

EVALUATION REPORT

JAFFNA REHABILITATION PROGRAMME

IMPLEMENTED BY
FORUT SRI LANKA

*

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Firstly, the Evaluation Team is indebted to the representatives (people) of each of the nine sample villages for spending a whole day participating in the focused group meetings and for showing us

the houses, wells and latrines they had built and also the community facilities viz. the preschool, community centre and the library. Their views, comments, ideas and responses comprise the bulk of the findings of this evaluation. The suffering and the trauma they had undergone, the deprivations faced by them, the despair they had experienced, the challenges they have taken up and the joy in rebuilding their lives have all been shared with us with trust and confidence. We feel humbled by their sheer strength and ability to overcome all adversity and by their generosity.

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The Evaluation Team is thankful to FORUT SRI LANKA for the confidence expressed in Lanka Development & Training Consultants LTD. in assigning this task to them and for affording them a new learning experience of great value.

J. Henry de Mel, Uthuma Jaufer, Jeanne Samuel and Rajani Iqbal.
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LIST OF ABBREVIATIONS

CDO - Community Development Officer

CFA	- Cease Fire Agreement
DS	- Divisional Secretary
DSD	- Divisional Secretary Division
FCS	- Fisheries Cooperative Society
GA	- Government Agent
GN	- Grama Niladari
GND	- Grama Niladari Division
GTZ	- German Technical Cooperation
HSZ	- High Security Zone
IDP	- Internally Displaced Persons
IOGT	- International Order of Good Templars
INGO	- International Non Government Organisation
IPKF	- Indian Peace Keeping Force
JRP	- Jaffna Rehabilitation Programme
JTO	- Jaffna Town Office
LFA	- Logical Framework Approach
LTTE	- Liberation Tigers of Tamil Elaam
MOH	- Medical Officer of Health
MOU	- Memorandum of Understanding
MPCS	- Multi Purpose Cooperative Society
NECORD-	North East Community Reconstruction and Development
NGO	- Non-Government Organisation
PCDS	- Palmyrah Cooperative Development Society
PHI	- Public Health Inspector
PHM	- Public Health Midwife
PRA	- Participatory Rural Appraisal
RLF	- Revolving Loan Fund
SDS	- School Development Society
TCCS	- Thrift and Credit Cooperative Society
UAS	- Unified Assistance Scheme
UNHCR-	United Nations High Commission for Refugees
VOGT	- Vadamarachchi Organisation of Good Templars
VHV	- Village Health Volunteers
WFP	- World Food Programme
WUSC	- World University Service Canada

CONTENTS

	PAGE
ACKNOWLEDGEMENT	I
LIST OF ABBREVIATIONS	II
CONTENTS	III
LIST OF TABLES	V
EXECUTIVE SUMMARY	VI
MAP OF THE JAFFNA PENINSULA	VIII
CHAPTER ONE – INTRODUCTION	1
EVALUATION	1
BACKGROUND TO THE JRP	1
THE JRP	4
PROGRAMME LOCATIONS	4
PROGRAMME OBJECTIVES	4
PROGRAMME OUTPUTS	4
PROGRAMME ACTIVITIES	5
PROGRAMME BUDGET	5
PROGRAMME ASSUMPTIONS	5
PROGRAMME CONSTRAINTS	6
PROGRAMME CONTEXT CHANGES	6
CHAPTER TWO – EVALUATION METHODOLOGY	8
CHAPTER THREE – EVALUATION FINDINGS & ANALYSIS	12
PART I - ADMINISTRATION	12
A. PROGRAMME ADMINISTRATION	12
B. FINANCIAL ADMINISTRATION	13
C. PERSONNEL ADMINISTRATION	14
PART II – PROGRAMMES	15
A. PLANNING	15
B. ORGANIZATIONAL DEVELOPMENT AND BANKING	20
C. SHELTER	22
D. WATER AND SANITATION	26
E. ACCESS ROADS	27
IV	
F. PREVENTIVE HEALTH	28
G. EARLY CHILDHOOD DEVELOPMENT	28

H. RURAL COMMUNICATION	30	
I. TEMPERANCE	31	
J. PRIMARY EDUCATION	32	
K. ENVIRONMENT	33	
L. VOCATIONAL TRAINING	34	
M. PARTNER ORGANIZATIONS	35	
N. FORUT AS A LEARNING ORGANISATION	38	
CHAPTER FOUR – INPUT- OUTPUT ANALYSIS		39
CHAPTER FIVE – CONCLUSIONS AND KEY ISSUES		44
KEY PROGRAMME ISSUES	46	
CROSS CUTTING THEMES	48	
CHAPTER SIX – LESSONS LEARNT		50
CHAPTER SEVEN – FOLLOW UP AND RECOMMENDATIONS		52
ANNEXES		57
I: TERMS OF REFERENCE	58	
II: CHECK LIST OF QUESTIONS	65	
III:LIST OF PERSONS/ORGANISATIONS CONTACTED	73	
IV:INFORMATION ON 07 PARTNERS	74	
V: ORGANISATIONAL CHART OF THE JTO	79	

LIST OF TABLES

TABLE NUMBER	PAGE
1. COMMUNITY ORGANIZATIONS BY RANK	22
2. FORUT SUBSIDY FOR SHELTER BY YEAR	23
3. COMMUNITY PREFERENCE FOR DISBURSEMENT OF SUBSIDY	25
4. PRE-SCHOOLS BY RANK	30
5. LIBRARIES BY RANK	31
6. OUTPUT ACHIEVEMENT OF JRP	39
7. OUTPUT ACHIEVEMENT BY JRP FIELD OFFICES	40
8. BUDGETARY DISTRIBUTION OF THE JRP INTERVENTIONS	42

EXECUTIVE SUMMARY

The Jaffna Rehabilitation Programme (JRP) was planned as a five-year intervention commencing from 1998. It was financed by the Norwegian Development Agency – NORAD, Oslo. The evaluation was carried out from the 22nd November to 20th December 2003.

FORUT's work in Jaffna dates back to 1982 and the Norwegian presence dates back further to 1967 when the Cey-Nor Foundation was set up by the Norwegian Good Templar Youth Federation. FORUT had been active mainly in the areas of promoting temperance and micro-credit.

The background to the JRP is the war ravaged situation of the north since 1986 when the first military operation was mounted to control Tamil militancy. Since then there had been two major operations by the security forces and one by the LTTE in 2000. In 1995 with the government forces taking control of the peninsula the biggest displacement took place when about 500,000 people from the peninsula took refuge in the Vanni, in India or elsewhere. An economic embargo was enforced; travel was restricted and possible only by air or sea, the social life severely disrupted and the economy ground to a virtual halt. By 1996 the government initiated a resettlement programme and international organizations were requested to collaborate. The displaced began to return to their original homes. It was under these harsh circumstances that JRP was planned and implemented.

JRP proposed to resettle 7,516 affected families in 113 villages in 09 Divisions during the five-year project span. A subsidized shelter programme was the principal activity coupled with water and sanitation, preschool, primary health care, and library facilities. Environment, access roads and temperance activities were some other activities included to support resettlement. Community organizations with the capacity for micro credit management were promoted and vocational training was mediated through a few organizations. These latter were more development oriented. The total estimated cost of the JRP was SL Rs.196 million.

The evaluation paid more attention to the qualitative and development aspects while the physical outputs were given less priority. Quantitative data were obtained from the Jaffna Programme and cross checked. Besides desk research, 16 days of field investigations focused on FORUT staff, beneficiaries, administrators and officials and members of civil society through focused group meetings and interviews in and around a sample of nine villages.

Findings are categorized under administration and programmes. Administration at the field level and Head Office were found to be satisfactory especially since 2002 when more professional staff were recruited and new systems introduced particularly in financial management. Personnel management could be better fine tuned and management in general could benefit from modern practices.

With regard to programme planning and monitoring the evaluation noted several deficiencies especially with regard to needs analysis, operationalising concepts / approaches like participation, community organizational sustainability and capacity building. From a technical

VII

point of view, the JRP planning document could be more correct and coherent. However, it should be kept in mind that FORUT worked under very difficult conditions and hence the evaluation does not lay blame on it but is indicating areas for improvement. Linking development to rehabilitation is a useful strategy with much potential.

Using existing community level organizations e.g. Thrift and Credit Societies or the Fishermen's Cooperatives to mobilize and organize people for the resettlement and development activities is effective. Micro-credit operations have taken root as the people are benefited very much through it. Coupled with training for income generating activities, it has immense development potential.

The shelter and basic infrastructure programme is the major activity in terms of money and effort and it has been very successful as the impact on the lives of the people is significant. Preschools, primary health, libraries and temperance activities have served to enhance the quality of life of the returnees. People's expectations and ambitions are very high with regard to shelter and hence criticism of FORUT is not altogether absent.

A few activities like support to primary education, environment and access roads have been virtually neglected over the last few years indicating that perhaps FORUT should have concentrated on a few, core activities critically important for rehabilitation, without spreading itself too thin.

Vocational training is a vital area and FORUT's strategy of promoting a few NGOs to take to it is commendable but essential inputs – training in developing business plans etc. have not been made available to these NGOs for institutional and financial sustainability.

With its extensive experience in the peninsula, FORUT should have learnt many lessons, but the systems to ensure this are not in place.

At the conclusion of the five year programme, in spite of the unending obstacles, FORUT has succeeded in producing almost all the outputs targets. Budgetary control has been extremely good with few and slight variances in actual performance. The JRP has expended a sum Rs.241,643,344/ (approximately). Actual transfers received from NORAD had exceeded the planned Rs.196 million as the SLRupee depreciated significantly against the Kroner. Overall, the JRP has been able to support successfully the programme beneficiaries to resettle and lay a foundation for progressively enhancing the quality of their lives. The people appreciate the role played by FORUT.

Social capital formation, so vital for holistic development, is a challenge that has to be approached with meticulous planning, well thought out strategies and supported with adequate professional inputs. Cross cutting themes like gender, rights and environment could be better woven into the programme and promoted through effective networking with appropriate specialized organisations. When so many players are active in rehabilitation as in the Jaffna peninsula, 'do no harm' principles should be observed by all. FORUT should put in place adequate and coherent systems for participatory planning, monitoring, documentation and research. In spite of shortcomings, FORUT SRI LANKA can be happy about the performance of JRP.

CHAPTER ONE

1. INTRODUCTION

EVALUATION

An external evaluation has been deemed necessary by FORUT for the Jaffna Rehabilitation Programme and to that purpose a comprehensive terms of reference (TOR) has been issued (please refer Annex 1 for the TOR) which requires the assessment of the achievement of objectives and the production of the planned outputs with the inputs that were allocated for the purpose. It also requires the study of the impacts of the programme, the identification of lessons that could be learnt and recommendations and suggestions for a possible new phase.

The evaluation was carried out from the 22nd November to the 20th December, 2003. Field-work was undertaken by the team of evaluators from the 27th November to the 12th December 2003.

The evaluation was assigned to Lanka Development and Training Consultants (PVT) Ltd. The evaluation team comprised of J. Henry de Mel, the Managing Director of the above company, Uthuma Jaufer, an independent consultant and Jeanne Samuel, an independent consultant. The team was assisted by Rajani Iqbal, an independent researcher.

BACKGROUND TO THE JAFFNA REHABILITATION PROGRAMME

FORUT's presence in the Jaffna peninsula dates back to 1982 when it was formally established. However the Norwegian – Swedish development intervention in the fisheries sector through the Norwegian Good Templar Youth Federation (NGU-Juvente) goes even further back to 1967 when the Cey-Nor Development Foundation was set up in Karainagar. Since 1982 FORUT had been active in organising people for temperance work and for savings and credit as a way of arresting poverty. Over the years FORUT had forged a range of development activities in deprived communities spread over the peninsula though FORUT's task had not been easy by any account.

Dormant ethnic tensions flared up into almost uncontrollable violence in July 1983 in the southern areas of the country and subsequently the military presence in the northern and eastern areas was heightened. In 1986 the first major military operation was mounted in the peninsula. In 1987 the Indian Peace Keeping Force occupied the north and the east until 1990 when it left the shores. Since then the A9 road connecting the peninsula to the south was closed and travel to the peninsula was possible only by air or by sea. An economic embargo was imposed on the north and even essential goods came in only a trickle. In 1990, Operation Valampuri was launched by the military and in 1995 through the Operation Riviresa, the military was able to take control of the peninsula. The biggest displacement took place during this period when around 500,000 people from the western part of the peninsula sought refuge in the Vanni and south western areas. About 350,000 people opted to remain where they were and another 200,000 sought refuge abroad, most

of them in India. Since 1996, people had begun to return to their homes or what was left of them in the peninsula. In the year 2000 the Liberation Tigers of Tamil Eelam (LTTE) launched an Operation to take back the peninsula and was able to wrest control of the eastern parts of the peninsula including Elephant Pass, again causing the displacement of a few thousand families.

Due to all these operations, people had been displaced several times over, thousands lost their lives and hundreds became maimed. Hundreds of children became orphans and so many young women have become widows, hardly managing to take care of themselves and their families. Thousands have suffered trauma and agony. The destruction of property has been on an unbelievable scale. Due to the embargo and restricted transport, all goods were in short supply and only food (rations) and some vital medicines were available in the north. Fishing and agriculture, the backbone of the Jaffna economy, were severely affected with restrictions, lack of inputs, investments and markets. Able businessmen and administrators had fled the north and the country, resulting in a brain drain particularly from the north. The flight of capital too from the peninsula aggravated the situation. The entire economy of the north ground to a virtual halt and the inhabitants' quality of life declined to almost mere survival levels. The security situation when travelling between government controlled areas and those controlled by the LTTE, became precarious and unpredictable. It is in this most difficult context that FORUT continued its services to the people of the north, switching between the development and humanitarian aid modes. It is imperative that what is stated in this report be always related to this programme context. If the evaluation highlights shortcomings and deficiencies in programme implementation, the intention is not to blame FORUT but to identify areas that needs to be improved in the future. Where FORUT is applauded, it richly deserves it for braving a most difficult situation.

Between 1988-1990, FORUT was active in Kayts, Karainagar, Jaffna West and Jaffna East promoting community development. Between 1990-1995, FORUT was engaged in humanitarian work in the north due to the displacement of people and it was the most trying period for both the people and FORUT. In 1996 with the peninsula under its control, the Government invited international agencies to support its resettlement and rehabilitation efforts. However FORUT was not permitted by the military authorities to engage itself in this programme as it did not have an expatriate manager in Jaffna, who would be accountable to the military. The military administration also did not permit local NGOs to engage themselves in resettlement work in the peninsula and only international organisations with expatriate staff were permitted to do so. This ruling was based on the fear that local NGOs might be coerced by the LTTE to part with some resources meant for rehabilitation. Thus such organisations like GTZ, UNICEF, UNDP, UNHCR and CARE Int. launched various humanitarian and development activities in the peninsula. However between 1996-1997, FORUT was able to promote enterprise development and palmyrah re-planting through some efficient Multi Purpose Cooperative Societies (MPCS). By mid 1998 finally with the opening of a Jaffna Town Office (JTO) with an expatriate programme manager, FORUT was given the green light to recommence its work in the peninsula.

FORUT predictably re-activated its links with Kayts, Karainagar, Jaffna West and Jaffna East as it felt it had a moral obligation to look into the well being of these communities with which it has had a long association. Subsequently a quick situation analysis of these communities was carried out with the assistance of principally the Government Agent and Divisional Secretaries and the resultant five year Jaffna Rehabilitation Programme (JRP) came to be funded by Norway. When the JRP was initiated the population of the district was about 500,000 which meant that about 350,000 were yet to return. A survey carried out by the GA indicated that at a minimum 91,000 families had lost their houses completely. The government maintained 50 welfare centres within the peninsula for 1,200 families.

With the signing of the Memorandum of Understanding (MoU) between the government and the LTTE in February 2002 and the initiation of peace talks between the government and the LTTE, the security situation and transportation have improved. The A9 road is now open and the economic embargo has been lifted. The most significant change has been the possibility for the people to travel without restriction to the north and the south. Consumer goods are available in the peninsula freely. However, the GA of Jaffna was emphatic that the economy has not yet been revived fully though marketing has certainly improved. Fishing is still under some restrictions, but the major issue is that the younger generation is no longer interested in the industry. The critical issue is the lack of investments in the industry in order to modernise it as currently craft and equipment are obsolete. Agriculture is seriously constrained by the high security zones that have taken up some prime agricultural land. No new industries have been started nor have old ones been revived in the peninsula. Economic infrastructure like power, communication and water supply are not yet even fully restored. Social infrastructure is no better. Most schools though functioning, are facing teacher shortages (mainly primary, English and Science), lack of laboratories, libraries and even basic facilities like toilets, class-rooms and furniture. The health sector is probably the most affected. The paucity of medical personnel and poor facilities has not been addressed over the past 20 years. There is no doubt whatsoever that reconstruction and rehabilitation of all sectors still remains the highest priority for the peninsula.

JAFFNA REHABILITATION PROGRAMME (JRP)

The five year (1998-2003) JRP originally envisaged working with 7,516 affected, low income families scattered over 113 villages in 09 DS divisions (of a total of 14) of the peninsula. FORUT's strategy was to partner existing village level organisations like the Thrift and Credit Cooperative Societies (TCCs) or Fisheries Cooperatives (FCs) and to strengthen their capacity to launch a resettlement and rehabilitation programme in order

to benefit their affected members. This strategy, it was expected, would ensure the long term sustainability of the benefits that accrued to the project beneficiaries.

JRP's five year programme was estimated to cost SLRs.196,000,000/ and was totally funded by Norway.

PROGRAMME LOCATIONS

Kayts/ Karainagar – DS divisions of Kayts (16 villages) and Valanai (6 villages).

Total: 22 villages

Jaffna West – DS divisions of Chankanai (25 villages); Sanilipay (14 villages); Tellipalai (4 villages) and Uduvil (3 villages). **Total :46 villages**

Jaffna East – DS divisions of Point Pedro (10 villages); Karaveddy (22 villages) and Maradankerny (13 villages). **Total : 45 villages**

PROGRAMME OBJECTIVE – (AS IN THE LONG TERM PLANS 1998 –2003)

The programme objective was formulated as: **“to provide basic amenities to 2,220 IDP families and another 5316 families in the area, by improving the basic rural infrastructure and re-activate services in cooperation with the government authorities, in a total of 113 villages over the entire 05 year project period.”**

PROGRAMME OUTPUTS

The planned programme outputs were the following.

- Organisational Development – 750 savings groups for the 7516 target families
- Banking Development – 113 village level “banks”
- Early Childhood Development – 110 pre-schools
- Rural Communication- 02 main and 54 peripheral libraries
- Organisational Collaboration- support for 10 local organisations
- Primary Education – 28 affected schools to be supported with buildings etc.
- Vocational Training – 120 youths trained annually in 8 skill areas
- Preventive Health-100 health volunteers trained and deployed
- Shelter- 1994 shelters are built in 113 villages
- Water- 349 wells are renovated
- Sanitation- 2125 latrines are built in 113 villages
- Temperance- 03 organisations to launch regular temperance programmes
- Environment – 5000 plants are annually planted
- Access Roads – in 06 villages roads, ponds and drainage are improved.

PROGRAMME ACTIVITIES

Planned activities included the following.

1. Identification of the village level organisation
2. Training its leaders in social mobilisation, resource mobilisation, communication, management, temperance and environment
3. Promoting savings and credit through village level 'banks'
4. Construction of shelters, latrines, wells and community centres
5. Establishing preschools and libraries
6. Mounting a preventive health programme through trained volunteers
7. Provision of vocational training for youth
8. Tree planting
9. Repairing of access roads and drainage
10. Promotion of partner organisations
11. Staff training

The outputs and activities were spelled out in the plan specifically for each of the three field office areas.

PROGRAMME BUDGET

The total estimated plan of expenditure for 05 years was: SL Rs.196 million. Of the total budget, the shelter component was estimated to cost Rs.58,680,000/, while Rs.22,584,000/ was earmarked for latrine construction. Rs.10, 618,000/ was devoted for organisational development (mostly capacity building). The budget allocations indicate that priority was to be given to reconstruction and capacity building. About Rs.23million was to be spent on administration.

PROGRAMME ASSUMPTIONS

Village level organisations selected by FORUT were expected to carry out the following.

1. Organise the target group members into small groups for savings and credit operations.
2. Identify beneficiaries for the reconstruction programme.
3. Operate an efficient village level bank that could also handle the reconstruction input properly.
4. Facilitate the construction programme through liaising with the local authorities for necessary approvals.
5. Plan, monitor and implement community development work as and when decided by the membership, besides the reconstruction programme.
6. Conduct regular village level meetings, create a forum where members can freely discuss any issue and maintain accountability and transparency.

Government was expected to provide the following.

1. Provide appropriate support to returnee families to resettle on their own land.
2. Make available to returnees all assistance announced from time to time with the least possible delay.
3. Provide support to the reconstruction of shelters by the provision of Rs.25,000/ per selected family.
4. Enable networking among all agencies operating in the area in order to avoid overlapping of benefits and waste of valuable resources.

PROGRAMME CONSTRAINTS/CHALLENGES

- The possibility exists of the administration of the peninsula changing from one party to the other which will warrant a shift from long term development to emergency relief.
- The resurgence of hostilities if the MoU is disregarded.
- Transportation of all good from Colombo to Jaffna could become a bottleneck.

CHANGES IN PROGRAMME CONTEXT

It is not surprising that the Jaffna context changed dramatically during the five years of implementation of the JRP. The most significant changes that affected the JRP are noted below.

- In July 2000, the LTTE launched a major operation to take control of the peninsula but managed to capture the Elephant Pass and a few areas north of it only. People of the eastern part of the peninsula were displaced as a consequence and the JRP was disrupted and FORUT had to revert to humanitarian work. The instability and fear created in the minds of the people became a major stumbling block for JRP, particularly its development component.
- In 2002 with the Cease Fire Agreement, the A9 road was opened and goods including building materials became available in the peninsula and travel became less tortuous.
- The Rs.25,000/ per family for house reconstruction expected from the government was not made available to all and the amount varied creating unexpected burdens on the family.
- After working in half of the Maradankerny Division for almost two years, FORUT had to give up the area as it became an 'uncleared' area.

- FORUT was selected by UNHCR to carry out a construction and community services programme valued at Rs.50 million in the year 2003 (exchange rate:13.4).

CHAPTER TWO

2. EVALUATION METHODOLOGY

The Jaffna Rehabilitation Programme (JRP) involves two principal components. Firstly the construction of shelters, latrines, wells, a common facility that houses the community centre, the preschool and the library, access roads and support to selected primary schools

–class rooms, latrines, furniture etc. The second being the long term, developmental interventions in the areas of community organisation and strengthening which include micro-credit, early childhood development, health, environment, library services, temperance work, vocational training, and work with FORUT's partners. The former is more physical and quantitative (hardware type) and the latter is more qualitative and process oriented (software type). Some physical outputs like the pre-school and the library also share qualitative aspects and cannot be considered as purely hardware.

The tangible, quantifiable outputs, it was argued, require less effort for verifying their quality and functionality. However, shelter being the costliest item in the budget and being the very corner stone of the resettlement program, received careful attention in the evaluation. The outputs more directly related to long term development, it was thought, should receive more attention in the evaluation as it would be more relevant for FORUT's future work, the post recovery work.

The evaluation team leader spent two days in the peninsula in preparation for the evaluation proper, meeting with the four FORUT offices for clarifying the issues involved and the modalities for carrying out the evaluation. The thrust of the evaluation, the methodology and the inputs from the offices were discussed with all staff at each office and agreement reached.

The participation of the field office staff in the focus group meetings and interviews was discussed and agreed to by the staff. The specific procedure was to be that one member of staff would participate in the focus group meetings and interviews. Though this was followed, the interaction of the staff member was minimal due to the concern not to influence or prejudice the programme beneficiaries. It was later realised that if a participatory evaluation was expected, that it should have been organised differently - not by merely attaching a participatory component to a conventional type of evaluation.

The selection of a sample from the active 72 communities in which the FORUT's programme is being currently implemented, was the most critical for the evaluation. In consultation with FORUT, it was decided to choose a sample of nine communities, three from each field office. Each field office selected a community where the resettlement program was deemed to be successful; another where the progress was judged to be fair and one other where progress was evidently not satisfactory.

The principal criteria for categorising a village as successful were the following.

1. The CBO/ village society has mobilised at least 75% of the planned savings and repayments too are of the same magnitude.
2. The CBO/ village society meetings are held regularly- monthly.
3. The participation at CBO/village society meetings is more than 50%.

4. Communities where the community centre, the preschool and the library function well.

SAMPLE VILLAGES

The selected villages were the following.

Jaffna West: Pallasuddy
Mathagal
Alaweddy West

Jaffna East: Selvapuram
Thumbalai
Amban

Kayts/Karainagar: Sivakamiammam
Velanai East
Naranthanai

The sample communities comprise of beneficiaries – men, women and children and leaders of the village level organisation or society (office bearers, ‘banker’ and others), the pre-school teacher and librarian. It was assumed that the two categories will respond differently to the evaluation and hence it was decided to have separate focus group meetings for them. However, in actual fact, the two categories did not respond very differently and hence the diversity of views as anticipated was not visible.

The instruments adopted in order to obtain information comprised of the following.

1. File Research -Examination of related documentation – The Jaffna Rehabilitation Program (JRP) plan, Policy Documents of FORUT, the Annual Reports of the JRP, the Annual Audit Reports and other financial documents generated by the JRP and the Head Office, and relevant Annual Reports of FORUT.
2. Field investigations – A host of people and organisations are involved in the implementation of JRP and hence different tools were used in order to obtain information.

Focus group meetings were held with groups of beneficiaries (12- 20 persons) and groups of leaders (10-20).

In depth interviews were held with government officials, members of civil society and with representatives of aid agencies. Meetings with all staff of the four Jaffna offices have also been held. Staff members were also afforded the opportunity of meeting with the evaluators individually.

For both Focus Group Meetings and Interviews, a detailed check list of questions was used as a guide for the evaluators (Please refer Annex II).

Field work was carried out from the 27th November to 12th December 2003 by the team of three evaluators, two of whom were Tamil speaking.

3. Quantitative data from field offices – Due to time constraints it was not possible to physically verify all the outputs. The report on outputs generated from each of the field offices in Jaffna was accepted as there was no reason to doubt its veracity. However, reports of different officers e.g. the Technical Officer, the Jaffna Town Office and the Field Office on shelter, were compared.
4. Interviews were held with the Programme Director, Director Training and Evaluation and the Finance Director of the head office and the Project Manager of the Jaffna Rehabilitation Programme.
5. Observation by the evaluation team. Important non-verbal expressions were captured by this method. For example, we observed how proud some were to show us their houses and the investment that they would have made by themselves.

The evaluation has used the relevant qualitative and quantitative indicators provided by the programme Logical Framework for assessing outputs. One difficulty faced by the evaluators in using the given qualitative indicators was that the means of verification on most of them were neither indicated nor available.

The quantitative data was processed using conventional statistical methods. Target to output review and budget analysis on major activities are included.

The evaluators spent most of the focus group meeting time ascertaining the impact on cross cutting themes like capacity building, institutional and financial strength and sustainability, and gender. The level of participation of the focus groups was not always high. A few seniors knew the history and facts and were also articulate while generally the younger participants were not forthcoming with their views.

Being a five year programme in such a difficult and volatile context has invariably led JRP to revise some of the targets, a few downwards and a few upwards. For example the target for village savings groups had been revised downwards, and the target families from 5,316 to 4,877. The number of individual wells has exceeded the target of 349. Minor revision of targets is not considered a serious issue for the evaluation.

The programme had been affected adversely by the LTTE operation launched in 2000 to recapture the peninsula. From April to December of that year, FORUT had to switch on to relief work when so many people were displaced and pouring into the Valikamam area. The loss of project time was almost inconsequential when compared to the negative

frame of mind induced in the people by the unstable security situation. There is no doubt that development work had been the victim.

The evaluation also took note of the very difficult situation that existed in 1998 when the programme was launched and until after February 2002 when the ground situation turned for the better. It spelled not only shortages of building materials and difficulties in travel but also the paucity of experienced professional development workers in the peninsula.

Constraints faced by the evaluators were very few indeed. Since the focus group meetings were held in the mornings and in the afternoons, most men who were engaged in work during the day missed them and hence the meetings were attended predominantly by women. As stated earlier, a few vocal and experienced leaders tended to dominate the focus group sessions while the younger participants looked on. One other was the 'hartal' (enforced work stoppage) declared on the 11th December 2003 by the LTTE.

CHAPTER THREE

3. EVALUATION FINDINGS AND ANALYSIS

PART I - ADMINISTRATION

A. PROGRAMME ADMINISTRATION

Planning of the JRP had been undertaken by the FORUT head office in collaboration with the Jaffna Town Office that in turn had drawn on the knowledge and experience of the three field offices.

The programme is administered at three levels viz. The field office level, JTO and the Head Office.

Field Office level – programme implementation and monitoring are the main tasks. Field offices use adequate staff for these two functions. FORUT has recruited a few new, more professionally qualified staff with a view to its future work. This is possibly an effective way of achieving greater efficiency and effectiveness though it entails personnel conflicts in the short term.

Monitoring is generally the Project Coordinators' function supported by others. However, since s/he has several pressing functions to perform, it might be useful to strengthen the monitoring capability by complementing her/him with other staff. Given the staffing levels, a separate monitoring unit at the JTO may be feasible though not at the field office level.

The newly created post of documentation officer is useful, but in practice it should not be confused with the responsibility of handling day to day correspondence as happens in some offices.

JTO level- coordination, capacity building, accounting, networking, planning, budgeting and monitoring are the main programme administration functions. Adequate resources are allocated for carrying out these functions. However, systems for planning, monitoring and capacity building could be improved. (see Annex V – Organisational Chart JTO)

Head Office level- coordination, capacity building, networking, planning, budgeting and accounting and monitoring are the principal functions vis a vis the JRP. These functions are carried by the various units– Alcohol and Drug Prevention Programme, Child and Youth Programme, Micro Credit Programme, Humanitarian Assistance Programme, Capacity Building Programme and Administration and Finance unit. Overall coordination is by the Programme Director. Programme administration is found to be satisfactory and adequate for the JRP.

B. FINANCIAL ADMINISTRATION

Financial administration with regard to JRP takes place at three levels, viz. at the field office, Jaffna Town Office and Head Office levels.

Project funds are received from Norway by the Head Office into a separate bank account. About 16 transactions are made per year. On the basis of a request from the JTO and in accordance with the approved project budget, funds are transferred to JTO that in turn will disburse to the field offices according to their budget requirements.

The Jaffna field offices incur expenditure and account for them to the JTO. The JTO consolidates all the accounts of the three field offices along with its own expenditures and forwards them to the Head Office. The Head Office consolidates all these and enters into its books and reports to management, donors and other stakeholders. Besides the usual accounting tools, reports/certificates of the Technical Officer (in the case of constructions), estimates and quotations are utilised in the JRP.

Since 2001, a streamlined and more advanced accounting system in line with Sri Lankan accounting standards has been adopted by FORUT and implemented uniformly at all its offices. In 2002 an activity based budget (co-relating activities and respective expenditure), monthly financial reports, receipt and payments accounts, income statements, balance sheets and assets details are maintained.

Inventories are properly maintained for all items of a value more than Rs.1,000/ and annually updated with the assistance of a Board of Survey.

External audit by Messrs. Amerasekera and Co. has been carried out from the inception of the project. Up to 2002 it had been difficult to carry out external audits satisfactorily due to travel difficulties, but what was possible in the circumstances, has been done by FORUT. The audit findings had not been discussed with all the staff and neither was an audit action list developed.

Financial management at the Head Office level is dealt with by the Finance Director. Budget plans, work plans and monitoring reports are utilised for sound financial management.

The evaluation finds the financial accounting and management system satisfactory for ensuring accountability, transparency and efficiency. Budgetary discipline in the JRP has been very good, with negligible variances. This is true of the three field offices too. However, more inputs and interaction by the rest of management would make the system more responsive and effective.

C. PERSONNEL ADMINISTRATION

Personnel administration, on behalf of the Jaffna field offices, is centrally undertaken by the JTO and specifically by the Programme Manager. A uniform system is adopted by FORUT for personnel administration.

Recruitments are done through public advertisements and interviews. Detailed job descriptions and letters of appointment, including FORUT's rules and regulations are issued to all staff.

Performance evaluations are carried out annually using a given format. Generally this is done by the Programme Manager together with the Accountant and also by the immediate supervisor. The format could be further improved by the inclusion of appropriate criteria or indicators so that judgements or opinions are not perceived to be totally subjective but more objective and hence more acceptable. It will be useful if there is a formal procedure for appeal by the evaluated person so that s/he could feel more free to write comments/remarks before signing the evaluation sheet. Some staff members felt that their supervisors were biased in giving comments about their work during the performance evaluation. Some felt that it would have been better to have one person from the JTO or senior management present during the evaluation. They said that although there was provision in the evaluation form to give their comments, they felt that they would have been victimized if they had frankly written their comments. Some others felt that their supervisors' recommendation for salary increments and promotion were not considered by the senior management.

The appraisal format included staff development and training and these are generally followed up by the Director Training and Evaluation, at Head Office.

Generally, management practice appears to be conventional and hierarchical. For example, frankness and patient listening seemed to have been lacking at times on the part of some supervisors. In some instances the person in charge had behaved as if he/she had the power to do anything and failed to act as a facilitator who will look to the outcome rather than at ones authority.

Very appropriately, there had been a workshop on 'team building' once. May be FORUT could do more about team building and training in new management styles as it is crucial for staff morale and consequently for performance.

The majority of the new staff members appear to inadequately understand the "Policy and Strategy 2003-2007" of FORUT Sri Lanka, that would be utilized as a policy document.

In the JRP, the management is actively involved in creating better understanding between the newly recruited staff (who are more professionally qualified) and the old staff (who are more experienced but less professionally qualified). This is commendable.

Salary scales are not adopted but a fair increase is given regularly to offset the rising cost of living. Staff are of the opinion that the salary levels are lower than those of Save the Children and Care Int. at least for some categories. According to the Finance Director, some categories of staff have benefited out of proportion to some others, due to salary

increases without a scale and consequently serious salary anomalies have resulted among some categories of staff. FORUT should examine the issue and take necessary measures to prevent any dissension that might arise among staff and lead to dissatisfaction.

A staff welfare scheme functions at the Head Office. It will certainly be useful to have one also at the field office level as it should weld the staff together and increase solidarity and well being.

All staff are afforded some useful welfare measures, e.g. facility to improve English language proficiency, insurance for life and critical illnesses, medical scheme and exposure visits to Thailand, India and Nepal. These measures are fully appreciated by the staff.

PART II - PROGRAMMES

A. PLANNING

It has to be borne in mind that in 1998 when FORUT went about planning the JRP, the situation in the peninsula was far from normal and was not at all a conducive field for adopting orthodox or ideal development practices. This caveat however, does not absolve FORUT from a measure of lack of diligence in exploiting the opportunities that came its way for achieving more lasting impacts.

JRP documents speak of the participatory approach and the recovery process as the principal pivots on which the programme is supported. However, these two terms are not understood in their full meaning neither by the beneficiaries nor staff members. According to the programme plan, the organization wanted to make a paradigm shift from its usual relief oriented programme into a development oriented one. But, on examining the overall programme, it appears that most staff members had failed to effectively change their mind-set and attitudes towards the new programme focus and consequently the new message had failed to reach the communities at grass root level as it should have. Also, the participatory aspects of the planning process, of monitoring and evaluation have not been given the necessary priority. These limitations might be attributed to the volatile situation of 1998 and after in Jaffna. However, this does not mean that the programme did not have an impact on the people. Some of its activities had brought about significant changes in the attitude and behaviour of the people. FORUT could be proud of the positive achievements made in the field of temperance, education and public health due to the effective awareness raising programmes implemented at the field level. CBO members and the community are aware that these were the results of FORUT's awareness programmes.

Situation Analysis/ Needs Analysis

As the JRP was a response to the appeal of the government to support its reconstruction and rehabilitation work in the peninsula, information and data with government were primarily accessed by FORUT. They had been supplemented with in-depth information about the selected communities gathered through the conduct of Participatory Rural Appraisal exercises (PRA) and with information already existing with FORUT.

Although a PRA was carried out at the field level, its findings had not been well documented in the form of a Situation Analysis and Project Proposal formulation specific for each area. A study of the process involved at the grass root level indicates that what staff members had actually done was not a planning exercise but a data gathering task at field level. They did not participate in the conceptualisation and formulation of the programme and hence they did not have a clear understanding of what, why and how the programme should be implemented. Consequently their sense of ownership of the programme too suffered and their commitment too could have been affected. They could not clearly define the objectives of the sectors and some were used to thinking in terms of sympathy rather than empowering the poor. Some staff members did not have a positive attitude towards the poor. Their opinion of the poor people was low and thought that they would cheat or was incapable of carrying out certain functions. Therefore, some times the staff appeared to be lacking in transparency and openness in their dealings with the people. Some of the reasons may be that they were not sufficiently exposed to the progressive management and development concepts and /or do not have sufficient development experience or both.

The word 'PRA' is very popular among the staff members but it was not well understood or even misunderstood by them and failed to reach the CBOs and its members. Training programmes by the staff had been designed and conducted without fully taking into consideration the convenience or the availability of the community members. The staff appeared to be affected by hierarchical thinking which seemed to be prevailing within the organization in Jaffna. The written and spoken words such as "people will get empowered" and "our money was lost" and "so and so cheated me" were some examples of this. A number of senior staff members spoke in this vein. This shows that although they were given training in the use of some PRA tools, they had not imbibed the deep meaning of participation and development and how it could be achieved based on their own experience and that of the community members. As a result of this the concept of participation had not fully gone down to the grass root level.

The community members also suffered from the dependency syndrome that was a result of the relief work carried out by FORUT and other NGOs, International Agencies and the GOSL.

The situation analysis as given in the Long Term Plans 1998-2003- focuses on reconstruction and not on development issues as such. FORUT however, considers the JRP as being also development oriented and this view is confirmed by the incorporation of programme components such as micro credit, organisational development etc. The

justification for the development components is spelled out and is virtually a uniform package applied to all selected communities and not tailor made to cater to the specific needs of each community. However, the package may be relevant to most communities. In a far thinking move, FORUT has done well to combine both reconstruction and long term development as it makes the former more effective and avoids dependency on others while building up self reliance, which are the essential preconditions for any development work. More effective preparation of the community and staff would have, no doubt produced better results.

As stated earlier the selection of target communities, village level organisations and individual households has been based on criteria like low income i.e. below Rs.1,500/ per month and also on previous association with FORUT.

The GA is of the view that FORUT should benefit all members of a community and concentrate on a few DS divisions, may be the islands, so that the needs of all affected will be satisfied and the resulting impacts more substantial and significant. The point might be that reconstruction should benefit all affected, whether poor or otherwise, while development efforts should be focused only on a specific target group selected by an organisation according to accepted criteria.

JRP Plan

The Logical Framework Approach (LFA) is adopted for the plan and it is commendable. However, the formulation of the overall objective and the qualitative output indicators should have been more technically correct. The qualitative indicators are not specific and neither are the means of verification indicated. This weakness had been rectified to a great extent in the LFA that was revisited in 2001.

In the original project plan for 1998-2003, there were 14 categories of interventions (named by FORUT as sector/activity) proposed. Some of the detailed activities were very small in output value, for example, two urinals for an affected school. It appears that FORUT has extended its interventions too thinly and not focused on a few but critical sectors for greater impact. This fact had been realised by FORUT in October 2001 when at a workshop, it had revised the programme LFA and limited it to just six outputs. However, this comment in no way overlooks the ground reality of 1998 when even one urinal would have been appreciated by a school where even the basic facilities had been destroyed with no prospects in view for their restoration.

It would have been more appropriate and effective if FORUT had focused more forcefully on programme principles and cross cutting themes which were not clearly identified and understood by the staff members and partners. Although FORUT has done more work in the field of education, this cannot be seen as a sector or activity in the project document. Although environment has been mentioned as a sector, fewer activities had been undertaken at the field level and community members were not given proper awareness and the programme had been implemented in a top down manner ignoring the participation of the beneficiaries. At the same time, FORUT has implemented many projects in the field of gender and gender equality and made some

positive impacts, but this has not been mentioned as a main component or a cross cutting theme. For example, empowerment, participation, sustainability and gender equality could have been identified as important cross cutting themes and built into the programme.

Work plans for implementation have been laid out very well with sufficient detail and clear targets for achievement. Annual work plans are apparently designed in a more participatory manner than the original plan.

FORUT's strategy is to use the small group process for effective participation and at the community level strengthen the identified organisation, usually the Thrift and Credit Cooperative Societies (TCCs) or the Fisheries Cooperatives for institutional and financial sustainability. However, the principal concepts of people's participation and sustainability of the organisation are not adequately operationalised for implementation and monitoring. For example, in the case of sustainability, if a few critical milestones in the process of achieving sustainability could be identified and profiled, implementation and monitoring could have been more effective. A graduation model as used by some NGOs could be adopted where the organisation concerned passes from one grade to a higher grade. The profile of each grade needs to be clearly delineated with appropriate indicators. The need for unambiguous understanding of these concepts had been realised by FORUT in 2001 but adequate operationalisation of the concepts had not taken place.

FORUT's strategy of shifting from implementation at field level to facilitation and partnership with the TCCs and FCs is highly commendable as it is vital particularly for the long term development of the target communities and for FORUT to phase out its interventions. It has been confirmed that the use of the small group process does, in fact, promote wider participation of the community in the organisation. FORUT should research, experiment and forge innovative ways of building the capacities of CBOs for making them self reliant.

An exit strategy does not feature in the JRP and it is an important issue that FORUT should have given thought to. However, FORUT has identified the missing element in later years.

Monitoring and Evaluation

How monitoring will be undertaken or the tools used are clearly indicated in the plan. What is not stated is how the plan will be utilised to generate relevant information for monitoring purposes or what will be monitored. The monitoring methodology though not indicated in the plan has been utilised in practice – using reporting formats for recording information on selected indicators etc. In adopting a monitoring system, participation of the beneficiaries should always be included.

Learning lessons is given high priority by FORUT, but in its management information system, this is not prioritized as an item that requires regular follow up.

In the plan, women and children are particularly mentioned as deserving the special attention of FORUT and some activities are proposed for them. However, disaggregated information on these two groups are not gathered and if it was done, more effective, positive discrimination could have been planned and carried out. The preschool and the early childhood development component is good, but more focused interventions are warranted where children have been identified as a special target group.

Bench mark data /information on the status of the target groups, their organisations and the socio-economic condition of their communities have not been gathered at the inception of the JRP. Such data are vital for evaluations and particularly for impact studies to be scientific and reliable.

Capacity Building

Staff capacity building is handled in a systematic way by the Head Office through the JTO. Training needs are identified from individuals through the staff appraisal format and other formats and professional training is sought whenever feasible. Most staff affirmed that they have received adequate training in relevant areas. A few were of the opinion that all do not get equal opportunities for training.

The exposure visit to the other programme areas in Sri Lanka and foreign countries have given positive results to the staff members.

When some staff members participate in training programmes, at the field office level there is a systematic way of sharing that experience with others at the field office level. Training should be work related and timely. It appears that there is no formal recognition given by FORUT to training received.

Most of FORUT's Jaffna staff members have enough field level experience but however, are not in a position to conceptualise what they have learnt in the field and make use of it for the improvement of the programme. Their understanding of critical development concepts such as empowerment, participation, sustainability, gender etc. is not deep enough. This may be either due to a weakness in the training or capacity building programmes or due to the limited capacity of the concerned staff or due to a combination of one or more factors.

B. ORGANIZATIONAL DEVELOPMENT AND BANKING DEVELOPMENT

FORUT is collaborating mostly with the Thrift and Credit Cooperative Societies (TCCs) in the villages and these can be ranked according to their level of institutional development and functioning. This is the core intervention with regard to eventual programme sustainability.

Findings:

- Although the TCCS should come under the purview of the Commissioner of Cooperatives Development (CCD), the majority of them are not registered with the commissioner and hence precluded from obtaining certain services provided by the department e.g. audit reports and supervision. Some TCCS do not want to get registered with the CCD due to the fear that the power vested in the commissioner may affect adversely their liquid assets, e.g. Selvapuram.
- The majority of the TCCs and other institutions are not being audited either by FORUT or the Commissioner for Cooperative Development. Only one TCCs (from the sample) was identified that had its accounts audited by the Commissioner of Cooperative Development.
- The TCCs and Fishermen's Cooperatives have saved enough money to build up a revolving fund and give more loans to its members. FORUT's policy on matching grants had motivated the members to save and repay the loans. This is an effective strategy to promote savings and eventual financial self reliance.
- All TCCs have a Banker who was trained by FORUT in basic book keeping and maintenance of documents related to the TCCs. They attend to functions of book keeping, maintenance of savings records, of loan repayment records and of the society's minutes. They are being paid by the societies. The regularity of payment of this allowance varies from society to society depending on their income. Alaweddy West, Karainagar and Thumalai have a very good savings and credit system with a high repayment rate.
- Although some societies are effective in promoting savings and managing credit and are functioning well, they are under the control of a few officials over a very long period of time. This goes against FORUT's vision of the promotion of a broad based democracy.
- The CBOs give loans for various Income Generation Projects such as poultry, dairying and small business. But they were not provided with adequate technical support to make the IGP activities successful.
- Several CBOs have given loans without considering the feasibility of the income generation activities. For example, in Selvapuram loans had been given for the purchase of electrical timber saws where there is no electricity.
- Female participation in the societies was higher but they functioned mainly in the capacity of ordinary members. Few women were given positions with higher responsibilities. In most of the societies the membership list showed the names of the males, but during the meetings more females participated as they represented their husbands. This phenomenon cannot be found fault with as this indicates some sort of gender balance and affords some learning

opportunities for female members. The exception to this was the Women's Development Society in Velanai that was functioning well and headed by women.

- Most of the training programmes conducted by FORUT, particularly the vital messages such as people's participation and gender equality had reached the leaders to some degree but not the other members of the society /organisation.

RANKING OF VILLAGE LEVEL INSTITUTIONS

The sample CBOs were selected based on the criteria given under the "Methodology" in chapter 2. They are- savings, repayment rate, participation, functioning of the community centers, libraries and pre schools. The ranking given below has taken only some of these criteria into consideration due to complications in assessing certain factors. For example, in the case of savings it was very difficult to differentiate the amount shown in the books in the form of savings and other amounts such as loan repayment etc. This was mainly due to the non-functioning of some CBOs and loss of individual savings books during the displacement. Another factor was the lack of Annual Audit Reports. Another factor that was considered is the institutional age and the number of members in the CBOs. For example CBOs such as Alaweddy West and fishermen's Cooperative Societies are fairly old, more than 50 years in some cases, other CBOs that were formed or activated due to FORUT intervention were fairly young and small in its membership.

The following ranking is subject to the above mentioned constraints. Please note that this is based only on the evaluation findings during the field visit and is not based on any in-depth analysis.

Clarification of Criteria:

Resource Gathering: Support received from NGOs and GOSL other than FORUT and Shramadhana.

Decision Making: Democratic values followed and female participation.

Leadership: Democratic values followed and female leadership.

Points - High = 05, Medium = 03, Low = 01

TABLE I - CBO RANKING

CBO	Consti tution	Record Keeping	Book Keeping	Loan Repayment	Audit Report	Resource Gathering	Female Represe ntation	Decision Making	Leade rship	Total
Sivakami Amman Kiramam	05	05	05	05	00	05	03	03	03	34
Alaweddy West	05	05	05	05	00	05	03	03	01	32
Velanai East	05	05	05	03	00	03	05	03	03	32

Thumpalai South	05	05	05	03	05	03	03	01	01	31
Selvapuram	05	05	05	05	00	03	03	01	01	28
Mathagal	05	05	05	01	00	03	03	01	01	24
Pallasuddy	03*	05	05	03	00	03	03	01	01	24
Naranthani	NA	05	05	01	00	05	03	01	01	21
Amban	NA	05	05	01	00	03	03	03	01	21

Source: Evaluation 2003

** Although they have a constitution, they could not produce it as it was handed over to the DS office for some evaluation purpose.*

C. SHELTER PROGRAMME

With the displacement of the population of Jaffna several times over, according to the GA, 91,000 houses have become un-inhabitable due to the destruction and disrepair. As such, shelter is given priority by international development agencies, INGOs and GOSL. In the JRP too, shelter is given priority in terms of money and effort invested. In addition to FORUT, GTZ, UNHCR, Caritas Sri Lanka (SEDEC) and some other INGOs are involved in the implementation of shelter programmes and each has its own special policies regarding this component. The repercussions of this on the FORUT programme will be discussed at a later stage in this section. Initially, FORUT expected the GOSL to contribute SLRS 25,000/- to supplement their contribution of Rs.25,000/ per shelter (in 1998) and signed an agreement to this effect with the DSS of the district. Although at the initial stages the GOSL contributed the agreed amount, later on it was not forthcoming and adversely affected housing construction. FORUT's contribution towards housing is being praised and also criticized at the same time by both the beneficiaries and administrators. It is being praised, for giving and motivating the beneficiaries to construct a decent house and is being criticized for the insufficient subsidy for the completion of a house and which has consequently made them indebted or face enormous financial difficulties.

FORUT's original intention was to provide the core houses to the beneficiaries and allow them to build on it gradually with the progressive increase in their incomes which would be ensured through the micro credit programme. From time to time FORUT had released additional funds to improve and complete the core houses especially of the most needy and of those who did not receive any subsidy from government. Each year FORUT had allocated different amounts of money for the core houses to offset price fluctuations as given below in table 1.

TABLE 2- FORUT'S SUBSIDY FOR A HOUSING UNIT BY PROGRAMME YEAR

Year	Amount SLRS
1999	25,000/-
2000	28,000/- & 31,000/-
2001	30,000/-
2002	38,000/-

2003	50,000/-
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Source: FORUT Budget

According to the beneficiaries, they were not consulted in the designing of the house. However, they are happy that the houses supported by FORUT are decent and much better than the cadjan huts in which most of them lived prior to displacement. They also agreed that their land value has gone up due to the new house. But, they also complain about the amount of money they had to invest from their own earnings and /or through loans from traditional money lenders. One of the main reasons for this complaint is the comparison with GTZ's policy of giving completed houses at a cost of about Rs.148,000/ to each beneficiary. Nevertheless, the majority of the beneficiaries value FORUT's long time presence in their midst and its support to them as a development agency.

During the programme period, housing was the predominant component of the budget. When shelter, latrines and wells are taken together it amounted to Rs.84,480,000/ (57.8%) of an allocation of Rs.146,000,000/, as stated in the original plan.

Findings:

- Whatever the criticism levelled against the shelter programme, it has achieved, to a very great extent its objective of facilitating resettlement and reintegration of the community. The implementation of the shelter programme has been one of the pull factors that attracted the remaining displaced population in the Vanni district to return and resettle. The housing sector has gone beyond its original objective and brought about positive outcomes in health, asset base, education, gender and of course the confidence and optimism of the community. In a war torn population this is a major transformation and FORUT can take the credit for it.
- There had been hardly any participation of the community as such, in the implementation of the shelter programme in the form of shared labour (shramadana) or management responsibility amongst the beneficiaries. The idea expressed everywhere was that they were busy with their own individual construction work and did not have enough time to help others. If this had taken place, it would have reduced the cost of housing, resulted in decreased indebtedness and also created communal amity and solidarity. As "Shramadana" is a vital component of the concept of participation, this should have been exploited by FORUT also for capacity building of the community and solidarity. However, a few beneficiaries, *on their own* had got together and collaborated in building their shelters. But the opportunity for capacity building of the society was lost by FORUT. It is not conceivable that FORUT did not notice this opportunity, but the constraint could have been the time taken for the village society to acquire the necessary capacity for such an undertaking.
- As mentioned earlier, in comparison to the houses in which the beneficiaries were living prior to the displacement, the new houses are decent, healthy and better in its size and value. If not for FORUT's initial push and motivation, beneficiaries

would not have dared to construct houses of this nature as most cannot afford them.

- Clearly the improved housing condition had resulted in the increased value of the property owned by the poor and given them some dignity and recognition in the community.
- Well built and spacious houses had resulted in the improved health condition, security and privacy for the family members. Especially the latter result had brought about positive changes for females. This has positive impact on the education, health and security condition of the children too.
- A few houses were observed not to have windows and this was attributed to religious and cultural beliefs of the people. As there is no proper ventilation, the houses cannot be considered wholly suitable for healthy living. FORUT could have been more persuasive in this regard.
- Housing seems to be having higher sustainability due to the feeling of ownership and increased value of the property. The beneficiaries would not think of selling these houses due to the reasons given above.
- People's participation is minimal in the designing and cost estimation of the houses. Beneficiary participation had taken place only during the construction stage. It is true that the planning and cost estimation of a house is a highly technical subject but a development agency which is committed to the participatory approach should have consulted the people and incorporated their views and given an orientation on the core housing concept. This would have effectively minimised beneficiary criticism. Though not in a fully participatory manner, technical officers of FORUT had taken pains to make the people aware, through meetings, about the varying costs of constructing different types of shelters, latrines and wells, but the people had not given serious thought to it, as later they complained about it.
- The question as to what would be their advice if they were consulted on the cost estimate of a shelter was posed to the CBO members from Pallasuddy. The stage wise break down given by them in comparison with FORUT's is given below:

TABLE 3-COMMUNITY PREFERENCE ON SUBSIDY DISBURSEMENT STAGES FOR SHELTER

Stage	FORUT Contribution	Beneficiary Preference
One	10,000.00	25,000.00
Two	08,000.00	12,000.00
Three	22,000.00	45,000.00
Four	08,000.00	12,000.00
Five	02,000.00	02,000.00
Total	50,000.00	84,000.00

Source: Evaluation 2003

The difference of SLRS 34,000.00 in the total estimate could be considered as the GOSL contribution.

- Most beneficiaries were disappointed with the failure of the GOSL to contribute its declared subsidy. But the majority of them blamed FORUT for not supporting them to complete the houses and the resultant indebtedness. Some felt that organizations such as GTZ and other International Agencies did not come forward to provide them with a complete house as they were already sponsored by FORUT.
- FORUT could have built two or three model houses using permanent materials such as cement, sand and roofing sheets and some other type of housing using appropriate technology or low cost techniques and indicated the cost of each house and given an awareness as to the affordability of constructing a house. This could have motivated the people to consider the cost involved in the construction of houses and helped them to take a decision as to their own ability to construct a house.
- The large scale housing construction undertaken by the INGOs, International Agencies and also the private sector after the signing of the MOU between the GOSL and the LTTE, had resulted in the escalation of the prices of almost all building materials and some of these are in short supply in Jaffna. Added to this is the prohibition on mining sand (by the LTTE) due to its alleged negative impact on the environment, which had resulted in short supply and increased price. The only building material, which is available at the standard price, is cement, which is transported from Colombo.
- With all these obstacles and shortcomings mentioned above, FORUT had undertaken to facilitate the construction of UNHCR funded houses in the Naranthanai village. On the one hand this may seem a worthwhile collaborative effort between an NGO and a UN agency, but on the other, if FORUT is implementing this programme with the same shortcomings pointed out above, then once again FORUT might be opening itself to possible criticism by the people.

D. WATER AND SANITATION PROGRAMME

WATER

FORUT has granted, over the years a varying amount of funds ranging from SLRS 6,000/-, 7,000/- to 8,000/- for individual wells and SLRS 30,000/- to 45,000/- for a common well depending on the soil condition and the depth. People's contribution for an individual well ranged from SLRS 6,000/- to 16,000/- depending on the soil condition and depth. FORUT's contribution for a tube well was SLRS 6,000/- and people's contribution was SLRS 16,000/- totalling to SLRS 22,000/-.

The objective of this sector is to provide safe water facilities to the target population. In comparison to the amount invested and effort put in towards this sector, the results appear to be disappointing. In almost all the villages visited by the evaluators, people complained of brackish water and lack of drinking water. They had to walk or cycle from ½ a km to 1 km to fetch sweet drinking water. Fortunately this has not brought about any negative impact on women, as men and male children are involved in fetching water. Perhaps, it might have been possible to find a viable solution to the drinking water problem with the investment made on individual wells for non-drinking purposes.

Findings:

- The provision of individual wells should have been critically appraised by FORUT. On the one hand it has not solved the drinking water problem and on the other, it has diminished community feeling among the villagers. Also it has created an expectation amongst villagers that they are entitled to an individual well and in some places people complained that they had not been assisted for a well.
- People had not been given adequate awareness about the operation and maintenance of tube wells. Many recipients complained about the difficult maintenance and high costs.
- The majority of the common wells had good drinking water in the past but they have become salty due to over extraction of water for agricultural purposes. Experts at the National Water Supply and Drainage Board, Jaffna asserted that the ultimate solution to the Jaffna water problem lies in obtaining it from Iranamadu in the mainland.

SANITATION

Latrine construction has been an activity much in demand by the community and 2,027 had been constructed up to November 2003. Costs have escalated over the years but the people have continued to support the activity as they experience the need for it.

Findings:

- This could be considered as one of the most beneficial investments as its immediate outcome was visible in the form of completed toilets and the wide

use of it by the beneficiaries with the resultant impact of hygienic behaviour and reduced incidence of water borne diseases.

- There were no complaints from the beneficiaries regarding their contribution towards the construction being a burden. Much praise was showered on the project from the beneficiaries. Many said it was a great relief for the community as a whole and helped women and young girls greatly by affording them privacy.
- The majority of the beneficiaries use the toilets. Only one toilet was noticed to be used as a storehouse, but even this family was using the old, temporary toilet.
- This activity is a good example of an integrated project approach as it has combined together with the health volunteer training and strengthened the activities of the Family Health Worker (FHW) of the government sector.

E. ACCESS ROADS

Support for upgrading an access road was seen only in Pallasuddy. This has helped the people to improve the road and make it usable even during the rainy season whereas earlier it became impassable. FORUT should have motivated the CBOs to get involved in the construction/repair of roads based on Shramadhana and facilitate the process of obtaining support from the government departments and WFP. FORUT appears to have lost interest in this component in the course of the JRP.

F. PREVENTIVE HEALTH (PUBLIC HEALTH)

The main objective of this sector is to promote awareness on basic concepts of personal hygiene through the training of Village Health Volunteers (VHV) and their deployment for conducting awareness programmes for the villagers in collaboration with the Government Medical Officer of Health (MOH). FORUT had achieved this objective to a very significant extent in its operational areas.

Findings:

- The positive effect of shelter and sanitation programmes on public health was observed in the form of a better living environment and reduced incidence of diseases and a positive contribution towards healthy living of the community.
- At a time when the Jaffna peninsula is undergoing a severe shortage of physicians and medical personnel, FORUT's effort in this field has valuable impacts on the health sector.
- The VHVs are playing the role of a link between the villagers and the government health service system, by way of communicating very effectively messages from the MOH and FHW to the villagers. This task is being performed very satisfactorily since the majority of the VHVs are females, coming from the same villages they work, are well motivated and have been trained effectively. The role played by them makes the health officials' task easier and effective. VHVs attend the monthly CBO meetings regularly.
- Dropouts amongst the trained VHVs, it was observed, were mainly due to leaving for higher education, marriage and change of living places.
- In some villages, VHVs are responsible for more than one function such as working as pre-school teachers. They could also be used for environmental programmes with adequate training.
- Follow up programmes to sharpen the knowledge of the VHVs so as to keep them abreast of the latest developments in the health sector, are not adequate.

G. EARLY CHILDHOOD DEVELOPMENT

In keeping with its objective of creating access to pre school facilities and secure high quality learning for children aged 3-5, pre schools were functioning in all the sample villages. Most of the preschools have two teachers and a parents' society dominated by mothers. In some pre schools this society was providing nutritional food to the kids. The preschool teachers have received training in preschool education conducted by FORUT, SCF or the University of Jaffna and have acquired the basics of conducting a preschool.

Findings:

- This is another activity that is highly appreciated by parents and receives voluntary support in varying degrees in different villages.
- Although the preschool teachers have heard about the Convention on the Rights of Children (CRC), their awareness of its importance in bringing up children

appears to be low and so is their knowledge of basic concepts on child psychology. But, all preschool teachers are in a position to grasp knowledge on these two areas due to their valuable teaching experience with children and their commitment.

- The parents do not regularly pay the preschool teachers' monthly allowance. Some receive a fixed monthly allowance from the Palmyra Cooperative Development Society (PCDs) and the Fishermen's Cooperative Societies (FCs).
- The unannounced entry of new NGOs into the villages was noticed and they had attempted to enforce their organization's decisions on the preschool teachers on the condition of accepting their assistance. Such interference by an International NGO in the affairs of the preschools was observed in Alaweddy West.
- Children's safety is often threatened as most of the preschools are housed in Community Centers that either have a common well without a protective wall or by the side of a road but without a fence. These safety measures should be given more attention by the community societies and FORUT.

Table 4 is an assessment of the nine pre-schools functioning in the nine sample communities, based on the findings of the evaluation.

TABLE 4 - RANKING OF PRE-SCHOOLS

Location	Trained Teacher	Educational Aids	PTA	Allowance	Nutritious Food	Attendance	Children's Security	Total
Naranthanai	05	05	03	05	05	03	01	27
Alaweddy	05	05	03	03	05	03	03	27
Sivakami Amman	05	05	03	05	05	03	01	27
Selvapuram	05	03	03	03	05	03	03	25
Thumpalai South	05	03	03	03	05	03	03	25
Amban	05	03	03	03	05	03	03	25
Mathagal	05	05	03	03	05	03	00	24
Pallasuddy	05	03	03	03	05	03	01	23
Velanai East	05	03	03	03	05	03	00	22

Source: Evaluation 2003

Points- High = 05, Medium = 03, Low = 01

H. RURAL COMMUNICATION

FORUT has confined rural communications to only library services and that too mainly catering to students. This component is a vital link in development. Please refer to section

M on 'Partner Organisations Programme' for comments on Barathathasan Library which is a fine example of how a library has impacted on the community.

Findings:

- There are two types of libraries, those established with FORUT's support and those already existing without affiliation to FORUT. The collaborative effort seems to be working well. The new libraries that were commenced by FORUT have books meant only for school children and are fully utilized by them during the school examinations.
- Although the project objective is aimed at all beneficiaries, libraries cater only to school children. In some locations it was mentioned that novels and story books were not allowed to be purchased by FORUT. This may be applicable for the purchase of books from FORUT's funds. As a result, books other than school text books are not being purchased by the CBOs with funds even from other sources.
- In some places the Library Assistants were paid an allowance and in some places it was not being paid. All of them were maintaining an inventory of the books and book lending and returning of books were well recorded.
- The majority of the library members are youth and school going children. They pay a membership fee and a late fee too.
- The library building is being utilized as a study center during the evening hours as they give children an environment suitable for their education.
- At least one newspaper is being purchased for the libraries. In Karainagar the societies are extending their cooperation to purchase four newspapers.

Table 5 is an assessment of the libraries functioning in the nine sample communities, based on the findings of the evaluation.

TABLE 5 – RANKING OF LIBRARIES

Location	Librarian	Allowance	No. of Books	News papers	Readership	Records	Resource Gathering	Addition al Use	Total
Bharathithasan	05	05	05	05	05	05	05	05	40
Alaweddy West	03	05	05	01	05	05	05	05	34
Sivakami Amman Kiramam	03	05	03	05	03	03	03	03	28

Pallasuddy	03	03	03	03	03	03	01	05	22
Thumpalai South	03	01	03	03	03	03	03	03	22
Mathagal	03	05	03	03	03	03	05	03	21
Naranthanai	00	03	03	03	03	03	03	01	19
Selvapuram	01	00	03	01	03	03	01	05	17
Amban*	NA	NA	NA	NA	NA	NA	NA	NA	

Source: Evaluation 2003

* Shifted to another place.

Points - High = 05, Medium = 03, Low = 01

Explanation:

Librarian: Training and knowledge of the subject.

Allowance: Regularity of payment.

Number of Books: Diversity of subjects.

Newspapers: Number of news papers subscribed.

Resource gathering: Support received from sources other than FORUT.

Additional use: Library, preschool, community centre and night educational activities.

I. TEMPERANCE

The sector objective of promoting awareness on alcohol and drug abuse through preventive measures had been achieved up to some extent through awareness creation. FORUT's concerted effort in this field has resulted in the formation of three temperance related institutions, "Theepam", "Oli" and "Shakthi", and their activities such as awareness raising through training and street drama and honouring those who renounced drinking and the publication of News Letters in the name of these institutions had contributed immensely in raising awareness of the people on the ill effects of tobacco and alcohol. At the moment only one institution, "Oli", based in Jaffna East is functioning. Some of the youth clubs and CBOs have affiliation with the Northern Regional Temperance Federation (NRGTF). This activity is crucial as tobacco and alcohol abuse are serious social problems in the north, particularly with the restoration of the links to the south. Linking NRGTF with ADIC is a sound strategy provided adequate resource allocations are made.

Findings:

- The effort put into awareness raising on temperance appears to have worked well and its impact could be seen in the villages. Except in Alaweddy West, all other CBOs admitted that there are no legal or illicit breweries in their villages. In Alaweddy West this seems to be a big problem due to the illicit brewing taking place close to or within the villages.

- The number of alcohol users has declined drastically due to the awareness programmes. Before these programmes, drinking had been visible through behaviour such as quarrels, wife beating etc. Now even those who drink pretend not to be drunk. This indicates that the communities' rejection of alcohol has become a dominant factor in moulding public opinion. In many cases the villagers stated that drunken persons come home and sleep without being boisterous unlike in earlier times. This has brought about some behavioural changes among those addicted to alcohol and some peace to the families.
- As a result of the awareness programmes, the youth have committed themselves to the cause of anti alcoholism and taken many actions to raise the awareness level of the elders and had succeeded in making them change their behaviour. In some cases they have faced the brunt of illicit brewers with courage.
- Although toddy tapping is decreasing due to the stigma attached to it and the reluctance on the part of the youth to get involved in it, the PCDS is involved in the promotion of toddy tapping and use of it. This is going to be a challenge for FORUT in this field.
- The PCDS is in the process of attracting the community members by providing nutritious food to the preschool children and paying the monthly allowance to the preschool teachers. Intrusion of this nature would hamper the temperance programme in the future and needs to be watched carefully.
- In two places, Naranthanai and Velanai, loans had been given from the revolving fund for tobacco cultivation and this is not consistent with the policy of FORUT on temperance.
- For more than one year during the JRP, FORUT had put on hold awareness raising on temperance and this has greatly affected the momentum of the programme. It is a pity to ignore or soft pedal a dominant component enshrined in the organizational vision.

J. PRIMARY EDUCATION (SUPPORT TO SCHOOLS)

JRP planned to intervene in primary education mainly by providing the most needy schools of the target divisions, with the following.

1. New or renovated classrooms for 28 schools
2. Drinking water facilities for 17 schools

3. Student desks and chairs for 17 schools
 4. Toilet facilities for 18 schools
 5. Play areas for 23 schools
- According to the statistics provided by the JTO, 87 deserving government schools have been benefited in the five different areas listed above. The assistance to the schools has been mediated through the education authorities and the actual construction and procurements have been carried out by the respective School Development Societies (SDS). This had been appreciated by both parents and teachers.
 - Discussions with education authorities including principals of schools that were benefited confirmed the view that this assistance of FORUT, though in some cases almost insignificant in volume, went a long way in the recovery process in instilling hope in the people when in 1998 no NGO nor agency came forward with a plan to rebuild the education sector.
 - In Jaffna West, FORUT had supported the education office in producing a book on development studies in Tamil and a book on environment for use in the GCE O/L class when such text books were not available in the peninsula. Temperance based art competitions too had been sponsored by FORUT and these were gratefully remembered.
 - The need for intervention in the sector had been very urgent in 1998 and FORUT cannot be faulted now from hind sight for going into it in a minimalist manner rather than focusing more on its prime activity of resettling and rehabilitating people and communities. What is important is to keep in mind that the interventions had been carried out in a participatory manner, has contributed to the recovery of the sector and thus has benefited the resettled people.

K. ENVIRONMENT

This component has been confined to only tree planting. It appears that FORUT had not been quite serious about this intervention and lost interest in it during the last few years of JRP, except for tree planting. The planning of this activity fails to indicate any serious planning effort.

Findings:

- The sector objective of promoting knowledge on preserving the natural environment is not matched with the field level activities. The only activity we were able to observe was the tree planting done by the beneficiaries around their compounds.

- This tree planting activity was conducted without participation of the community members. No adequate awareness was given to them on the environment and the beneficiaries were not consulted in the selection of planting material i.e. types of trees. The beneficiaries preferred trees such as coconut and mango as they were suitable for the climate and economically useful for them.
- The re-planting of palmyrah has been a good contribution from FORUT.

L. VOCATIONAL TRAINING

Vocational training (VT) had been identified as an important strategy in its development programme in order to address the problem of unemployment and the dearth of skills that are demanded by the market. To the credit of FORUT, it has sought right from the planning stage to ensure sustainability of vocational training services, especially because specialised institutions have been non-existent in the Jaffna peninsula. Hence the programme of collaboration with selected partners had been formulated. However, the situation analysis, the methods identified and the ground handling of the activity had not been professional. For more views on partners, please see section M on 'Partner Organisations Programme.'

Findings:

- Some youth has no awareness as to the VT courses conducted by FORUT. If wider publicity was given, more youth may have enlisted for the courses.
- Although there is more demand for masonry and carpentry related jobs due to the rehabilitation work undertaken by the government, International Agencies and the private sector, only a few youth show interest in this field. They are not attracted to follow a well structured VT course for three to six months with a small allowance as they are more attracted by the daily wages paid to them while working as assistants to a seasoned mason or carpenter.
- In order to attract modern youth, VT courses will have to be professional and of a very high standard.
- In the case of females, the majority of them had undergone training in sewing. Some are gainfully employed in tailoring though the majority of them are not involved in it as a means to earn an income. However, there is a positive impact of this training when it came to the personality growth of the young girls. Most of them said that they were able to sew their own clothes and were proud of it.

- The planned annual numbers of trained youth had not been achieved fully, with about 50-60% of the target being achieved.

M. PARTNER ORGANISATIONS' PROGRAMME

FORUT has supported nine 'partner organisations' in the peninsula. The relevant output is formulated thus: 'Develop healthy relationship with 10 local organisations and support for sustainability.' The type of activity is categorised under 'Organisational Collaboration'. All nine partners have been established in 1998 or after and all of them have been either initiated by FORUT (with others) or evolved from being FORUT activities into independent organisations.

Currently there are only 09 partner organisations and of that too, 02 organisations are listed by JTO as non-active. The evaluators conducted a focus group meeting with VOGT, Barathathan Library, Oli, and External Degree Course Unit and in depth interviews with COMTEC and Valigarments – all 07 active partners.

The Needle Work Society, External Degree Course Unit, COMTEC and Valigarments offer vocational training to target group youth and thus contribute to the output on vocational training. Oli is associated with temperance work while Barathathan Library is one well organised library. VOGT is an organisation with representatives from 08 selected TCCS and is specialised in micro credit and temperance work.

Findings

- The rationale for associating these organisations with JRP nor the purpose and the background of these partners are spelt out in the plan. It appears that the activity on organisational collaboration evolved in an unplanned (ad hoc) manner and not according to any well thought out strategy or plan.
- Vocational training being an important intervention, the support given to partners in that sector could be justified as the peninsula did not (and does not) have recognised institutes neither public nor private, to cater to FORUT's target group. Partners for temperance work too is justifiable. Organisations for micro credit and the library services cannot be justified in the same way.
- Institutionalisation and sustainability of these organisations have neither been analysed nor strategised adequately. Professional technical assistance has not been made available to the partners and the handling of these partners does not appear to be professional and smacks of a patronizing attitude.

Of the 07 partners, the following 02 are selected to furnish a profile for better understanding of the related issues. Please see ANNEX III for more information on the seven partners.

COMTEC

It was founded in 1998 jointly by Mr.Chandrarajah, the then Divisional Secretary of Chankanai and FORUT with the objective of conducting village level vocational training for school drop-outs of low income families of the division so that they could secure self employment.

Partnership agreement between COMTEC and FORUT was signed in 1998 and FORUT provided COMTEC with furniture, plant machinery and total costs of training and administration.

Four courses were designed jointly by the Board, FORUT and the Instructors and conducted in 1998. Subsequently more courses had been added on but the success rate had declined due mainly to poor quality instructors. A production unit in carpentry and welding was initiated as a revenue earning venture. The plan was to enable COMTEC to progressively reduce its dependence for administrative costs on FORUT. As the planned results did not materialise, in 2001, FORUT commissioned an Assessment Study through GTZ. The main findings were that COMTEC was being mismanaged and that the instructors were not competent. According to its recommendations, COMTEC has been funded for 03 more years and enabled to recruit competent instructors.

Production units have been established for motor mechanism, outboard motor repair, motor rewinding and T.V/Radio repairs, competent instructors have been recruited and the board had been revamped with technical and committed persons.

From March to October 2003, the production units have managed to earn a net profit of Rs.61,000/.

It has been found that about 10% of graduates are doing well -earning an income of Rs.3,000/ pm through work in garages and workshops.

COMTEC is found to be committed to its objectives and determined to become self reliant administratively by the year 2007 and it has great potential. However, a sound business plan is not in place. How income will be increased over the next three years is not realistically planned and neither targets nor strategies and means to achieve them have been identified systematically. This will not serve to increase the confidence of neither FORUT nor of other donors. FORUT should have supported COMTEC in developing a professional business plan.

FORUT is perceived by COMTEC to be capricious in its decisions regarding funding and not seen to be based on facts and sound technical understanding.

EXTERNAL DEGREE COURSE UNIT

This organisation was founded in 1990 and registered with the Divisional Secretariat Office, under the Social Service Act. The principal objective is assisting poor youth to obtain a university degree.

The Partner Agreement with FORUT was signed in 2003 and made available Rs.200,000/ for purchasing a computer, a telephone connection and for conducting literary competitions. The agreement ends in December 2003.

Currently 145 students are registered with the Organisation and it charges Rs.300/ pm from each student. The proceeds are used for administration. Most lecturers are volunteers and only one clerk is a paid full time worker. A computer course is offered at Rs.2000/ but the obstacle is the issue of a certificate as it cannot compete with other reputed institutions. Financially it is self reliant but for expansion of services, external funds are required.

The Unit is managed by a committee comprising representatives from the students and it changes when they complete the degree and go out. Thus there is no permanent body responsible for governance and planning.

The Unit is handicapped with its present organisation structure and should have been assisted by FORUT with technical inputs to improve its management structure. FORUT could have obtained inputs from a technical institution for better results.

Conclusion

Of the 07 active partners, Barathathan Library is organisationally and financially sustainable as it is run by a well managed TCCS. The External Degree Course Unit is financially viable but organisationally not sustainable. Oli is neither organisationally nor financially sustainable. VOGT, COMTEC, Valigarments and Needle Work Society have potential for eventual sustainability but they need support in business development planning and implementing.

FORUT has realised the complexity and difficulties in setting up an organisation and nurturing it to become sustainable. It is much more effective and efficient to support an existing organisation to offer the desired services to the target group in a sustainable manner. If it is so difficult to assist even an entrepreneur to become successful, it is much more difficult to assist an organisation to become successful.

N. FORUT AS A LEARNING ORGANIZATION

Although much emphasis have been made from time to time on the above theme, adequate practical steps have not been taken to ensure that it happens. At present, learning lessons take place more at the Head Office level and that too, sporadically and not in a systematic way. Learning lessons is always a process and it will have to commence right from the field level and hence community organisations will have to be sensitised to this need and afforded sufficient training and opportunities. The process of learning lessons will have to be plugged into all the systems of FORUT if it is to be productive. Currently learning lessons is not included in the management information system as an item that requires regular follow up. In this regard institutional communication and feedback mechanisms need to be buttressed and a sound management information system put in place.

Though annual reports and partner reports provide space for the possibility to inject an analytical component so that learning can become routine in the reporting back, this is not a planned and structured undertaking. Hence partner reports tend to dwell on progress of projects and very little on lessons and even where lessons learnt are noted, they do not find space for reflection, analysis, conceptualisation and feed back.

FORUT has to forge links between its institutional memory and institutional learning. All staff needs to be sensitised to this need as lessons not learnt will condemn one to repeat the mistakes made and consequently lead to wasteful use of resources and do more harm than good for the people. Regular inter staff dialogue on strategies followed, activities implemented and procedures and methods adopted should be encouraged so that they are continuously reviewed, impacts monitored and analysed and recorded. The outcomes of these dialogues should be captured in the documents that are forwarded from the village level organisations and field offices.

CHAPTER FOUR

4. INPUT - OUTPUT ANALYSIS

PROGRAMME OUTPUTS

A comprehensive input – output analysis is not attempted as much more financial information and analysis would then be necessary. The planned outputs and their achievement are indicated together with the financial inputs planned for those outputs. This analysis will afford a picture of the costs of the outputs.

The planned outputs of the JRP are listed below.

- Organisational Development – 750 savings groups for the 7516 target families
- Banking Development – 113 village level “banks”
- Early Childhood Development – 110 pre-schools
- Rural Communication- 02 main and 54 peripheral libraries
- Organisational Collaboration- support for 10 local organisations
- Primary Education – 28 affected schools to be supported with buildings etc.
- Vocational Training – 120 youths trained annually in 8 skill areas
- Preventive Health-100 health volunteers trained and deployed
- Shelter- 1994 shelters are built in 113 villages
- Water- 349 wells are renovated
- Sanitation- 2125 latrines are built in 113 villages
- Temperance- 03 organisations to launch regular temperance programmes
- Environment – 5000 plants are annually planted
- Access Roads – in 06 villages roads, ponds and drainage are improved.

Table 6 below indicates the achieved outputs as at November 2003. Outputs in some vital areas as savings groups, preschools, Village Health Volunteers and wells have exceeded the target while those of shelter and latrines are slightly below target.

In a five year programme, planned targets are bound to be revised in some areas due to the changing situation. What is remarkable in the case of the JRP is that the physical achievements in the most crucial areas of resettlement are very good.

Table 7 indicates the output achievements at JRP Field Office Level.

TABLE 6 - TOTAL OUTPUT ACHIEVEMENT (UP TO NOVEMBER 2003)

Programme Outputs	Planned	Achieved
1. Organisational Development		
Savings Groups	1226	592
Banks	114	92
Societies /CBOs	114	92
2. Early Childhood Development		
Preschools	102	81
3. Rural Communications		
Libraries	82	83
4. Primary Education		
Assistance to schools	28	87
5. Organisation Collaboration		
Support to local NGOs	10	07
6. Preventive Health		
Village Health Volunteer	245	238
7. Housing/Shelter		
New constructions	1997	1845
Renovations	-	223
Upgrading	-	172
8. Water Supply		
New well (individual)	387	487
New well (common)	-	18
Well renovations (common)	-	27
Well renovations (individual)	-	75
9. Sanitation		
New latrines (individual)	2,530	2,071
Renovated latrines (individual)	-	52
New latrine (common)	-	20
New latrine (non IDP)	-	62
10. Community Centers		
	-	15

SOURCE: EVALUATION 2003

TABLE 7 - OUTPUT ACHIEVEMENTS BY JRP FIELD OFFICES (November 2003)									
	Output	Jaffna East		Jaffna West		Kayts		Total	
		Planned	Achieved	Planned	Achieved	Planned	Achieved	Planned	Actual
1	Villages	45	44	46	38	23	21	114	103
2	Groups	280	149	260	146	686	297	1226	592
3	CBOs	45	44	46	27	23	21	114	92
4	Banks	45	44	46	27	23	21	114	92
5	Bankers	45	44	46	27	23	21	114	92
6	Preschools	45	36	34	22	23	23	102	81
7	Preschool Teachers	56	60	38	22	23	35	117	117
8	Libraries	45	40	14	25	23	18	82	83
9	Village Health Volunteers	60	59	70	65	115	114	245	238
10	Shelters	521	441	1000	972	476	432	1997	1845
11	Latrines	700	625	1140	951	690	495	2530	2071
12	Wells	360	307	140	162	94	77	594	546
13	Environment - Trees planted	136,500	144,030	5000	2000	1246	1068	142746	147098
14	Community Centres	05	05	25	08	02	02	32	15

SOURCE: EVALUATION 2003

TABLE 8 - BUDGETARY DISTRIBUTION OF THE JRP INTERVENTIONS

Interventions	1998	%	1999	%	2000	%	2001	%	2002	%	2003	%
Expatriate Expenditure	13,255.00	0.10	26,131.00	0.07	363,286.69	0.95	229,762.80	0.54	244,738.00	0.48		
Administration	3,901,317.96	28.35	5,484,416.34	13.94	4,558,162.84	11.94	9,833,382.42	23.09	10,613,520.03	20.90		
Organization Capacity Development & Management	1,503,684.50	10.93	1,874,753.34	4.77	1,994,047.98	5.22	2,406,533.17	5.65	4,196,593.00	8.26		
Awareness & Skill Development	261,843.35	1.90	3,657,582.02	9.30	2,338,210.75	6.12	2,847,301.40	6.69	5,291,039.54	10.42		
Health	1,377,241.00	10.01	9,760,349.49	24.81	603,962.75	15.82	5,026,996.00	11.80	4,787,517.00	9.43		
Rural Infrastructure- Comm. shelter	3,596,923.00	26.14	11,451,693.60	29.11	13,444,751.21	35.21	10,126,662.53	23.78	12,752,248.00	25.11		
Temperance	150,150.00	1.09	54,953.00	0.14	770,569.00	2.02	174,196.25	0.41	2,796,166.00	5.51		
Monitoring	2,955,586.00	21.48	6,917,400.00	17.58	8,542,215.48	22.37	2,766,182.98	6.50	1,471,803.00	2.90		
Income Generation	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00		
Resource Management	0.00	0.00	110,275.50	0.28	133,130.50	0.35	140,075.45	0.33	0.00	0.00		
Evaluation	0.00	0.00	0.00	0.00	0.00	0.00	9,032,791.00	21.21	8,633,875.00	17.00		
Total	13,760,000.81	100.00	39,337,554.29	100.00	38,183,999.20	100.00	42,583,884.00	100.00	50,787,499.57	100.00	56,996,505	

Table 8 indicates the expenditure by the major expenditure items by year. The individual expenditure items for the year 2003 are not indicated as the final accounts are not yet finalised by FORUT.

FORUT has succeeded in utilizing the entire allocation for JRP in spite of the numerous constraints faced during the tumultuous five year period. Credit should go both to the staff in Jaffna and to those at the Head Office.

The total expenditure incurred on the JRP from 1998 to 31st December 2003 amounts to Rs.241, 643,344/. The estimated plan for JRP in 1998 was Rs.196,000,000/. As this agreed amount has been paid in Norwegian Kroner and its exchange value against the SL Rupee had steadily risen, the total value had come to Rs.241,643,344/ and the total sum had been expended.

CHAPTER FIVE

5. CONCLUSIONS AND KEY ISSUES

In this chapter, overall conclusions and assessments relating to the JRP performance and key issues involved in the programme are discussed.

CONSTRUCTION PROGRAMME –SHELTER, LATRINES AND WELLS

FORUT has done commendably well to support the construction of 1,845 shelters against a target of 1997. The construction of 2,071 sanitary latrines had been supported as against a target of 2,530. With regard to wells, the achievement was 546 and the target was 594. The positive impacts of the interventions are very visible and the people appreciate them. It would be correct to state that FORUT had spent more time and energy on this component than the percentage of money spent on it.

This is an excellent performance in the context of a five year programme in a conflict affected area. Beneficiaries themselves had been disturbed during the project due to the unstable security situation and building materials and craftsmen have been in short supply and prices had tended to rise steeply.

The contribution of this component to the objectives of the Jaffna Rehabilitation Programme is very significant.

VILLAGE LEVEL CBOs (SOCIAL CAPITAL)

The JRP planned to establish newly or strengthen 114 CBOs in 114 villages. It succeeded in developing 92 CBOs and as expected, their capacities vary. FORUT's strategy was mainly to revive or strengthen already existing organisations like the TCCs or the FCs. With its wide training programmes and the experience of the communities in organising themselves, FORUT has been able to develop social capital to a significant degree. The objective is to enable people's organisations themselves to manage the communities' development work.

The strategy selected by FORUT matches the objectives of the JRP and what is further required is capacity enhancement through development experience and focused training. FORUT has laid a good foundation and the building up must go on.

MICRO-CREDIT AND BANKING

The JRP planned to establish 114 village level banks and at the end of five difficult years managed to establish 92. All of them accept deposits and grants loans based more or less on agreed upon principles and procedures. Some of these banks have strong savings bases and are managed very well.

FORUT's plans for implementing a matching grant scheme to enhance the revolving credit fund of these banks had been delayed due to the failure of most of these banks to attain the high standards set by FORUT. Standards should not be lowered as it would undermine the strength of the banks and the confidence of the people in them.

FORUT has done well to commence micro- credit operations as a part of empowering the communities and making their efforts sustainable.

PRE-SCHOOL DEVELOPMENT

Pre-school education is given its due place in the JRP and hence it planned to develop 102 of them. FORUT has succeeded in establishing 81 which have done well to draw the support of almost all the households. This is a very good service provided to the community and lays a solid foundation for the future. This is a commendable achievement.

PUBLIC HEALTH

Volunteer Health Workers at village level of whom there are 238 of the planned 245 perform very effectively and the impact of their work is very significant. The most convincing indicator is that water borne diseases and scabies are hardly experienced in the communities where this intervention was carried out.

LIBRARIES

82 Libraries were planned and FORUT has managed to establish 83. The target has been exceeded but the quality of these libraries could be improved. These are used almost exclusively by school children who find them helpful. They have the potential of becoming centers of rural communication with some technical assistance, may be from Barathathan Library which can be supported to train other libraries.

ENVIRONMENT

JRP has succeeded in planting 147,098 trees over the five years. It is a good effort though the survival rate is not known with certainty. The survival of the plants within the individual compounds are almost assured. More promotional and advocacy work could have been undertaken by FORUT in this area. There is a great need for strategically thought out interventions in this area as the quality of life of humans depends very much on the environment.

COLLABORATION WITH PARTNER ORGANISATIONS

JRP planned to collaborate with ten NGOs and at the end of the programme FORUT continues links with seven. Numbers are deceptive as the relationships are not always productive. Only the Barathathan Library is an outstanding success. Four other organisations have the potential to become institutionally and financially sustainable, but they need technical / professional support to achieve it. FORUT's capacity to handle partners needs to be improved. The strategy of setting up new organisations should be reviewed by FORUT as the situation in the peninsula is so much affected by the twenty year conflict.

KEY PROGRAMME ISSUES AND FUTURE DIRECTIONS

FORUT'S STRATEGY

FORUT has utilised strategies such as institution building, participation and linkages, micro credit etc. in its programme. Some of them have been productive while some others were not utilized to the fullest. For example, in the case of institution building, FORUT has succeeded in bringing people together and forming them into a CBO. As mentioned earlier this strategy has worked well due to the already existing TCCs and FCs.

When it comes to linkages and collaboration, FORUT might have to do more to get optimum benefits from these strategies. FORUT's linkages and collaboration in the field of health seems to work well due to the commitment of the VHVs. But in the field of education except for the infrastructure assistance to the schools no further collaboration has taken place. The same applies when it comes to the International Agencies and INGOs. FORUT has failed to foresee or ignore the problem in the field of shelter due to an entirely different approach followed by the GTZ. Also, FORUT could have acted more positively in collaborating with other INGOs such as the World University Service Canada (WUSC) that has expertise for capacity building of vocational training institutes and with others that are involved in focused activities and thus ensured increased flow of resources to the CBOs.

PROGRAMME MANAGEMENT

1. The **Programme Manager** (PM) position of the JTO has not been held by any individual for more than one year. When the situation is more stable as it is now, such a short term assignment might best be avoided as frequent turnover of the PM has a negative impact on the staff morale and continuity of the programme and its impact on the people. If the position is to be retained, FORUT should give more thought to making the person contribute to the programme in a substantial way.
2. With the impending implementation of the “FORUT Sri Lanka Policy and Strategy 2003-2007”, decentralisation is scheduled to take place. FORUT has already begun to emphasise **professionalism** in its new recruitment policies. This is very sound but it should be complemented with a wide programme of capacity building for all staff so that they can effectively conceive, plan and implement development programmes.

PROGRAMMES

1. In the JRP, FORUT has intervened to bring about changes at the household level (shelter, preschool education, health care, micro credit etc.) and also at the community level (society/cbo, bank, library, roads, community center etc.). FORUT might go beyond these two levels to the **development level** where interventions will not only benefit more people but also make benefits sustainable. This could be achieved through capacity building of CBOs, skills training, establishing banks, marketing networks, social security schemes (e.g.micro insurance). FORUT is already intervening in some areas. The interventions have to dovetail with the situation analysis, be coherent and focused. For bringing about development change, partnership either with the private sector or with the cooperative sector should be explored and promoted.
2. FORUT should undertake a fresh **participatory** analysis of the situation in the North and then identify the needs of the people that could be catered to by it effectively and efficiently. It is most important to ensure the full participation of staff members and beneficiaries in the conceptualisation of policies and principles and in the formulation of programmes. The final document should be printed in a language understood by the staff and the contents should be shared with them and the CBOs.
3. In a post war recovery phase, **trauma counselling** and therapy assumes the status of an essential condition for any development work. Coupled with temperance efforts, it will create a sound platform to mount development work in the affected areas.

4. FORUT should study the issue of **widows**, particularly war widows. They have to be supported in a special manner, including skills training so that they can support their families with confidence.
5. **Empowerment** of the people (and the staff) should be the ultimate concern of FORUT. Social mobilisation is only one of the tools to achieve it. The staff as a group has to learn and think of ways of facilitating the community to manage its own life and development.
6. Although there were many individual **Human Rights** related issues amongst the beneficiaries, FORUT has not attempted to support cases of this nature. In the future may be FORUT could, at the minimum facilitate the process of referring the cases to the proper authorities for action.
7. There were some hidden needs of the people that were not highlighted or not identified during the PRA exercise. While the majority of the children had birth certificates, the majority of the parents in a few communities did not have **marriage certificates**. This is a vital document required in property matters and citizenship related issues. According to the senior citizens, in Naranthanai village alone there are around 100 couples that do not have marriage certificates.
8. **Caste** is an unavoidable social phenomenon in the peninsula and caste discrimination is very strong and hardly any action has been taken by any organization at least to minimise negative impacts on affected persons. In planning interventions in this area, the 'do no harm' principle has to be respected.
9. **Dowry** is another hidden social problem that hinders the marriage of young girls. Although these are being described as age old cultural problems, the negative impacts of the problem could be reduced through awareness creation amongst the youth.

CROSS CUTTING THEMES

It is very important for an organization such as FORUT to identify cross cutting themes and take them into account in programme plans and develop programme principles based on its vast experience in the field of development. Comments on some of the cross cutting themes observed by the team are given below.

GENDER

Although FORUT's policy documents emphasize this aspect, neither the project proposal nor progress reports have highlighted gender participation and gender equity. As mentioned under the heading "Organisational Development", female participation is lower than that of male participation. Although there is a large number of female

members in these societies, their role as leaders and decision makers is insignificant. As a remedy, more awareness on CEDAW should be created and policies should be developed to ensure that a certain percentage of female office bearers function in these societies for influencing decision making. There is also a need to develop mechanisms to ensure the flow of benefits to them.

ENVIRONMENT

Although this is a programme component, not much has been done to raise the awareness level of the beneficiaries and to plan for the future besides tree planting. As mentioned above under the heading “Environment”, environmental degradation is taking place in various forms that affect the quality of water, of the air, the supply of timber and other building materials. Therefore, this should be made a cross cutting theme in FORUT’s future programmes.

SUSTAINABILITY

Elements of sustainability are discernible in most of the programme components. But the degree of sustainability varies from location to location and component to component. For example, the collapse or non-functioning of two temperance organizations in Jaffna West and Kayts shows the degree of over dependence of certain organizations on FORUT for their existence. Institution building became easier for FORUT due to the already existing TCCs. Staff members should be facilitated to understand the deep meaning and implications of such concepts as sustainability and the means of operationalising it in communities.

DO NO HARM

Some uncoordinated relief and development work implemented by bilateral agencies and INGOs have resulted in the violation of this principle. This could be mainly observed in the field of shelter. For example, while the GTZ has been involved in the construction of complete housing units at a value of SLRS 148,000/-, FORUT has been involved in supporting the shelter programme with around SLRS 50,000/- per unit (in 2003). The majority of FORUT beneficiaries complained about this and some felt that they were prevented from getting the GTZ houses due to the sponsorship of FORUT. Unequal treatment of the affected people should be avoided by all actors.

Due to the FORUT beneficiary selection criteria, mostly poor villages with ‘low caste’ communities have been selected for the implementation of the programmes. There are poor communities who fall into the category of ‘higher caste’ living in adjoining villages. They should not feel left out from FORUT programmes merely on this score. Working with this category would be helpful to contribute to reduction of the rigidities in the caste system.

CHAPTER SIX

6. LESSONS LEARNT

CONSTRUCTION PROGRAMME

Two lessons could be noted under this component. One is that beneficiaries should be involved in determining the type of construction i.e. core house etc. The sense of ownership created thus would tend to make them more satisfied and less critical of the outcomes.

Secondly, ideally the community organisation should have been in charge of the construction work i.e. selection of beneficiaries, organising the people, purchasing, supervising etc. Sharing labour would have contributed immensely to creating community cohesion and capacity enhancement of the organisation. This would have, in turn, contributed to sustainability in a big way. In all these activities FORUT certainly will have to be involved.

What the community could do by itself, FORUT should not do, but facilitate.

VILLAGE LEVEL ORGANISATIONS/CBOs

It has to be realised that social mobilization is only one element of community or peoples' empowerment. Capacity building is mediated not only through training but also through facilitating informed decision and carrying out activities. Decision making and capacity improvement are very important and complementary means of supporting people's empowerment.

MICRO-CREDIT

JRP has resisted the temptation to lower the standards required of village level banks in order to help them to become eligible for FORUT's matching grants. It is very important to allow time for these banks to reach maturity, may be at their own pace. Money management particularly of the poor, requires the highest standards.

LIBRARIES AND ENVIRONMENT

Both these interventions have had limited impacts as against the almost limitless potential of modern technology. In the original planning document, libraries came under a sector

called ‘Rural Communication’. In order for the library intervention to contribute to ‘rural communication’ more imaginative and purposeful activities would need to be done.

In the field of environment, planting trees is very timely and urgently required but in order to consolidate the environment, more purposeful activities are required.

It is more efficient and effective to carry out a few but well designed and planned interventions than to carry out several which are poorly planned.

COLLABORATION WITH PARTNER NGOS

Several lessons could be learnt from the JRP experience in this regard. Firstly, for collaboration it is best if a sound organisation could be identified, like the Barathathan Library. Setting up new organisations is such a difficult task. Instead of setting up new organisations, it is always more effective to work with already existing, selected bodies (if they exist) as shown in the case of Barathathan Library. FORUT should draw the features of a profile of an organisation that should qualify for partnership with it.

If FORUT expects its collaborating partners to become institutionally and financially sustainable, then it should provide those organisations with high quality inputs in these two areas. Organisational development and business development inputs of high professional levels should have been provided to these NGOs. This has not happened in the case of most partners. Thirdly, the relationship has to be an equal one and not one of patronage.

Adequate inputs have to be marshalled in order to generate expected outputs.

COMMUNICATION WITH DIVISIONAL SECRETARIES

Two Divisional Secretaries was not aware of FORUT’s housing programme and two others appeared to be antagonistic towards FORUT. Relations with public administrators is most vital for smooth work. Generally FORUT attends to this aspect very well, but FORUT cannot afford to have lapses in this vital regard, i.e. not neglect one or two even if they are difficult persons.

PARTICIPATION IN PLANNING

Participation by both staff and beneficiaries is extremely important to create ownership of the programme and inspire confidence and create better understanding of the involved concepts. Even if participation is time consuming, its rewards are incalculable.

CHAPTER SEVEN

7. FOLLOW UP ACTIONS AND RECOMMENDATIONS

Recommendations, follow up actions are discussed in this chapter. These are categorised under relevant themes for easier study.

PLANNING

1. The use of LFA for identifying objectives and outputs and relative indicators needs to be more systematic and technically correct. Specifically, outputs and objectives should be clearly differentiated, and qualitative output indicators need to be specific with means of verification made available. In this respect the programme document is deficient.
2. Base line data and information on the target groups and target communities should be scientifically gathered and recorded in order to make monitoring more meaningful and evaluations and impact studies more reliable. Participatory methodologies are most suitable for the purpose.
3. Needs analysis, programme planning and monitoring needs to be participatory in order to enhance reliability, ownership and responsibility for the program by the people.
4. Strategically vital concepts such as participation of the people and sustainability of organisations should be better operationalised in order to assist fruitful implementation. The use of a graduation model with well-profiled milestones/grades in the case of sustainability of organisations along with indicators, should be adopted.
5. FORUT should consider developing criteria for the ranking of societies based on its experience. More weight should be given not only to savings and credit but also to community participation, gender, shared leadership and youth participation.

MONITORING

6. If a particular group is identified for positive discrimination e.g. women, children etc, then it is imperative that a strategy is forged to accomplish it; that specific interventions are planned and carried out meticulously. Disaggregated

information on such groups is most important for planning and monitoring purposes and for reviewing strategies.

7. Monitoring and reviewing have to be incorporated in the programme plan itself. Reliable and realistic indicators, essential assumptions and responsibility charts have to be generated at the designing of the plan itself. Reports should be kept not only on FORUT's interventions but also on what is happening to the beneficiaries.
8. FORUT's management information system should include 'lesson learning' as an item that requires regular follow up. The staff also needs to be trained in recognising important lessons and recording them.

VILLAGES & SOCIETIES

9. Target villages – It might be developmentally more meaningful if interventions are concentrated in a fewer locations so that outputs could be more substantial and consequently the impacts more significant and durable. Administratively too such a strategy would be less demanding on staff, time and other resources. Concentration and integration will heighten synergy for rapid development. Model villages could be developed in the project locations for learning and replication.
10. FORUT should motivate and facilitate the strong societies/CBOs to undertake their own situation analysis, conceptualisation and formulation of their own projects proposals for funding from FORUT and/or from other donors as this will lead to eventual financial (in the short term) and institutional (in the long term) sustainability. There are enough capable persons in the villages that could be trained to do this function.
11. Currently most village level societies (of JRP) are modelled on the TCCS. However, these are not formally linked to the Cooperative Department. Some societies do not wish to come under the Department and hence miss the audit and supervisory services provided by it. FORUT should take a stand on this so that confusion with regard to using the name TCCS and its implications will be avoided.
12. Promoting apex bodies of the village level societies/CBOs should be undertaken carefully after studying a few examples in Sri Lanka and learning from lessons learnt. Initially apex bodies might be tried at the GN or cluster level and then widened to DSD level.
13. Partner Organisations, particularly those engaged in production, should be offered technical assistance for studying and analysing their performance and designing a sound business plan with a view to institutionalisation and sustainability.

14. With regard to partners, FORUT should avoid being perceived to be arbitrary and patronizing in its dealings with them. Decisions should be always based on facts and sound technical advice and relations should always be cordial.

FINANCIAL MANAGEMENT

15. The Finance Director's effectiveness would be enhanced if more inputs and interactions are received from management on a regular basis.
16. Management letters should be sought from the auditors on a regular basis to enhance transparency.
17. An internal field audit system could be adopted by FORUT for enhancing the accountability and transparency of village level societies/CBOs particularly in relation to their micro credit operations.

PERSONNEL MANAGEMENT

18. Staff performance evaluation formats should be perceived to be more objective and fair through the inclusion of appropriate criteria for value judgements. Ideally, these criteria should be developed in a participatory manner with all staff as this will enhance the perception of the objectivity of the evaluation and reduce dissatisfaction.
19. It may be fruitful to nip in the bud any nascent perception of unfairness with regard to anomalies in the salaries of various categories of staff.
20. A staff welfare society at the field office level would be useful to create solidarity among them and it will also help management to concentrate on other matters single mindedly.
21. Persons in Management should be afforded opportunities to familiarise themselves with more effective and democratic methods of management.

CAPACITY BUILDING

22. Training should be both relevant and timely in relation to the interventions on the ground implemented through various programmes.
23. FORUT should consider adopting a system of formal recognition of staff acquisition of specified types of skills and knowledge, particularly of a

professional nature. It could be by way of promotions, salary increases or others to serve as an incentive.

24. FORUT should consider recognizing those who achieve excellence in their work, by honouring them, for example by giving them awards for their good work. FORUT should highlight and appreciate their services by giving publicity to their work through case studies and features in newsletters.

COMMUNICATION WITH DIVISIONAL SECRETARIES

25. Communications between FORUT and the Divisional Secretariats should be improved by sharing the quarterly progress reports and by participation at their coordination meetings, at the minimum.

PRESCHOOLS, RURAL COMMUNICATION, TEMPERANCE AND ENVIRONMENT

26. With regard to preschools, FORUT should ensure minimum standards and professional follow up training for the teachers.
27. FORUT should encourage and support preschool teachers to become professional and start their own preschools. This strategy will serve to create an impact at a wider level of society.
28. As Rural Communication is vital for rural development, this component should receive more attention. Libraries and other related services need to be improved as they are a powerful force for human transformation. However, libraries alone are not sufficient. Useful linkages will be vital for information and knowledge transfer e.g. linkages with Barathathan Library.
29. FORUT should adopt a forward looking strategy with regard to temperance. For example, the alternative use of the palmyrah apart from tapping etc. should be discussed and strategies thought out. The strategy of working through ADIC is sound.
30. In relation to Environment, FORUT should, at the minimum, create awareness and link the community to relevant government agencies and NGOs. The sector is indispensable for a healthy habitat and as such, FORUT should not give it low priority. FORUT should create awareness and motivate people so that they themselves will intervene in caring for the environment.

POLICY INFLUENCE

31. Based on the five year JRP experience, FORUT should develop a housing policy incorporating all the learning by all parties for future resettlement work. This should include design, cost estimates, selection criteria, construction, shared labour, monitoring and evaluation based on participatory approaches. This should also incorporate an appeal procedure so as to tackle the grievances of people so that it would result in minimising complaints. Even if FORUT does not intend continuing the shelter programme in the future, this would be a useful contribution for resettlement in the affected areas. A policy paper on the provision of wells and latrines too would be useful for actors in resettlement and recovery.

ANNEXES

ANNEX I – TOR

ANNEX II – CHECK LIST OF QUESTIONS

ANNEX III- LIST OF PERSONS & ORGANISATIONS INTERVIEWED

ANNEX IV- INFORMATION ON 07 PARTNERS OF FORUT

ANNEX V - ORGANISATIONAL CHART OF JTO-2003

FORUT EVALUATION – QUESTIONS FOR FOCUS GROUPS

Overall Observations

Participation
 Ownership
 Acceptance
 Gender perspectives
 Socio-cultural aspects
 Environment
 Sustainability
 Actual and potential benefits
 “Do no Harm” – any negative impacts
 Relevance of the FORUT Strategy

INTRODUCTIONS

Name of Community / Village

D S Division

Name of FORUT Office

Date of Meeting

Names of Evaluators:

Focus Group

No. of participants Sex Age Group Role/Designation

OBSERVATIONS:

Type of Leadership behaviour

Types of participation

66

NAME OF VILLAGE:.....

LEADERS

NAME OF FIELD OFFICE:

ORGANISATION DEVELOPMENT AND BANKING DEVELOPMENT

1. What is the name of the bank?
2. When was it formed?
3. How many members are there? Male Female
4. How many Savings Groups have been established?
5. How often does the group meet?
6. Do you keep meeting minutes?
7. Do you keep attendance records?
8. Who makes decisions re. Loan limits, interest rate, activities, repayments and rescheduling loans?
9. What is the maximum limit of a loan amount?
10. To obtain a loan, is collateral required or is it based on group recommendation?
11. What is the repayment rate?

12. What is the total of deposits in the bank as of today?
13. What is the total amount given as loans as of today?
14. How are books/accounts maintained? What is the system?
15. What sort of activities are undertaken for income generation using the loan facilities?
16. How many women participate in decision making and undertake income generating activities themselves?
17. What is the range of incomes earned from the IG activities?
18. Are there any other sources of finance/income?
19. What more is necessary to make the bank more useful to members?

20. Are there any large organisations that FORUT works in collaboration? Are you aware of them?

RURAL COMMUNICATION

1. How many libraries have been established in the village? – main and periphery
2. Where is it housed? Own building or rented?
3. How many members are there in the library
4. What is the total number of books in the library?
5. What subjects are covered?
6. Does the library assistant get paid an incentive?
7. What times does the library open and close?
8. Are there other libraries in the area? In the school etc?
9. How many use the library per day? – average?
10. Who uses it most? Students, youth, men, women etc.
11. How can the library be made more useful?
12. How do you promote the reading habit?
13. Does the library subscribe to newspapers regularly?

PRIMARY EDUCATION

1. How many primary schools are there in the village or accessible?
2. How many school buildings have been renovated and upgraded?
3. How many schools have been provided with improved drinking water
4. How many schools have been provided with student furniture. Chairs, desks etc.
5. How many schools have been provided with toilet facilities?
6. How many schools have been provided with play areas?
7. How many children do NOT have Birth Certificates?

8. Have any children been refused entrance to school because they do not have a Birth Certificate?
9. How many children have dropped out of school?
10. How many IDP children have enrolled in school? After Primary; after secondary?
11. Are there children not enrolled in Primary school?
12. What are the main reasons for children not to be enrolled in school?
13. What more should be done to improve the school?

TEMPERANCE

1. Have you been made aware of alcohol and drug abuse?
2. Do you have a problem with alcohol in your village?

3. What are the organisations that work to create awareness on alcohol and drug abuse?
4. Have you had training and awareness workshops for youth?
5. If so how many of these programmes have been conducted?
6. Have you had follow-up activities on this?
7. Did you observe international Temperance related days?
8. How often is it printed?
9. Have the number and incidences of alcohol abuse decreased or increased?
10. What would you say about the social impacts of alcohol abuse?
11. Do you have an opinion how this could be curtailed?

ENVIRONMENT

1. Have you been involved in tree planting campaigns?
2. How many trees have been planted in your village?
3. What sort of plants have you grown?

69

4. What has been the survival rate?
5. Who takes care of the plants?
6. Who supplies the trees?

ACCESS ROADS

1. Have any roads in your village have been repaired?
2. What type of roads are these?
3. What is the distance of the road repaired?
4. Do you have problems when it rains and the roads are flooded?

HUMAN RESOURCE DEVELOPMENT

1. How many village leaders have been trained?
2. What were the areas of training?
3. How is the training received used?

COMMUNITY BUILDINGS

1. How many community buildings have been constructed?
2. For what purpose are they used?

EARLY CHILDHOOD DEVELOPMENT (ECD)

1. How many pre-schools are there in the village
2. How many children are in the pre-school this year? Boys Girls
3. How many pre-school teachers are there?
4. How many pre-school teachers have been trained?
5. How much do pre-school teachers get paid through the societies?
6. How many children from the pre-schools enrol in Primary school?
7. Do Mothers and Fathers participate in pre-school activities?

70

8. Do you provide a mid day meal to the children? Who supervises the nutritional value?
9. How often do they have meetings for parents?
What is the average attendance of parents at these meetings?
10. Are there other pre-schools in the area and how are they?
11. How important is the pre-school to you?
12. Are you satisfied with the quality of the pre-school?
13. How can the pre-school be improved?
14. Are there any other organisations that have assisted the pre-school?

VOCATIONAL TRAINING

1. How many youth underwent vocational training? Male Female
2. How many unemployed youth are there in the village?
3. What type of training did they undergo?
4. How long was the training?
5. Have they secured jobs/self employment since their training? What kind of jobs?
6. Did they receive any assistance for self-employment?
7. What is your opinion about the organisation that provides these trainings?
8. Is vocational training important for you all?
9. How can this program be improved?

PREVENTIVE HEALTHCARE

1. How many Health volunteers are there in the village?
2. How many of them have undergone training?
3. Do you think the training was useful and what was the quality of the training?
4. How many follow-up training sessions were conducted?
5. Do you have monthly clinics?

71

6. If so how many Mothers and children attend the monthly clinic?
7. How do you measure improved nutritional status?
8. Are there incidences of infectious diseases. If so to what extent?
9. Are community members trained on personal hygiene?
10. How far is the nearest government hospital/dispensary/clinic?
11. Do you have Govt. PHIs and Public Health Midwives?
12. Do health volunteers serve a useful purpose?
13. How can this program be improved?

SHELTER

1. How many internally displaced families are there in the village?
2. How many shelters were provided in how many locations?
3. What sort of shelter was provided?
4. Are you satisfied with the layout? Were you consulted about it?
5. Are you now located in the same land you owned prior to displacement?
6. What was the contribution from FORUT?
7. Did the community participate in the constructions?
8. What other contribution did the community make towards shelter?
9. Did you receive benefits from other organisations or the Government?
10. Are you satisfied with the shelter program?
11. Could this housing program have been done in a more effective way?

WATER

1. How many new wells were constructed?
2. How many were renovated?
3. How many common wells have been constructed?

72

4. Are they maintained properly?
5. Do you now have safe drinking water?
6. Can the water situation improved further?
7. How many ponds in your village have been renovated?
8. What is the length of drains /canals renovated?
9. What are the benefits of this program?

SANITATION

1. How many toilets have been built in your village?
 2. How many have been renovated?
 3. How many common latrines have been constructed?
 4. Are they maintained satisfactorily? By whom?
 5. Are the toilets being used?
 6. Are there incidents of water borne disease? What sort of diseases?
 7. Are you now more aware about personal hygiene and sanitation habits?
 8. How can the program be improved?
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LIST OF PERSONS/ ORGANISATIONS INTERVIEWED

1. Mr. C. Pathmanathan – Government Agent, Jaffna District
2. Director, Education Office, and seven Principals, Chankanai
3. COMTEC, Mr. K. Paramasivam, Manager
4. Valigarments, President, Treasurer and 03 members
5. MPCS, Pandiththeruppu, President, GM & 5 Directors
6. Mr. Vamadevan, Temple Trustee, Siththankerny
7. NRGF, President, Mr.Rajalingam, Jaffna West
8. TCCS Arivoli, Mr.Sivalingam, Director, Jaffna West
9. Dr. K. Kunarasa, DS, Tellipalai
10. Ms. Nahuleswaran, Assistant Director Planning, DSD Tellipalai
11. Mrs. Dhakshinamoorthy, Assistant Director Planning, DSD Chankanai
12. Mr. S. Selvanayagam, DS, Kayts
13. Mr. Nandagopalan, DS, Velanai
14. Women's Rural Development Society, Karaimethy
15. Nadarajah Maha Vidyalayam, Karainagar
16. St. Anthony's College, Kayts
17. St. Mary's Church – Parish Priest, Kayts
18. Roman Catholic Mixed Tamil School, Nelliady, Karaveddy
19. Mr. V. Subramaniam, CDO, Karaveddy
20. MPCS Karaveddy-Nelliady, GM Mr.Siththamparapillai and Directors, Karaveddy
21. Tunnakam Women's TCCS, Founder President Ms. Paththinipillai, Jaffna East
22. Mr. V. Subramaniam, CD Officer, Karaveddy
23. Hindu Priest, Selvapuram
24. Lourdes Convent, Karaveddy, Sr.Superior
25. Sathkoddai RC Tamil Vidyalayam, Pt. Pedro, Principal, Mr. Vijenathan
26. St.Thomas Church, Tumbalai, Fr.Iruthayadas, Pt.Pedro
27. External Degree Course Unit, Jaffna East, Ms.S.Nayani & Ms.V. Jayapriyan
28. Oli, Mr. R.L. Stanislaus, Jaffna East
29. Barathathan Library, Mr.A.Kulanathan, Alvey, Jaffna East
30. VOGT, President, Mr.Sooriyakumaran, Pt.Pedro
31. Mr. S.Sivasamy, DS, Pt.Pedro
32. Mr. N.Canakaretne, DS, Karaveddy
33. Dr. S. Kathiravelupillai, DMO, Pt. Pedro
34. Ms. Lucy Roberts, UNDP, Jaffna
35. Mr. K.Murata, UNHCR,Jaffna
36. Dr.Thiyagarajah, Director, NGO Consortium, Jaffna
37. Adi Walker, Field Team Leader, GTZ, Jaffna
38. UNICEF, Jaffna
39. FORUT JRP-Ms. Eirin Rodseth, Programme Manager & all staff in JRP
40. FORUT HQ- Resident Representative, Mr. Paul Henrik Keilland
41. Mr. F. Marikkar Programme Director,
42. Ms. Regina Ramalingam, Director, Evaluation and Training
43. Mr. Ruvan de Silva, Director, Administration and Finance

FORUT'S PARTNER ORGANISATIONS

JAFFNA WEST

COMTEC

The following participated in the focus group meeting. Mr.K. Paramasivam (Director), Messrs. K.Sathesan, K. Piyadharshan, Sri Rangarajan and Mrs.S.Sivojothi.

Findings

COMTEC was founded in 1998 jointly by Mr.Chandrarajah, the then Divisional Secretary of Chankanai and FORUT with the objective of conducting village level vocational training for school drop outs of low income families of the division so that they could secure self employment.

Partnership agreement between COMTEC and FORUT was signed in 1998 and FORUT provided COMTEC with furniture, plant machinery and total costs of training and administration. Four courses were designed jointly by the Board, Forut and the Instructors and conducted in 1998.

Number of Courses, Trainees, the number that Completed the Courses in 1998

Courses	Tamil Steno.	English Steno.	Water pump Repair	Sewing	Total
Trainees No.	15	16	15	15	61
No. at Exam.	13	12	11	15	51
No. Passed	-	-	-	-	50

In 1999 additional courses in electric wiring, welding and carpentry were included. The total number of trainees in that year was 164 and 73 successfully completed the course of training. The total administrative cost was provided by FORUT. The instructors were not found to be competent.

In 2000 courses in handicrafts, motor mechanism and TV and Radio repair were added. A Production Unit was started in carpentry and welding. This unit was established with two objectives: 1. To enable trainees to obtain hands on experience and

2. To enable COMTEC to earn an income for financial sustainability.

Training was conducted in the morning and in the afternoon production activities were carried out. An incentive was paid to those who were engaged in the production unit.

In 2000 the total number of trainees was 192 and 69 successfully completed the training.

During this year 50% of the total administrative costs was provided by FORUT.

In 2001, eight courses were offered and the total number of trainees was 267 and the number of those who were successful was 120. 30% of the administration costs was provided by FORUT.

In 2001 FORUT commissioned an assessment of COMTEC through GTZ. Three competent experts carried out the assessment. The study was warranted as COMTEC was unable to provide counterpart financing of its administrative costs. Funding was delayed till the assessment was completed and the production unit was closed down.

The main findings were that COMTEC was mismanaged - no realistic plans for generating income and that the instructors were not qualified enough for training. One of the main recommendations was that FORUT should continue funding for three years. Another was that competent instructors be recruited.

Post Assessment Period

During 2002 COMTEC concentrated on 3 courses, namely, motor mechanism, TV/Radio repair, electrical wiring and motor re-winding. More suitable instructors were recruited paying even a little more than the market rate. During this year the number of trainees was 45 and 23 were successful. FORUT provided 100% of administration costs amounting to Rs.1,125,000/.

During 2003 the same three courses as in 2002 were offered and 45 trainees were registered and they are yet to complete the course. FORUT has provided Rs.1,048,000/ being the 100% cost of administration.

Restructuring

COMTEC is governed by a Board comprising three members (including Director/Production Manager). There are four instructors and three administrative staff.

The Production unit was established again for motor mechanism, outboard motor repair, motor rewinding and T.V/Radio repair. The instructors are made use of in the production unit too so as to enhance the confidence of the clients.

Results of the Post Restructuring Period

- 73 % trainees passed the examination.
- Production unit for 07 months (from March 2003 –Oct.2003) has been able to earn an income of Rs.228,945 and a net profit Rs.61,198/.

Future Plans

COMTEC has prepared a budget for the year 2004 – the total being Rs.2,085,000 and its own contribution is estimated to be Rs.78,000/. It is planned to increase the share of the administration cost by 25% annually so that by 2007 the entire costs of administration will be borne by COMTEC.

Conclusions

Trainees' attendance is poor even with the payment of an allowance of Rs.600/ pm. The reasons adduced are lack of employment opportunities due to the unsettled situation and due to the issue of free rations.

It has been found that about 10% of graduates are doing well –earning an income of Rs.3,000/ pm in garages and workshops.

FORUT is perceived by COMTEC to be capricious in decisions regarding funding and not seen to be based on facts and sound technical advice.

COMTEC is found to be committed to its objectives and determined to become self reliant administratively by the year 2007. However, a sound business plan is not in place. How incomes will be increased over the next three years is not realistically planned-neither targets nor strategies and means to achieve them have been identified systematically. This will not tend to increase the confidence of FORUT or of other donors.

VALIGARMENTS

The following members participated in the focus group meeting. The President, Treasurer and four members.

Findings

The original Valigarments was established in 1998. This group was given eight sewing machines and other equipment given at a cost of Rs.82,000/ to engage in production with trained youth who were too poor to start a business on their own. This group did not manage well, became defunct and returned the machines to FORUT.

In September 2000 the present Valigarments was started. Some girls individually requested FORUT to support them to initiate a business. FORUT transferred the machines to the new group and encouraged them to work on a cooperative basis and also to establish a revolving credit fund to benefit members.

A Partnership Agreement was signed between the two parties in August 2002 and a sum of Rs.120,000/ was allocated for the training of 30 girls. Rs.60,000/ was provided as a grant for the RCF. Valigarments is not registered as a CBO but has a constitution. It has 6 active members. It maintains only a cash book.

The organisation comprises of three units, each composed of two active members spread over an area. Each unit carries out production work and meets once a month and saves regularly. Rs.100/ per share is contribute by each member. Each unit divides the profit in the following manner– 1/3rd for the cutter, 1/3rd for sewing and 1/3rd for material.

The revolving credit fund totals Rs.80,000/ (FORUT grant of Rs.60,000/ together with the savings of Rs.20,000/ of members. Loans are given only for income generation activities and the maximum loan given so far is Rs.15,000/ at 10% interest pm. Seven members have obtained loans so far.

Training of 30 girls is carried out in a decentralised manner with 10 girls trained in each unit for 10 months. The first batch is being trained at present. Some of the more skilled of the trainees might be absorbed by the unit. Trainees were selected through FORUT preschool teachers and field officers. An allowance of Rs.500/ pm is made to each girl and of that Rs.100/ is paid pm by each trainee to the resource person.

Currently the average monthly income per person in a unit is about Rs.2,000/ per month ad this is considered a fair income.

Conclusions

According to the members there is a high demand for clothing and for tailoring but Valigarments capacity is limited. However, Valigarments does not appear to have any definite plans to increase production either through technology improvement and/ or by increasing manpower. Valigarments owns five old unused machines but are not yet disposed of. Valigarments expects more help from FORUT to purchase better machines. Valigarments has skilled seamstresses but they appear to lack business ideas or are afraid to venturing out. They need to be supported and encouraged to venture out, but step by step after consolidating each new step. There is potential to grow and in turn assist other youths who are unable to go into business by themselves.

Valigarments are happy with the progress made so far. They need to be a little more ambitious and venturesome.

MULTI PURPOSE COOPERATIVE SOCIETY (MPCS) -PANDATHIRUPPU

The following participated in the focus group meeting. The President, General Manager and five members of the Board.

Findings

In 1992 the MPCS was displaced and returned to Pandathiruppu in 1996. On their return they could not offer to the people the services they had offered them earlier. The garment factory that provided employment to 450 girls was totally destroyed and so was the power loom that produced shirting of such high quality that it was being exported. The MPCS building itself was gutted. They had managed to rebuild a part of the original building and commence operations again. It was in this context that they sought assistance from FORUT.

An agreement was signed between the two parties in 1999 and a loan of Rs.600,000/ was obtained by the MPCS to assist 120 farmers. In six months, the entire loan was repaid with a 6% interest. When a second loan was requested, FORUT placed a condition that the MPCS should first mobilise savings from its members. This was done and Rs.200,000/ was mobilised. This money is now used for a revolving fund and is very useful today.

In 2001, a Rs.1,500,000/ loan was obtained from FORUT and it benefited 270 members involved in chilie cultivation. The loan was fully repaid. Members were charged interest at 12% while banks charged 24% and money lenders charged 35% per annum. This was a big service. Besides their harvest was purchased by the MPCS and hence they too made some profits. The MPCS is appreciative of the contribution made by FORUT.

Today, the MPCS has a membership of 9,000. MPCS has been able to also obtain a loan of Rs.12 million for a revolving credit fund and for purchase of equipment for the office.

For the future, MPCS plans to revive the garment factory and the power looms in order to give employment for the youth.

Conclusion

FORUT assistance, though small had been timely to help them restart operations. It has served as a push start and now the MPCS can proceed on its own momentum to serve people effectively.

JAFFNA EAST

EXTERNAL DEGREE COURSE UNIT

The Treasurer and a member participated in the meeting. This organisation was founded in 1990 and registered with the Divisional Secretariat Office, under the Social Service Act. The principal objective is assisting poor youth to obtain a degree.

The Partner Agreement with FORUT was signed in 2003 and made available Rs.200,000/ for purchasing a computer, telephone connection and for conducting literary competitions. The agreement ends in December 2003.

Currently 145 students are registered with the Organisation and it charges Rs.300/ pm from each student. The proceeds are used for administration. Most lecturers are volunteers and only one clerk is a paid full time worker. A computer course is offered at Rs.2000/ but the obstacle is the issue of a certificate as it cannot compete with other reputed institutions. Financially it is self reliant but for expansion of services, external funds are required.

The Unit is managed by a committed comprising representatives from the students and it changes when they complete the degree and go out. Thus there is no permanent body responsible for governance and planning.

The Unit is satisfied with the relationship with FORUT including the monitoring aspects.

OLI

One member of Oli took part in the meeting. It was founded in 2000 but before that it was an activity of FORUT. It was registered in 2002 under the Social Services Act.

The Partnership agreement was signed in 2002 for funds activities for nine months and it ends in December 2003. The budget is Rs.405,000/. Administration is not supported by FORUT.

Oli is governed by a committee of 11 and there is one full time clerk who is paid. It is associated with the Education Department in carrying out awareness programs in schools, but no fees are paid.

Oli is planning to expand its program but has no feasible plans for financial sustainability. Monitoring by FORUT is found to be satisfactory.

BARATHYTHASAN LIBRARY

Originally, Barathythasan Community Centre was founded in 1964 and in 1986 it was registered as a TCCS when FORUT had supported it with funds for a RLF. FORUT was conducting a library and it was shifted to four different places until it found a permanent place at Alvey with Barathythasan.

A Partnership agreement was signed with FORUT in 2002 for two years and FORUT provided the Library with 850,000/ for a new building towards which Barathythasan contributed Rs.2.2 million.

Currently the library has 1,000 members – membership fee is Rs.200/ at registration and Rs.60/ per year for renewal. About Rs.40,000/ per annum is earned from this source. The library boasts of 8,000 titles.

The Library is managed by a committee drawn from the RDS, TCCS and the Library itself and is able to generate its administrative costs. The new building will attract more members and services will be expanded.

VADAMARACHCHI ORGANISATION OF GOOD TEMPLERS (VOGT)

VOGT was founded in 1998 as an apex body with two representatives from eight selected TCCS in the area – DS Ds of Karaveddy and Pt. Pedro. FORUT had supported VOGT fully including two staff members.

A Partnership agreement was signed in 1998 and an allocation of Rs.1, 100,750/ as an RLF for 23 member TCCS. A recovery rate of 75% was stipulated in the Agreement which could not be met as FORUT had in the meanwhile granted a separate RLF to the same TCCS members. VOGT and FORUT had not managed to come an agreement on this matter. Consequently VOGT was asked to pay the two staff members from their own funds. A dispute had arisen over this matter and relations between the two parties strained.

It is claimed that the dispute had been resolved and in 1999/2000 a proposal by VOGT (marketing of onion to Colombo) had been accepted and an agreement signed for Rs.1 million but it had not been carried forward.

In 2001 FORUT had commissioned an Assessment study on VOGT but the report had not been published.

Currently VOGT manages to pay one staff member a nominal salary from the interest income (about Rs.4-5,000/ pm) generated from the RLF. It is also implementing a vocational training program on outboard motor repair for 20 youth for UNHCR through FORUT. VOGT finds it difficult to obtain funding from other donors as they link it to FORUT. The new FORUT officer in charge is making efforts to mend the relationship.