observed by the participants of the FGDs who anticipated further technical and financial support until they are stable with their livelihood enterprises.

On the average 89.33% of the operations initiated/ enterprises started under the Project are continuing and sustaining their operations<sup>32</sup>, which is a clear indication of the potential for sustaining the enterprises promoted in support of livelihood development.

The Project in addition, had conducted series of seminars to educate duty bearers on legal and financial issues on entrepreneurial activities, strengthening local institutions as relevant to help communities feel safe, be able to access service and build sustainable livelihoods that can be considered a positive move towards sustainability.

### **3.4 Impact of the Project Interventions**

During the four years of the joint Project it is difficult to assess clearly the impact on behavior, attitudes and changes in the lives of the beneficiaries. However, it is considered useful to look at output and outcome indicators as “pointers” for impact during and beyond the Project. It is also expected that it will pave the way for follow up by the implementing partners who owns the process as duty bearers. Given the context of a post conflict situation, an impact had been observed in the lives of the affected, vulnerable communities particularly women and children in the selected Project areas, in Vavunia, Batticaloa, Mullaithivu and Killinochchi Districts to varying degrees.

The fact that the joint Project was implemented through state and non state agencies by itself has had an impact on the institutional strengthening of such organizations as duty bearers with increased capacity to reach out to the vulnerable communities in delivering services with improved efficiency and effectiveness. It has resulted in significant changes brought about by the UNDP’s focus on access to justice, UNICEF on concentrating on protection and integration of children and ILO in supporting improvement of livelihoods.

During the 71 documentation mobile clinics conducted in Batticaloa, Vavuniya, Kilinochchi and Mullaithivu Districts reaching a total of approximately 46,000 individuals, and the issue of 80 citizenship certificates for refugee returnees from India and 87 consular birth

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<sup>32</sup> Draft Final Project Progress Report (01 January2014 - September 2014), September 2014

certificates processed can be considered as key achievements as described in Section 3.2 which point towards a significant impact in their lives. Further, based on secondary information, the following can be highlighted as impacts on the community. As a result of UNDP supported services such as legal aid services through Legal Aid Commission and selected NGOs such as Women in Need (WIN), Institute of Human Rights (IHR), Sarvodaya Legal Services Movement, 1,480<sup>33</sup> cases had been attended to through legal clinics in Vavuniya, Batticaloa, Mullathivu and Killinochchi. As a result of the technical translation support through the Ministry of Justice a backlog of translations from Tamil to English had been cleared which had impeded such cases being taken to Appeal Courts preventing access to justice. Thirty (30) such cases had been prioritized for hearing at the Court of Appeal in 2014 that is a clear indication of the impact on the affected community. A large number of individuals (mainly women) had benefitted from awareness programmes on law related to domestic violence and land issues which will have an impact on their lives overtime.

These observations on impact are further substantiated by the perceptions of beneficiaries at the FGDs and SGDs and KIs with implementing partners at National and District levels as summarized below.

- People were able to obtain birth certificates and citizenship documents that were important basic documents to obtain other necessary civic documents such as identity cards. Refugees/returnees were able to obtain citizenship documents. Some of them obtained passports to go abroad for better employment opportunities and education.
- Through the mobile documentation clinics the stakeholders were able to raise awareness on the citizenship document and later people who could not participate in the mobile services personally visited the Department and made request for the documents.
- They received social acceptance as citizens in this country and were able to prove their identity and get benefits from the social services available for them.
- Children, youth, adults and elders needs were addressed as a result of the civic and legal documents having a great impact on their lives. As a result of receiving birth certificates children were able to get enrolled in schools to receive formal education. Youth were able to obtain Birth Certificates and National Identity Cards, which helped them to access higher education, good employment opportunities and to enhance quality of their lives. Receiving passports opened the opportunities for foreign employment. Adults were able to get their marriage registration documents and it helped them to access social benefits and to get their children enrolled in schools. These outcomes are significantly pointing towards changes/ impact in the lives of the beneficiaries.
- As an outcome of the awareness programmes a positive attitude was created towards obtaining legal aid. Land registration documents helped to claim land rights. This was especially helpful to widows to claim their right to their spouse's

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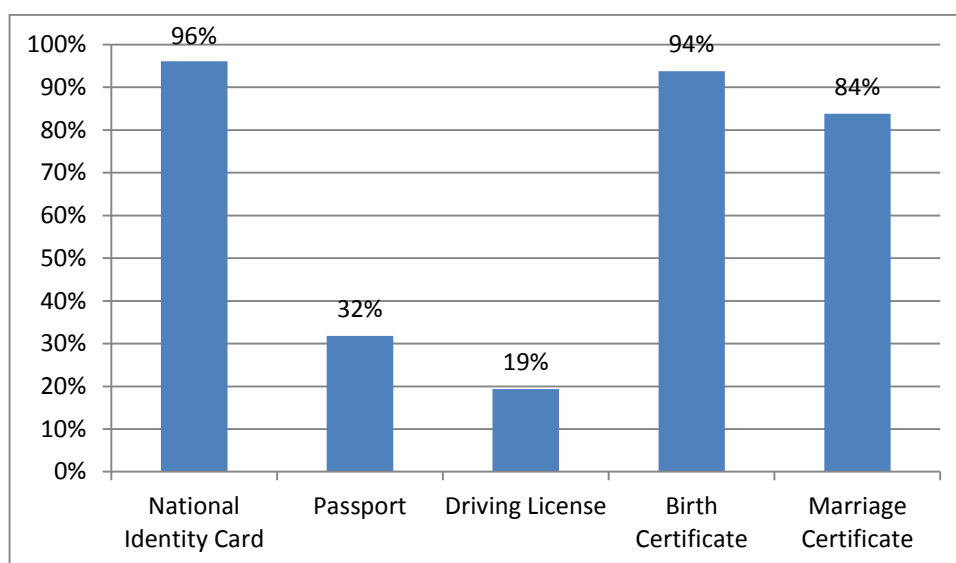
<sup>33</sup>Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

properties. Similarly the issue of death certificates for spouses was helpful to widowed women. They were able to access social services and claim for support services. People became more aware about the Legal Aid Commission as an organization, their rights and other legal support systems as a result of which they could access legal support in addressing problems and issues faced by them, particularly women creating a high potential for having an impact in improving their lives.

- Girl children were able to enroll in schools after obtaining their birth certificates and girls were able to sit for their Ordinary and Advance Level Examinations after obtaining the identity cards.
- There were incidents reported that widows were living with partners without registering their marriage as they could not access that service without the death certificate of their spouse. Some widows faced the risk of being sexually abused by men as they did not have the protection provided by their husbands under normal circumstances. Some of these issues were addressed by providing necessary legal documents, which helped widows to get married and to get social acceptance and protection. Access to better social services and employment paved the way for their empowerment and independence. Some received employment opportunities in the garment factories as a result of receiving legal documents.
- Women were aware about the services available for them and their rights to access them through the awareness programmes conducted under the Project. Involvement of women for the development of the District was increased as a result of receiving legal identification. Increased job opportunities for women as they have their identity card to prove their identity as citizens of Sri Lanka.
- Mobile documentation clinics saved peoples time by speeding up the service provision and the access to the service.
- Awareness created was helpful to people in seeking legal support. Awareness programmes also targeted more school children in conducting awareness programmes as they will be an effective group to convey the message to the peer group. People are now aware about their rights and their role towards their own development more than before.
- Institutional strengthening and the capacity building of officers were helpful in enhancing the sustainability of the project interventions and will be helpful in responding to disasters in the future. Through the National Identity Card (NIC) database, information on basic documentation can be obtained in a very short time.
- Religious leaders are also aware about their role in promoting peace and harmony in the area and they are working towards fulfilling their roles. The Police now receive a lesser number of complaints related to clashes between different religious, ethnic groups in the area.
- Services delivered by the Department of Registration of Persons, and Registrar General's Department in an efficient manner as a result of the digitalization process can be considered as a major institutional impact in delivering services.

- In total, 2008 individuals benefitted through the legal aid clinics conducted in Batticaloa, Vavuniya, Mullaithivu and Kilinochchi districts, which is an indication of the potential impact on their lives<sup>34</sup>.

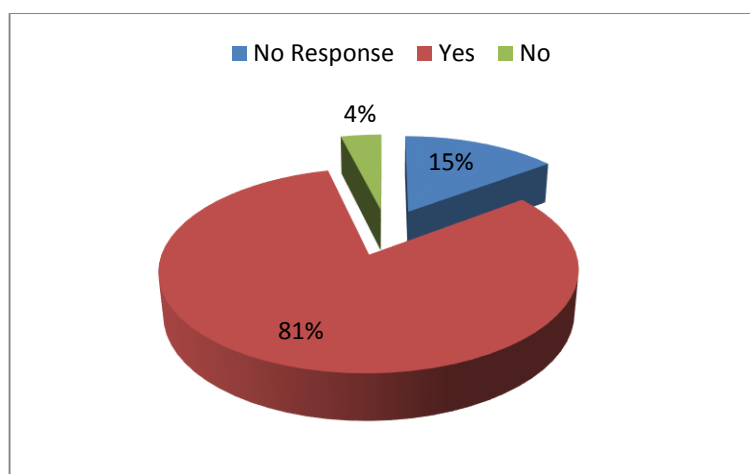
These observations are supported by the responses to the questionnaire survey, as seen in Figure 7. Most of the beneficiaries have availed themselves of the documentation support provided by the UNDP supported interventions. It is also evident that 96% of the participants of the questionnaire survey have obtained National Identity Cards and 94% have Birth Certificates. The Key Informants / village leaders reiterated the benefits from the mobile clinics held for the documentation support as explained above. However, there still remains a relatively small number of people who couldn't benefit from the Project interventions. KIs with the officers at the Registrar General's Department as well as other data indicate that the gap is mostly due to inaccessibility: people living in remote areas were not aware of the project itself.



**Figure 7: Access to Documentation Support**

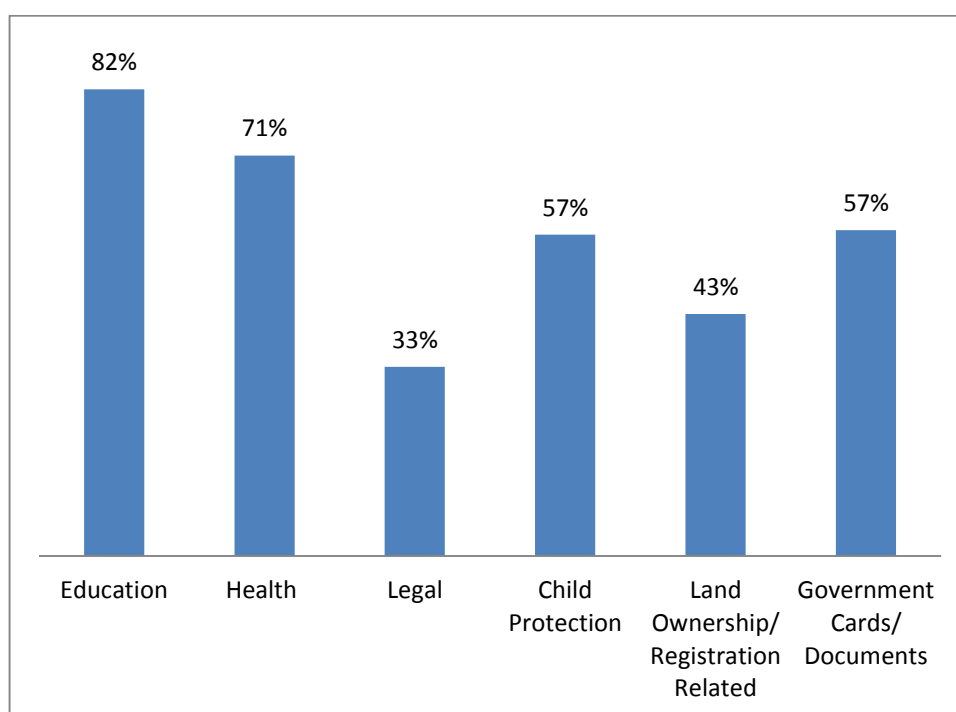
In addition to the documentation support, it is observed that more than 80% of the respondents are currently enjoying the voting rights in these areas that could be considered as a clear impact of the Project interventions ensuring human rights and social security.

<sup>34</sup> Final Project Progress Report, 30<sup>th</sup> September 2014



**Figure 8: Voting Rights**

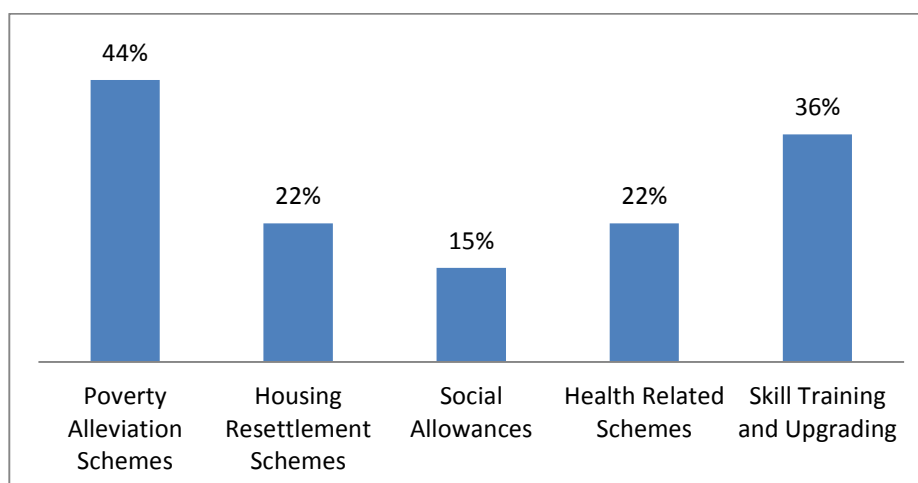
As shown in Figure 9, most of the respondents have access to basic services such as health, education, child protection and basic civil documents promoted under the Project interventions. However, further attention is needed in areas such as access to legal services and services linked with land ownership related issues. Similar concerns have been expressed during the FGDs and KIs particularly with regard to accessing legal services.



**Figure 9: Access to services**

As seen in Figure 10, it is observed that a fairly high number of respondents have access to social security schemes which may have resulted from the awareness programmes conducted under the Project. The variation in accessibility rate per type of services provided by the State is due to different eligibility criteria required for each service. For instance, public assistance/ social allowance ("Pinpadi") is given only to those who are needy,

destitute and elderly with no family support. Health allowance is given to patients with serious illnesses such as cancer. In some cases who availed themselves with basic documentation, following awareness raising programme were subsequently able to access social services that they are eligible to.



**Figure 10: Access to Social Security Schemes**

It is observed that the findings from the above analysis based on the questionnaire survey substantiate the findings from the Desk Review, Key Informant Interviews and Focus Group Discussions.

With UNICEF supported family support programmes (as explained under section 3.2) a large number of families (9,315)<sup>35</sup> benefited from livelihood assistance, emergency cash grants, counseling, psycho-social support, monthly cash support for children with disabilities, education support and allowances and assistance for mobility support e.g.: provision of bicycles under the FIT Programme. The difference that such support programmes had on their lives was reiterated during FGDs and KIs. One such example is the impact of the bicycles provided for schooling which had the intended impact of improving school attendance and also an unintended impact on the whole family by the fact that more than one child could benefit to go to school, and for girls it had an impact on reducing child abuse as they had to walk long distances through the jungle. It was further explained that the bicycles had an impact on the livelihood activities of the family when not used by the children. As explained in section 3.2 the FIT Persons Orders had a significant impact in avoiding 390 children from being institutionalized. Similarly with UNICEF support 162 villages from 4 DS divisions in Batticaloa, Vavuniya and Killinochchi were found to be having greater awareness on legal issues related to women's and child rights and therefore, it can be expected to have a long standing impact on the availability of paralegal support in the community itself

<sup>35</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

The reintegration of children under the UNICEF programme had a major impact in the lives of such children. It was observed that child surrendees had been reintegrated through family unification programme totaling 21 in 2010 it was very much appreciated during KIIs as having an immeasurable impact on the lives of such children and on their family well being and happiness.

The fact that UNICEF had supported strengthening 208 Child Protection Committees with training on child protection mechanisms can be expected to have an impact on reducing child abuse at the village level in Batticaloa and Vavuniya. In addition training for social workers and probation officers in child development and child protection is expected to benefit 21,281<sup>36</sup> children of whom 53% were girls and can be considered as having an expected impact on reducing child abuse.

Even though, data is not available to support such a trend, the perceptions of FGDs and KIIs support the possibility of such an impact, which will be contributory for increasing quality of life of the children. Secondary information show that 4,894 children (2,711 girls and 2,183 boys) were assisted at community level through probation officers which include issues related to sexual and physical abuse, early marriage, street children, school dropouts, attempted suicide, disappearance and institutionalization. The evaluators are of the opinion that such an effort has the potential of having an impact on advocating and enforcing child protection standards thereby ensuring an improved quality of life for the affected children.

Regular advocacy sessions conducted with higher-level authorities and armed forces, social workers and probation officers receiving National Child Protection Diploma are expected to have an impact in drawing attention and increasing ownership for civilian protection and response. Psycho social support and counseling services provided to 16,100 persons with appropriate referral services, and 7,500 children including those leaving armed groups, assisted with psycho-social and counseling support are Project interventions (as explained in section 3.2 under effectiveness) that can be expected based on evaluation findings to have a lasting impact on the lives of those who had the benefit which is supported by evidence from KIIs and FGDs. Similarly, 2,468 children referred to State service providers for education, skills training, health services and Income Generation Assistance (IGA) and those cases that VCRMCs have referred covering an average of 40% of children, can be expected to have a certain degree of change/impact in their lives by the way of improvement in the quality of living conditions and resulting in behavioural changes. The VCRMCs play a key role in responding to child protection issues, providing referrals to other services and enhancing awareness on child rights which is considered to have a significant impact on monitoring, advocating and enforcing child protection.

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<sup>36</sup>Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014

Over 600 field officers attached to DPCCS, Police and NCPA benefitted from the National level advocacy event organized by the Child Rights Advocacy Network, a national level NGO coalition, supported by UNICEF. Such networking activities of Agencies promoting child rights are considered as having a great impact on consolidating grass root level efforts, sharing and learning. The mechanism established can have an impact providing a forum for exchange of experiences and building solidarity among like-minded stakeholders for promoting child rights and protection.

Other project achievements discussed in section 3.2 such as training/diploma for grass root level women and women leaders, 40% of children enrolled in services on the average with 59% girls and 41% boys, increasing the number of cases referred by the village committees to child protection authorities can be expected to have an impact on improving living conditions of women and children with the preparedness resulting from awareness creation and the opportunities for referral cases. It had covered a wide range of topics creating awareness much needed for having an impact on the lives of women creating self-confidence in facing challenges, which was also appreciated during the KIIs and FGDs. The awareness programmes and trainings provided to the different stakeholders on child rights promotion has resulted in an increase of 34% of the number of cases referred by the village committees to the child protection authorities including the Departments of Probation and Social Services and the National Child Protection Authority (NCPA).

The following observations were made during Key Informant Interviews with the UN Agencies with regard to positive and negative changes brought about by the development interventions implemented under the Project.

It was observed by the UNDP that the intended goals were achieved. But, also identified several unintended outcomes such as: Court of Appeal prioritizing many cases (80%) translated into English Language; evidence based planning by the Government; and legal documentation, arising as a dire need which was unintended at the beginning.

The District level Government officers stated that by providing marriage certificates, women were able to claim their right of ownership for properties and find employment opportunities including foreign employment. In the Killinochchi District there are a large number of conflict affected widows who did not have any documents such as death certificates of their spouse or their marriage certificates to prove their situation. After receiving the documents, they were able to get access to the special Government and NGO services available for the widows such as pension schemes, land rights, social services.

With regard to significant changes (expected or unexpected) that have occurred in the lives of women and girls living in the target communities were identified as; awareness raised in women in facing crisis situations in the future and in girls about protecting themselves. The



services of the Police desk at mobile services were enhanced so that women were able to access services easily.

UNICEF with the Ministry of Social Services observed change in the families such as behavioural patterns, children going to school, proper meals, women being empowered as they can support for the school material for children with their income.

The UNICEF support for protection and integration of children show a significant impact on children who were in need of care and protection with the assistance provided to find foster homes, counseling, family reunification or referrals and it is noted that there was a 30% increase in referral of cases to child protection authorities.

Counseling Assistants had been able to reach 14,800 individuals, who needed emotional and psychological support by end of 2013.

The selected vulnerable families had received LKR 35,000/= each to start income generating activities. This is reported to have increased food security at household level, increased ability to meet basic needs and made a difference to their lives. Also, children have been assisted through FIT Persons Orders<sup>37</sup>. In addition to this, UNICEF had supported Ministry of Social Services where 11 Counseling Assistants were deployed in Kilinochchi, Mullaithivu, Mannar and Vavunia Districts. It was reported that they had reached about 14,800 persons who had been in need of emotional and psychological support. This had been achieved through, individual, group and family counseling services. Furthermore, 159 social service officers and newly recruited psychosocial workers had been trained in basic psychosocial support and counseling skills on the Convention of the Rights of the Child. UNICEF also had assisted members of VCRMCS to be trained by CRPOs, in order to identify the needs and protection issues of children in their communities. During 2013, VCRMCS had referred 759 cases to relevant service providers. It was noted that UNICEF had activated Child Rights monitoring mechanisms in Northern and Eastern Provinces with the help of Human Rights Commission.

Also, 116 advocacy meetings had been conducted in Batticaloa, Kilinochchi and Vavuniya Districts, with the Sri Lanka Army, Commissioner of the Human Rights Council, Probation Commissioner, Director – Social Services, Secretary to the Ministry of Social Services, National Child Protection Authority (NCPA) Officers, Police Officers and Government Agents. The issues that were discussed focused on missing children, tracing families, safety of surrendees, gender based violence, opportunities for vocational training and cash grants. Similar advocacy meetings were held with high-level protection authorities in Batticaloa District to develop and streamline case management resulting in key recommendations.

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<sup>37</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

Altogether, 34 key recommendations emanating from above stated meetings, held in Batticaloa, Vavuniya and Kilinochchi had been acted upon as explained in Section 3.2 which can have a tremendous impact in tracing missing children and reunifying with their families. Further, monitoring minimum standards in relation to orphanages/children's homes can mean having an impact on the lives of the children seeking refuge in such institutions.

The impact of the Project interventions as perceived by the participants of the FGDs, SGDs and KIs are summarized below which support the findings arising out of the evaluation. These observations reflect on both intended and unintended impacts related to UNICEF supported interventions.

Awareness programmes conducted to both duty bearers and rights holders at the village level on rights of women and children and domestic violence had an impact on behavioural changes.

- One year Child Protection Diploma Course initiated by UNICEF in collaboration with DPCCS is not only for probation officer and CRPOs but also provided opportunities for Social Service Officers, Women's Development and other various officers in the field who deal with child protection, to enhance their knowledge, skills and capacity to understand family and community dynamics. It has contributed and had an impact on their quality of service delivery as they come from different disciplines.
- The programme had focus on vulnerable women and children and the Gender Based Violence (GBV) training had been well received. However, to have a better impact from the GBV training, which mainly targets women and women's groups, need to include men too, as alcoholism and domestic violence seem to be widespread. This was also highlighted in the mid-term review and further reiterated during the FGDs in Vavunia.
- The members of the Child Protection Committee have given a score ranging from 3-5, which is fairly satisfactory with regard to impact on the lives of the beneficiaries. The positive reasons for the score are as follows: Children were very happy and had an increase in the rate of school going children. Parents are happy about their attitudinal change as they respect elders, children's sense of security has increased, reading habits of children were increased and their use of library had also improved and have built up self-confidence.
- More attention paid for self-employment has resulted in a decrease in the number of women who go abroad as housemaids; they are now engaged in self-employment activities and look after their families as well. Corporal punishment of children has decreased. Early marriages (12 – 17 years) were discouraged and the ages have increased to 18 years. Further, a decrease in the number of parents who are sending their children for labour was observed (nearly 75%).

- The FGDs with the beneficiaries of the FIT Programme has given a score ranging from 3-5. The positive reasons for the score have been arising from the fact that the children were able to go to school on their bicycles without depending on the public transport or walking through the jungles. The educational materials provided have further enhanced children's attendance on a regular basis. Consequent to the awareness programme on child abuse the attitudes of the children have changed and have resulted in the reduction of unwanted friendships. Parents were satisfied that the children were aware on how to protect themselves. Child abuse has got reduced including threats to the girls due to awareness and having access to information on the relevant authorities to whom complaints could be made.
- However, the average score was due to perceived reduction in contribution from children towards home activities which appears to be an unintended impact. There are instances where parents complain that the children are not helpful with household activities being more interested in club activities.
- The members of the Children's Clubs are actively engaged in group activities in a spirit of togetherness with children of different communities/ethnic groups. They have developed their potential from creative activities including sports and cultural performances. They were found to be capable of prioritizing possible options and taking decisions which are positive changes towards personality development.

The above analysis of the perceptions of the different stakeholder groups indicates positive changes resulting from Project interventions which can be considered as a significant contribution.

The main focus of ILO interventions as explained in Section 3.2 refer to livelihood support provided for women and children in conflict affected communities through vocational guidance, vocational training programmes, business start up and continuity support. The impact of the supported interventions can be seen on how far the capacity building training for livelihood support is reflected in the achievements captured under Section 3.2. Basically, such interventions had resulted in socio-economic benefits to the target population by way of increased food security at household level and enhanced ability to meet basic needs, encourage regular school attendance and empowerment of selected, disabled persons in SIYB<sup>38</sup>.

In the above context 12 funds have been set up, including the formation and support to form common fund of Women Entrepreneurs Social Welfare Associations (WESWAs) in Batticaloa and Vavuniya, along with 2 programmes in the 2 Districts to strengthen and build networks of Grama Niladhari's, women community leaders and Government officers to address the issues encountered by communities. At District level such programmes were conducted by

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<sup>38</sup> 2<sup>nd</sup> Progress Report (01 October 2011- 31 December 2012), 03<sup>rd</sup> March 2013

Sarvodaya Legal Services Movement (SLSM) with a beneficiary count of approximately 138. These initiatives have created opportunities for building group synergies which has the potential of getting consolidated in the future having an impact on group efforts for contributing towards improved access to credit, social welfare, acceptance and self confidence of the beneficiaries in facing emerging challenges in improving their livelihood enterprises.

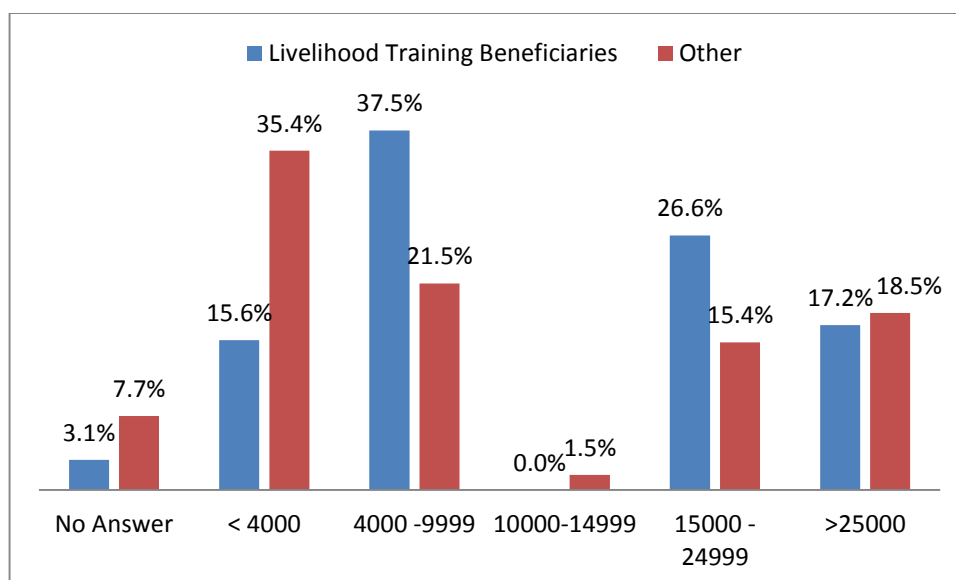
A total of 426 families/beneficiaries (all women) have received credit from organized community groups. The credit amount ranged from LKR 10000 - 25,000 for each family which is considered to have a significant impact on the increase of income at house hold level through the credit investment supporting the enterprises.<sup>39</sup>

The evaluation findings on impact revealed that 485 individuals from Batticaloa and Vavuniya Districts having completed training and obtained National Vocational Qualifications (NVQ), out of which 348 beneficiaries were found to be gainfully employed. Another, 449 have started family enterprises and 207 beneficiaries with enterprises of marginal income have been trained in advanced skills to enhance their business including capital investment support which are clear indications of the direct impact of training and capacity building of individuals with the potential contribution towards increase in house hold income.

The questionnaire survey responses as shown in Figure 11, more than 50% of the respondent families receive a monthly income of less than LKR 10,000. It is observed that the average monthly income of livelihood-supported beneficiaries under the Project is higher than the other beneficiaries, which can be attributed to some extent to the Project interventions.

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<sup>39</sup> Draft Final Project Progress Report (01 January 2014 - September 2014), September 2014



**Figure 11: Current Status of Family Income of Respondents**

However, compared to the National monthly household income which was LKR 47,207<sup>40</sup> in 2012 and the median monthly household income LKR 30,400, it is observed that more than 80% of the respondent families get an income below the national averages which leaves room for further emphasis on improvement of household income of the target group. This also indicates that the target group selected as Project beneficiaries belongs to the vulnerable category in keeping with Project objectives. It is important to note that there is nearly 25% who receive less than LKR 4,000 per month which is almost below the official poverty line at national level of LKR 3,924 for July 2014<sup>41</sup>.

Data obtained during 2013 has shown that 88% of those who started businesses are sustaining them<sup>42</sup>. The formal training such as book keeping, vocational training for beneficiaries have contributed in linking them with the banks and post training services which are very positive impacts revealing acceptance in society.

With regard to impact related to training and livelihood improvement as revealed from SGDs, FGDs, and KIs can be summarized as follows;

- Training beneficiaries have given a score of 4.5 for impact which is fairly high. The high score is substantiated by the following reasons: the Project beneficiaries had earned without depending on others, savings had Increased, children's education improved, they had improved their homes, they had found unity and peace at home, job opportunities have increased with corresponding increases in income mostly

<sup>40</sup> Household Income and Expenditure Survey - 2012/13, Department of Census and Statistics Sri Lanka, 2013

<sup>41</sup> Official Poverty line at national level for July 2014, Department of Census and Statistics Sri Lanka, August 2014

<sup>42</sup> 3<sup>rd</sup> Progress Report (01 January 2013 - 31 December 2013), 13<sup>th</sup> February 2014

through self-employment, and therefore, life styles of the beneficiaries have changed for the better.

- The trainers had been effective in motivating the participants including improvement of leadership skills. As an example of its impact, the participants stated that 8 out of 12 persons gathered were holding office bearer positions. They have also gained self-confidence to enhance their business and face competitions; youth enjoy respect and dignity as they are employed.
- The level of self-employment in the area has increased. New industries were established. New technological knowledge was provided; incomes of women and education level of children have increased. The increased income level of women had an impact on reducing the trend of women migration. Women have realized their own potentials. Changes in their life styles, attitude, personality and status of education were evident. Furthermore, those who found it difficult to have at least a single square meal are now able to have sufficient meals every day.
- Some training beneficiaries had not received the equipment package as promised and had concerns about the selection process while a few others (girls) dropped out due to marriage or family restrictions.
- During Project interventions the ILO had given priority to women, widows, handicapped and marginalized families living in interior areas. The selection of beneficiaries was done through the Divisional Secretariat based on agreed upon criteria having an impact on preventing discrimination. Majority of women received vocational training and have been gainfully employed under the Project. Furthermore, a large number of females as compared to males have received support in getting employment and support to be engaged in individual and group enterprises and it is noteworthy that fairly high percentage are sustained. According to ILO, Project activities had an impact on economic empowerment and confidence building of women. The 'Night Market' which began with 40 women was cited as an example. The Night Market in Batticaloa was identified as an unintended outcome of the Project. It was a trial based market for home-based products. The Divisional Secretariat and Community Based Organizations such as WESWA and KAVIYA helped these women in marketing their products. Husbands of these women also support them and these women contribute to the financial requirements of the family. One person earned about LKR 4,000 – 7,000 per night at the night market by selling their products. ILO expects that about 65% of these activities will be sustained as it has created a significant impact in their lives. KAVYA (CBO) has conducted training for these women on savings and now they save for the future even though, the success of savings depends on their attitude towards saving. ILO observed that mostly women (96%) benefitted through this Project.

- Most of the women who participated in this Project were from the Muslim community who had no such experience before. This unintended outcome of the Project was a major breakthrough from their traditional role for the Muslim women. Due to the training, they acquired self confidence and two thirds of them are leading successful and satisfactory lives. Nearly 60% of the female training beneficiaries have registered their businesses, a process which they did not know earlier and can be credited to the Project as an impact.
- The women had an opportunity to engage in income generating activities as an impact of the Project and lead respectable lives while the girls who were unable to attend school due to economic and cultural issues are now attending school as the family income has improved. Girls above 19 years of age are now engaged in income generation activities such as dress making and beauty culture. They have the confidence of improving the income earning activity further and are being helped by their local associations (CBOs) ensuring sustainability of their enterprises. Further this Project has prevented the living together family syndrome of widows and has helped to protect women and girls from sexual harassments.

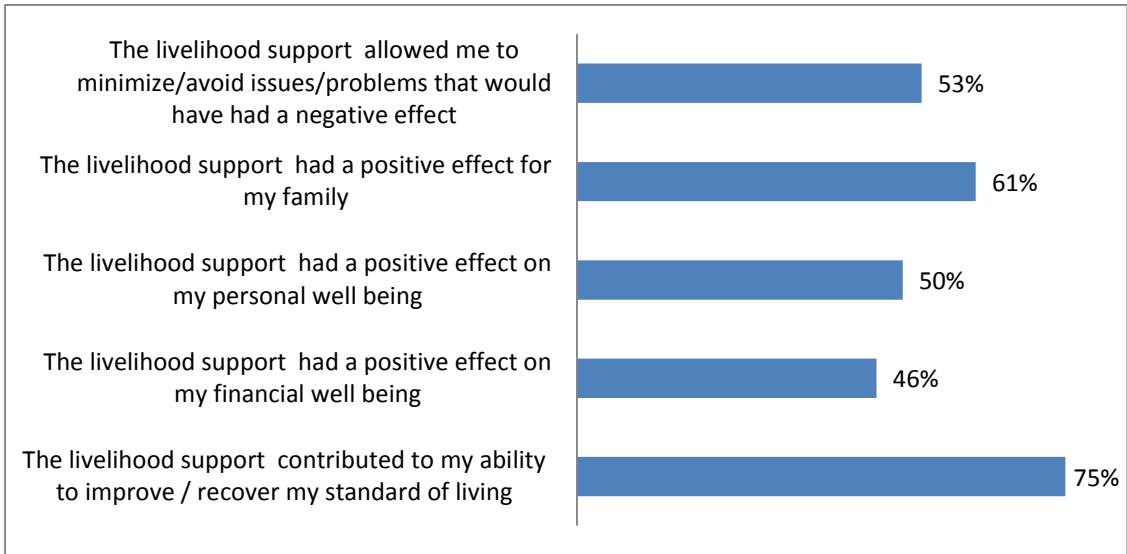
According to questionnaire survey, out of the respondents, 88% stated that they are applying / using the learning from the trainings. The learning has been mainly applied to manage home expenses, start new businesses and improve the existing businesses. The main reason that hindered utilization of learning from the trainings appeared to be lack of capital for investment.

Most of the Questionnaire respondents believe that the livelihood support provided had contributed fully or partly to start new business, expand the existing businesses and to get better job opportunities.

The impact of livelihood support can be seen in respect of increase in household income, savings and living standards. The indirect benefits recorded are improvement to household food consumption, health, social standing and social expenses. Majority of the respondents of Questionnaire Survey indicated that as a result of utilization of livelihood support, their living standards increased, in particular to income, consumption, expenses on children's education, and social standing. During the FGDs, it was reiterated that livelihood support programmes had been a facilitating factor to start livelihood activities and thereby improved living conditions and standards.

According to the questionnaire survey, only 3% of the respondents were unemployed, while 51% were self-employed (Figure 3). This could have resulted from the livelihood support programmes. In other words, the unemployment rate among training beneficiaries appears to be low. Hence, it is evident that the training programmes had been effective in having an impact on the lives of the beneficiaries and also contributing to human and social security.

The respondents perceived that the livelihood assistance provided under the Project along with other benefits had a positive impact as shown in the Figure below.



**Figure 12:** Overall Impact based on Multiple Answers

The Project which prioritized a human security approach in an integrated manner had supported formation of new networks and synergies among the beneficiaries, partners, local Government institutions, service providers, NGOs and CBOs and had provided new platforms to share information and knowledge on protection of women and children in a rights based context which remains as a noteworthy impact contributing towards sustainability of the Project interventions.

## **4.0 Conclusions, Recommendations and Lessons Learnt**

### **Key Findings / Conclusions**



- Overall, the Project benefited the most vulnerable communities including women and children and has resulted in positive changes at varying degrees in relation to project interventions, namely, UNDP focused Access to justice, UNICEF supported care and protection of children including integration and family reunification and ILO supported livelihood development, which were all relevant interventions given the country context particularly in the Northern and Eastern Provinces in the post conflict recovery stage.
- The Project had been designed with an **integrated approach** with UNDP taking the administrative role as Administrative Agency recognizing the Resident Coordinator System in operation for United Nations Country Team (UNCT). This implementation arrangement is further backed by the experience of the UN Agencies with UNDP implementing the Access to Justice (A2J) Project phase I and II, UNICEF with its long years of experience in addressing child focused issues and ILO with livelihood development strategies. The potential of the project components to complement each other in having an impact on the wellbeing of the community had been well recognized in designing the joint Project in an integrated manner for empowering conflict affected communities to rebuild their lives.
- The implementation strategy was clearly spelt out at the design stage itself that the joint Project will **work in collaboration** with the National and District level Government partners and where relevant working directly with Non Government Partners as explained in Section 3.1. The evaluation found that this strategy had its comparative advantages particularly at the Districts/Divisional levels as compared to implementing as separate Projects.
- The different Project components were linked in the selected geographical areas to some extent, thereby making an effort to adopt a **holistic approach** in addressing community needs for effective and efficient service delivery.
- The Focus of the Project interventions has had a **definite scope of reaching vulnerable communities** to ensure, the social well-being and human security of conflict affected communities particularly women and children in keeping with the National goals and human security concerns of UN Agencies.
- The extension of UNDP and UNICEF target implementation areas to Kilinochchi and Mullaithivu Districts in 2012 in response to inadequate basic necessities and humanitarian needs provided evidence of **flexibility and responsiveness** of the project to the dynamic ground situation.
- The evaluation finds that this integrated project approach and strategy has facilitated addressing felt needs of the community at the time in line with

Government priorities, while upholding human security concerns of UN Agencies as one UN response. Therefore, the project interventions were ***found to be very relevant***. Almost all the stakeholders at different levels substantiated this finding.

- The joint Project of UNDP, UNICEF and ILO while being relevant to the prevalent situation as described above, it was also found to be ***effective*** in terms of almost all the interventions from an integrated perspective during the evaluation. The key achievements captured under Section 3.2 have been very much appreciated during FGDs, SGD and KIIs as well. In general, it was observed that the Project achievements particularly in relation to provision of civic documents, care and protection of children and vocational training and livelihood development could not have been achieved if not for the technical, institutional and financial support provided by the joint Project
- With regard to ***efficiency*** it is observed that the evaluation finds the joint interventions under the Project had been implemented fairly efficiently as reiterated by all the stakeholders concerned during KIIs, FGDs and SGDs. All 3 UN Agencies collaborating under the joint Project, namely UNDP, UNICEF and ILO had progressive partnerships with the Government stakeholders which facilitated the efficient implementation process.
- With regard to ***sustainability*** it is noted that there is a high probability of continuation of Project interventions as the three UN Agencies (UNDP, UNICEF and ILO) implemented the joint Project interventions in partnership with Government and non government Agencies and therefore sustainability can be ranked fairly high. This mutual partnership is recognized as a strategy and approach, which leads towards building national ownership. It has also contributed to capacity building of partner organization staff as well as towards building a wider perspective of the role of both duty bearers and rights holders, in the context of an early recovery stage of conflict affected vulnerable communities particularly women and children.
- The Inter-Agency collaboration has resulted in wider social networks enhancing human security, knowledge and understanding about service provision accessible to beneficiaries. This observation emerging out of the evaluation is fairly well supported by the KIIs, FGDs, SGDs, questionnaire survey and secondary information. In general the stakeholders were fairly satisfied with the move towards ***sustainability***.
- A significant ***impact*** had been observed in the lives of the affected, vulnerable communities particularly women and children in the selected Project areas to varying degrees in Vavunia, Batticaloa, Mullaithivu and Killinochchi Districts during the period of Project implementation.

- The fact that the joint Project was implemented through state and non state agencies by itself has had an **impact** on the institutional strengthening of such organizations as duty bearers with increased capacity to reach out to the vulnerable communities in delivering services with improved efficiency and effectiveness. It has resulted in significant changes brought about by the UNDP's focus on access to justice through documentation support, UNICEF on concentrating on protection and integration of children and ILO in supporting improvement of livelihoods.
- The Project strategy to **work with established mechanisms** and contribute towards **capacity development of staff** and **institutional strengthening** can be considered significant and vital for the success and sustainability of the interventions.
- In overall conclusion it is observed that the Integrated Programme for Empowering the Conflict Affected Communities to Rebuild their lives in the North and East Sri Lanka (ECAC) has proven to have **made a significant contribution** not only to the affected vulnerable communities but also to the human resources capacity building and institutional strengthening of the various organizations that are committed to continue the process beyond Project, internalizing and absorbing in to the exiting National and District level structures for continuation of service delivery.

## Recommendations

- The Project interventions have proven **the need to address the felt needs** of the community and priorities of the Government and the supporting Agencies leading to collaborative efforts which can be recommended in formulating similar projects.
- The **holistic approach** for addressing vulnerability issues in the communities should be further strengthened and sustained by establishing relevant linkages among the various project interventions in the specific geographical areas selected.
- A long-term strategy incorporating **capacity building** for individuals **as well as institutional strengthening** for ensuring continuity beyond Project interventions is recommended to keep up the momentum of delivering quality services.
- A well-informed **comprehensive and systematic coordination strategy** at all levels is essential for smooth implementation with clear **roles and responsibilities**.
- A user-friendly **systematic monitoring and evaluation system** based on an accepted database for follow-up on achievement/ progress of indicators towards results is considered essential for smooth implementation as well as informed decision making.

- In order to have a better impact from the GBV training, which mainly targets women and women's groups; it is recommended to include men also as participants, as alcoholism and domestic violence seem to be widespread. It is also necessary to focus on **women engagement beyond participation** to be equitably empowered, to reap maximum benefits of the opportunities in an equitable manner and to be able to sustain the improvements in their family wellbeing and livelihoods.
- While it is recognized that each agency had its own system of Monitoring and Evaluation, it is important to recognize the need for accessibility and use of information by all partners which is an underlying principle for joint partnerships. For this purpose a **common Project database** for joint programming and Project monitoring at all levels needs to be in place so that the joint partners could share information as well as make informed decisions in contributing to the integrated approach. Such a database could be hosted by the Administrative Agency with accessibility to other Project partners.
- The **exit strategy** built into the Project design should be communicated to all stakeholders concerned at the commencement of the Project interventions, to prevent undue expectations and continued dependence on the Project.
- For the success of joint Projects with **multi-stake holder participation** an effective coordination strategy should be operational at all levels.

### Best Practices and Learning

- Integrated strategy with the availability of a range of interventions together with **appropriate partnerships** with **common objectives** could be seen as major facilitating/ 'push' factor in achieving the expected results, while ensuring community buy-in for the Project which is a learning in designing future Projects.
- Ability to **adapt to evolving situations, add value** to the Project yet retaining its focus throughout.
- The importance of considering both aspects of **individual capacity building** for better performance as well as institutional strengthening for creating an enabling environment for the individuals to function, with the necessary infrastructure facilities contributes for efficiency and effectiveness of project interventions.
- The need for a clear and comprehensive **Communication Strategy** with a two-way flow of information needs to be established from the initial stages of the Project implementation and continue throughout the Project for the purpose of getting all

stakeholders at the different levels on board and on the same page so that informed decision making could take place in the best interest of the Project. This learning is even more significant in the context of a joint Project of this nature involving a large number of stakeholders at various levels.

- ***Transferring ownership*** to the implementing partners for continuity and sustainability as an exit strategy is considered essential. However, it should be made explicit at the beginning of the project itself. So that the different stakeholders could prepare themselves for the golden handshake.
- Gender being a crosscutting issue, an effort had been made to ***integrate gender*** concerns in the implementation of project interventions which can be considered as learning in implementing a human security focused approach particularly in the event of a post conflict recovery situation.
- ***New networks and group synergies*** among the beneficiaries, implementing partners, local Government institutions, service providers, NGOs and community level organizations that has emerged during the process of implementation of the joint Project providing for new platforms to share information and knowledge can be considered a meaningful strategy for sustaining Project interventions.
- Project achievements ***need to be sustained through the ownership*** of implementation partners and Project beneficiaries. For this purpose Project design needs to recognize the existing National and District level implementation mechanisms for collaborative partnerships as seen in this joint Project.
- The ***“one UN” approach*** is considered learning for future Projects which leads to optimum use of resources and clarity of Project objectives in the minds of implementing partners and the ultimate beneficiaries.

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