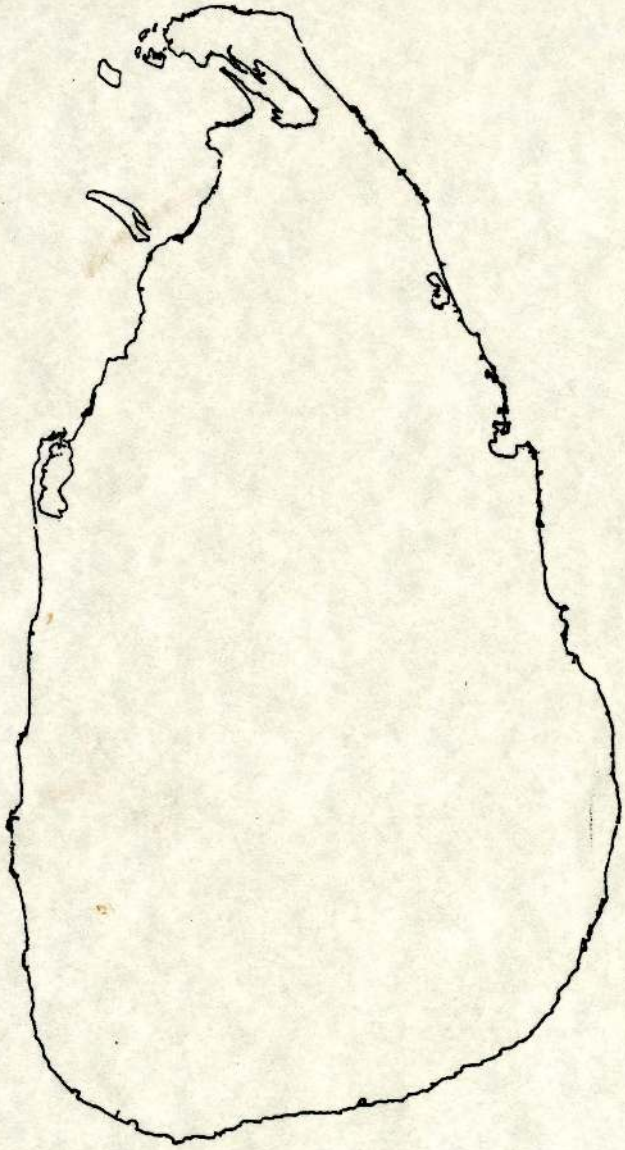
CONSORTIUM OF HUMANITARIAN AGENCIES



Yearbook 1997

Sri Lanka

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Introduction

The Yearbook presents an overview of the nature of the conflict in Sri Lanka, its varied dimensions and progress, with their humanitarian implications; it seeks to communicate to relevant audiences the rationale for establishing and maintaining the CHA; elucidates some of the issues which the CHA and its members are dealing with, and their responses to these issues; and finally, views the challenges facing humanitarian agencies operating in Sri Lanka in 1998.

The purpose of communicating these issues is to provide a useful reference document for agencies involved in or as observers of the humanitarian response to this conflict; to stimulate a debate about the effective management of this response; and to raise the profile of CHA and participating members.

It is hoped that the readership will include the membership, potential members, the State sector, other humanitarian agencies, the donor community, academics, media and the general public.

The Yearbook is set out in three sections. Section One provides a societal overview in conjunction with developments in the humanitarian sector, and identifies key actors in the context of humanitarian work; Section Two deals with the humanitarian implications of the conflict in Sri Lanka, the availability of services, the costs of the conflict, responses of donors and their policies, NGO-Government relations and best practices in management and coordination when undertaking humanitarian assistance; Section Three sets out an agenda for the CHA in 1998.

As this is the CHA's first such publication, we have included the historical developments which have brought the CHA into being, as well as sketching out relevant activities and events, inside and outside the CHA for 1997.

It must be stressed that the contents were compiled by the Secretariat in conjunction with the Editorial Board and do not necessarily reflect views of individual agencies within the membership of the Consortium. Further, there will inevitably be inadequacies in respect of the amount of attention paid to specific thematic issues and/or specific work undertaken by agencies. The tenor of the presentations should be viewed in a constructive light and does not prescribe to any societal group or ideology.

In conclusion, the assistance of those who contributed to the writing and compiling of this publication, must be acknowledged. Without their input and enterprise this publication would not have been possible.

30th March 1998 *Editorial Board*

CHAPTER 1

The Conflict in Sri Lanka

Early History

A key to understanding the political developments underlying the ethnic conflict lies in some of the historical antecedents. These have occurred in earlier times and their interpretations by some historians have accentuated rather than contributed to the onset of the conflict. Historiography indeed has had much to do since major historic events such has conquest, internal conflicts or violent successions to rulership have largely figured in the writings of history. Little is known or written of the social history of the long periods of peace, assimilation and accommodation among the settlers and invaders or migrants of different ethnic groups; of their religious, cultural or social life while engaged in the pursuit of agricultural industry and trade.

The nature and origins of the early settlers in the island are lost in antiquity. Historical times begin with the arrival of Prince Vijaya and his entourage from North India in the 5th or 6th century B.C. The other landmark is the arrival of Mahinda, a disciple of the Buddha and emissary of Emperor Asoka (247-207 B.C.), to spread the Dhamma in the country.

Buddhism evolved an ideology establishing a social order, economic life and political system. Buddhism and its clergy (Sangha), came to form the dominant culture and influence which were accepted by the rulers. Tradition was strengthened by the appeal of the Mahawamsa (Great Chronicle 5th century A.D.). The Mahawamsa extols the glorious past in the sphere of arts, architecture and a stable social order and the hydraulic civilization which fashioned and completed the renown irrigation systems in the arid zones lasting for centuries. The identification of Buddhism with the Sinhala nation has had a great influence on the country's history and inter-community relations.

Alongside the evolution of this tradition, has been the South Indian Dravidian involvement with the island. Over periods of history there have been incursions from the South Indian Chola dynasty, who set up and ruled parts of the country. Equally, Sinhala Kings, have gone across to South India to rescue captives or recruit armies for their internecine conflicts in the country. They were invariably followed by peaceful migrants, craftsmen and traders from the coastal areas settling down in this country. This pattern of settlement continued until the process of unification commenced with the entry of Western powers in the 16th century. The course of political development since then, towards self-rule, especially from the last century, had given rise to the revival of previous identities, ownership of territories and a quest for self-determination.

The third major ethnic religious group are the Muslims, made up of Arab settlers from the 7th century, occupying mainly the Eastern province and parts of the Western province. They comprise Ceylon Moors, Indian Moors and Malays from South-East Asia, and mainly engaged in trade and business. Their adoption of Tamil led to a linguistic affinity between them and the Tamils, and Muslims have therefore been treated as Tamil-speaking people in political arrangements. However, in the process of self-identification, the Muslims have expressed their separate religious and cultural distinctions and have sought recognition as a separate entity in political power sharing.

The position of Buddhism among Sinhalese has provided a rallying point for political mobilisation during periods of foreign domination. Pressure to ensure protection and recognition of religion, religious practices and values were evident in the early struggle for independence during the British times. The movement for the revival of Buddhism against Colonial domination and Western influences were spear headed by Anagarika Dharmapala in the independence struggle.

These developments had their parallel in the North through the work and writings of Arumuga Navalar for the revival of Hinduism, the Tamil language and culture and freedom from Christian influences.

After independence, political forces, especially in the South, used the influence of religion to gain support from the masses as well as to articulate a distinct Sinhala national identity. This association led to a demand for a special place for Buddhism while recognizing other religions. Granting such a position necessarily entailed a number of other measures affecting language policy and the existing structures in the education, higher education and public administration system of the country. These measures whilst satisfying the majority section of the populace, created dissension and dissatisfaction among other sections undermining the progress towards a secular state which was seen as a desirable goal in a multi-cultural society.

The second major factor in the conflict is the role of language in the life of the community. During the colonial era, education was mainly in the English medium in all Government, as well as assisted schools run by religious organisations. English was the language of administration and those competent, secured lucrative and prestigious employment in Government and a distinct social status. Education in the medium of Sinhala or Tamil was relegated to rural schools in the districts. Thus the education system of the colonial era developed a growing polarisation between the English educated elitist groups and the rest of the population. The former clearly had better opportunities for advancement in the professions, business, administration and thus enjoyed better life styles, than the rest of the population.

It would thus be evident that any major change in the language policy in favour of the disadvantaged and under-privileged sections of the population would tend to create a major political upheaval unless they had been sensitively planned and implemented gradually, in fairness to, and with justice to all those adversely affected.

Summing up in the wider sense, the ethnic strife may be seen as a conflict between competing nationalisms. In both instances, religion and language were mobilised by

political leaders of all ethnic groups to gain ascendancy in the struggle for power sharing.

The Colonial Era

The Portuguese conquest and rule in the 16th century was confined mainly to the coastal areas of the island. They were mainly engaged in ensuring the safety of their trading community and its activities. Their second major aim was the propagation of Roman Catholicism in which they were seen to be somewhat aggressive and intolerant of other Eastern faiths which were established and in practice over several centuries.

The Protestant Dutch were more liberal in their rule. Though trade was also their main concern, the welfare of the population was equally important. They introduced a system of law and administration, registration of land and facilities for health, welfare and education.

Under the British, the establishment of a regular civil service and administration after the Colebrook- Cameron Commission of 1831, was followed by an administrative and legal system; a judiciary and law enforcement; education, health and transport systems; and the establishment of plantations and commerce.

In the matters of governance, legislative councils were initially established with members nominated by Government ; After reforms, the legislative council (1923) had an unofficial majority from a restricted franchise elected territorially as well as on a communal basis.

The political movement towards a fuller representative government in the '20s was climaxed with the Donoughmore Commission on whose report the Ceylon State Council was established in 1931. The grant of universal adult franchise on a population and area basis in place of communal representation were enlightened steps. The introduction of the Executive Committee system saw a Board of Ministers, of whom seven out of ten were elected ministers, transferred a major share of legislative powers to the Council.

However, in the absence of political parties, implicit in a Western democratic system, there emerged the growth of personal and parochial loyalties to politicians and members of the Executive Committee for favours. These trends further inhibited the growth of political parties and national policies for developing the country in the best interests of all. There was a widening gulf between political groups, as they were formed mainly on communal lines, supporting issues and decisions in favour of ethnic, religious, and parochial interests.

Nevertheless, progressive legislation was enacted for social and economic development, including a series of social legislation extending labour welfare, hitherto enjoyed by the plantation sector, to the rest of the country.

The pan-Sinhala Government of 1936 was formed to unify the country's demands for a fully representative self-government. However, as it turned out to be, this event broadened the cleavage between the different communities, as they sought for maximum representation, in any future constitutional arrangement to protect their own interests. Representations before the Soulbury Commission (1944-1945) which examined proposals for self-government, reflected the strengths of the dividing communal lines and the mutual distrust in the proposed power sharing. Some of the key demands made were in the statutory protection of minorities and their interests through the parliamentary electoral system and formation of governments. On the Soulbury Commission's recommendations, an entrenched clause under section 29 was provided in the Constitution for protection of minorities. Representation, on population as well as on area basis would, it was hoped, allay fears of minorities, and facilitate the growth of a healthy democratic system while granting protection to the minorities.

The Soulbury Constitution was followed within a short period by full self-governing Dominion Status in 1948.

Post-independence and the welfare state

Under the new constitution, government continued its traditional and expected role of a benevolent paternal state by, embarking on an extensive welfare policy and agricultural development, which would alleviate extreme poverty, disease, and ignorance. These appeared to be the main causes of destitution of vast numbers of the population in the hinterland, especially the dry zone. The main thrust of the welfare policy was threefold;
a) free education for all from kindergarten to university.
b) universal and free health services.
c) continuation of the war-time food subsidies.

In subsequent years these were extended to farmer subsidies and subsidized public transport.

The government was able to maintain a high level of expenditure required for the welfare state for several years due to the sterling balances accrued during the war years, the surplus from plantations and the benefit of the business boom following the Korean war. However the welfare policies and extensive programmes could not be maintained for long due to several developments :

a) The demographic explosion in post-war years following the national health policy, including improving the environment and the eradication of the scourge of Malaria in the dry zone by the application of newly discovered insecticides.
b) The free education policy resulted in large numbers of educated from predominantly rural areas passing out of schools and universities which raised their level of expectation for white collar employment mainly in the public sector and to a lesser extent in the private sector.
c) The increase in pressure on land in the Southern parts of the country among the larger rural populations along with limited avenues for them in employment led to quest for land elsewhere. Government was thus compelled to develop major irrigation

schemes and encourage agricultural and State-sponsored colonisation and settlement schemes for large numbers from the South, in the dry zone, which were mainly the North-Central and Eastern provinces.

In the face of these pressures, the pace of the country's development in industry, agriculture, trade and exports were as yet underdeveloped and inadequate for transferring their surpluses to meet the burgeoning needs of the welfare state.

The main support therefore, came from the traditional plantation sector of tea, rubber and coconut, where earnings over the period showed a relative decline due to competition from other sources, inflation and constraints in international trade practices. Thus, over the decade following independence, the country was unable to meet the rising tide of unemployment, especially among the educated youth, as well as rising expectations of the population, mainly in the youth, for better quality of life, equal opportunities and more equitable distributions of State services and its resources after independence.

The existing political framework and democratic institutions were increasingly unable to grapple with these problems which were tending to gravitate along ethnic lines and polarize around sharp issues. Nor were there set into motion processes for accommodating dissent or consensus building towards more equitable distribution of resources or self-restraint while planning for a better future. These strategies could have turned the tide towards social integration creating a national outlook on issues and the growth of a national identity in a secular State.

> *" The problem of Sri Lanka's multi-communal society are linked with her social and economic progress and these in turn underpin the constitution and the government as well as patterns of political conduct and behaviour "* [1]

The socio-political changes of 1956

In this situation, by a political quirk of fate, Mr. S.W.R.D.Bandaranayake crossed over from the reigning United National Party (UNP) and founded the Sri Lankan Freedom Party (SLFP) reviving the dormant Sinhala Maha Sabha, a nationalist Southern party.

The thrust of the SLFP policy was to send a resounding call and challenge, reviving the Sinhala rural peasantry by empowering them, giving them an identity and bringing them into the mainstream of development. In this process it captured the imagination and support of the traditional local leadership: the Buddhist clergy, the Sinhala teachers and Ayurvedic physicians. The SLFP identified the main issues of the time facing the Sinhala population as:

a) economic rivalries between ethnic and religious groups,

b) economic inequalities - occupational as well as urban rural disparities and

[1] Prof. A. J. Wilson - Politics in Sri Lanka 1947-1973 (pg 2)

c) ethnic and religious rivalries

The ways of settling these majority Buddhist-Sinhala concerns were seen to be as:
a) introduce mother tongue as the medium of instruction,
b) introduce Sinhala as the official language of administration and
c) nationalise the denominational and assisted schools into a national education system.

These measures were expected to right the balance in employment in the public services and give prominence to the Sinhala language, its culture and Buddhism. In due course, followed the Official Language Act of 1956 which introduced Sinhala as the official language of administration. The implementation of the Act, which was seemingly swift, but irksome, harsh and insensitive to those serving in public administration, those being adversely affected and those who saw the serious disadvantages to their future generations. As the Act was introduced quickly to gain political mileage, there was little concern for adequate preparatory measures for its smooth implementation. Initially the implementation of the Act led to peaceful protest and representation by Tamils. These were followed by violence and counter-violence which unleashed, for the first time since independence, communal riots in the country. The law enforcement authorities were indifferent or turned a blind eye with the approval of higher authorities.

However, a year later the Tamil Languages (Special Provisions Act) of 1958 was introduced, which gave some concessions to the use of Tamil in administration and judicial procedures in the North-East; the use of Tamil in secondary and university education; in all public exams; and when corresponding with public officials. However regulations to give effect were promulgated only in 1966. The tardy, indifferent and insensitive introduction of the use of Tamil in the rest of the country has been, and yet is, a major irritant to Tamils.

The natural result in introducing Sinhala and Tamil as a medium of instruction was the neglect or relegation, of English to a minor subject in the education curriculum. Furthermore, these fundamental changes were introduced without much preparation or guidance to the educational system which was thrown into much confusion and suffered set backs in the context of the high levels of education standards prevailing at that time. The streaming of school children by ethnicity for purpose of instruction without much common interaction, instilled communal prejudices at young ages.

Further accommodation was given to the Buddhist lobby whose views were set out in the Buddhist Committee of Inquiry Report of the All Ceylon Buddhist Congress (ACBC) in 1955. The demand was that all denominational assisted schools be taken over by Government, and a National education system be established. Despite vehement protests by the Christian Churches, the transfer was completed by 1961. As a concession some denominational and private schools were allowed to continue provided they conformed to stipulated requirements.

Another major fear of the Buddhists was that their religion and culture were being overwhelmed by Westernization and activities of some Christian proselytising groups. The demand was for a measure of State patronage to Buddhism, appointment of

Buddhists to senior positions in State services and admissions to these services according to racial and religious composition of the population. In the same trend, admission to universities was restricted by a language-wise system of standardization which adversely affected Tamils seeking higher education. It was strongly felt by Tamils that these steps were discriminatory and a rejection of the traditionally accepted merit principle.

The United Front coalition (SLFP and Marxist) of 1970 tried to accommodate and reconcile Sinhala and Tamil differences. A new Republican Constitution of 1972 was introduced. Buddhism was declared the State religion and Sinhala the only official language. In place of the inviolable section 29 of the earlier constitution which protected minorities, a new section on Principles of State Policy and Fundamental Rights and Freedoms was introduced.

The Tamil political parties, reacted to Government intransigence in failing to consider the request for a federal form of government, when drafting of the constitution in 1972. The adoption of the new constitution moved the Tamil United Liberation Front (TULF) to a position of adopting a resolution for the creation of a separate State for the Tamils at the annual sessions of 1976 at Vaddukkaodai. This set the trend for militancy among youth and subsequent eruption of violence.

The next constitutional revision of 1978 transformed the earlier fundamental rights into a charter of rights. These rights, according to section 15, were subject to restrictions in the interest of the economy, racial and religious harmony. However for the first time, these rights were made justifiable and appeals on infringement could be made to the Supreme Court. Furthermore, under the constitution, Sinhala and Tamil were recognised as National languages for legal, administrative and educational purposes.

As A.J.Wilson concludes,

> *"The extremist solutions demanded by the Sinhala militants were rejected by the middle path advocated by a pragmatic type Sinhala political leadership that engaged in the post 1956 phase. In fact this could be attributed to the Buddhist ethos which seeks moderation and compassion As important was the realization that intransigence could produce national disintegration and a hindering of the country's economic programme"*[2]

The Plantation Workers

Tamil speaking Indian plantation workers contribute another dimension to Sinhala - Tamil relations. Both political and economic aspects are inter-racial, though the former dominate as they relate to India.

With the introduction of tea plantations in the mid-19th century, plantation management companies found local Sinhalese reluctant to be employed in the regimented life of estates. They were more attuned to the rural social life and patterns of employment and

[2] Prof. A. J. Wilson - Politics in Sri Lanka 1947-1973 (pg. 28)

social and feudal obligations. This was the commencement of the recruitment of indentured labourers from South India through "Kanganies" (labour foreman) in the estates. To maintain health and physical condition for productive work, and also satisfy the concern of the Indian Government, the colonial administration introduced a series of labour welfare legislation casting liability on employers for welfare and health of Indian immigrant labour. The Indian labourers maintained close affinity with their home villages to which they returned from time to time and on retirement.

Under the Doughnomore Constitution of 1931, the estate population was given the right to vote for the first time. Representatives elected from plantation areas were mainly Indians, a situation which was seen as excluding representation from the Sinhala village population in these areas. Furthermore, with a common language and culture, political links with Ceylon Tamils were established. On the other hand, with the establishment of the Ceylon Indian Congress (CIC) in 1939, the leaders had frequent contact and recourse to India for support for their interests in the developing political situation.

However, the political prosperity the Indians enjoyed was short-lived and ended with a promulgation of the Ceylon Citizenship Act (1948) and Indian and Pakistani Residents (Citizenship Act No.3 - 1949) which regulated conditions for citizenship which had to be by descent or registration.

Furthermore, the Ceylon Parliamentary Elections Amendment Act (No. 48 of 1949) laid down that no person, who was not a citizen could remain and have his name entered in a voter's register.

These laws in effect disenfranchised the majority of Indians. A time period was allotted for applications for registration. This procedure was boycotted by the CIC, which later relented and sent in belatedly a spate of applications. By 1962, out of 825,000 applications only 134,000 or 16% were recognised. India declined to accept those who were not accepted. There was a prolonged period of uncertainty and discussions between the two Governments leading to several agreements viz the Indo-Ceylon agreement of 1954, the Srima Shastri Agreement of 1964, and the Indo-Ceylon Act of 1968, which had limited success in granting citizenship and repatriating those willing to be accepted by India. These agreements were beset with disputes over interpretation, delays, deliberate or otherwise, in implementation, which ended in the absence of finality in solving the problem.

However, in the process of repatriation, there was much heart-rending and uprooting among closely knit extended Indian families, who had settled in the country for generations. A new breed of "Stateless" persons emerged who had no vote in parliamentary or local elections, or civic rights. If employed in the plantation, they were contributory to the State's Employees Provident Fund but denied Government social assistance benefits when rendered destitute.

The plantation workers were led by the two powerful unions, the Ceylon Workers' Congress (CWC) and the Democratic Workers' Congress (DWC). The leader of the former has held office in virtually every cabinet lately as the representative of the

plantation sector. On the other hand, being isolated in plantations, they are deprived of full benefits of the co-operative movements and other government services. Their education and health facilities based on liability of the employing estate management were meagre and substandard. In recent years, after nationalization by the State and under pressure from parliamentarians and unions, education and health services have been nominally brought within the State sector but standards have yet to come up to national levels.

Unemployment and underemployment are increasingly prevalent, as estates are unable to provide, for various reasons, employment to all the children of estate workers. Wage rates are low - at subsistence level - and housing is substandard. Meanwhile, the emerging unemployed youth with their rising expectations have no desire to continue with traditional employment in estates. Over the years, plantation workers remain a potential source of support for dissension and militancy.

Southern Insurrections

The growing disenchantment with the expected outcome of the SLFP's social revolution of the mid-'50s, created deep unrest among a section of the Southern youth. They were mainly educated unemployed youth who had been further trapped within harsh caste barriers, distributed in certain locations extending from the deep South, Western coastal belt and reaching into the mid-country districts. Their frustrations were recognised and promises of positive amelioration held out by the SLFP before the General Election of 1970.

After a year or so when the relief was no longer coming, a group designated as the Janatha Vimukthi Peramuna (JVP) came into formation. They drew on the ideology of Marxism and Maoism, as well as that of Che Guevera, of a violent revolution and destruction of public infrastructure and services. They indoctrinated youth secretly on the basis of "Five Lectures", which ended with a strident call to violence and arms, from among unemployed but educated youth, who felt driven to despair and desperation in ever having their grievances redressed by the community and the State.

After failing in the planned country wide push to capture power in April 1971, many of the members and associates were killed or imprisoned by the security forces. There followed a long period in which a large number in detention were rehabilitated and retrained in stages to return to civilian life.

With the return of the UNP Government in 1977, restrictions on them were lifted and an amnesty declared on JVP members except for those facing criminal charges.

The Democratic phase of the JVP

The years following 1978 saw the democratic phase of the JVP as they revamped their agenda as a political party for national and local elections. They even put forward their leader as a candidate for the Presidential Elections in 1982. However, during the

communal violence of 1983, they were proscribed as a political party for their alleged involvement in anti-Indian violence, an unsubstantiated charge to date.

Their ideology and tactics to win over large numbers of unemployed persons and youth including university students failed to gain much ground. Militancy reared its head again in 1988/89, and there was confrontation with the Government, State services, and the public infrastructure to bring civilian life to a stand still. However, Government was at this time, better prepared to meet the situation.

Besides the emergency regulations and the Prevention of Terrorism Act (PTA) in July 1979, the induction of the IPKF in 1987 under the Indo-Lanka Accord , freed the pressure on the armed forces required for the North . By a series of extensive manoeuvres, detentions and the decimation of suspects in their hide outs in affected areas the insurrection was brought under control. However these were effected at a great loss of young lives (estimated at 50,000 to 60,000), disregard of humanitarian rights, legal procedures and the emergence of extra-legal secret State forces engaged in operations. The campaign ended with the capture of the JVP leader but the secret forces and the disregard of human rights violations continued, subsequently ending with shoring up a seemingly increasing corrupt and authoritarian regime. With the change of Government in 1994, the national sense of remorse over the excesses of the period and the means adopted for quelling the insurrection, led to the appointment of Public Commissions of Inquiry which are yet investigating the killings, disappearances and State torture. Meanwhile, some measures of relief, rehabilitation and welfare have been afforded to families of the victims.

Response of the Tamils

The response of Tamils towards the political changes of the mid-'50s, the new official language and policies outlined earlier, and the constitution of 1972 and measures which affected them as well as future generations, was a deep sense of frustration over the deepening political intransigence and hardening of community attitudes.

The successive communal riots affected their lives, livelihoods and property in the South forcing many to return temporarily to their homes in the North and East. Many fled as refugees to South India by which exodus, the Indian Government came to be increasingly involved with the Sri Lankan ethnic conflict.

The Tamil political parties strategised their polices and arguments for self-determination on the following issues:

(1) The traditional homeland for the Tamil- speaking people, and the resolution passed at a convention of the TULF held at Pannakam, Vaddukodai, on 14th May

1976, which called for the setting up of a sovereign, secular, socialist State of Tamil Eelam[3]

Reference has already been made to the historical evidence and their interpretations, historiography, and their influence on the progress of the conflict over the years.

> *"The ideology of Tamil separatism based to a larger extent on the nature of historiography did not emanate totally out of the objective differences between Sinhalese and Tamils but out of utilisation of the differences through the manipulations of both identities by the ruling classes during colonial and post-colonial periods of Sri Lanka"*[4]

The word 'traditional' means that a given society has had a continuity and a community over a long period of time. It is claimed that in the 13th century a Tamil kingdom had been established in the Jaffna peninsula till the 17th century when it was conquered by the Portuguese. Other historians argue that there is no evidence for such a kingdom. The Jaffna region was under local leaders and no independent kingdom existed during the Anuradhapura period ending with the Kandyan era.

Sir Hugh Cleghorn, in his report after the accession of the island to the British (1799) divided the country roughly in to two halves: the Southern and Western part, inhabited by the Sinhalese; and the Northern and Eastern areas, by the Tamils. The claim for separatism has been based on this report, though there was no substance in such a demarcation where in fact there were other ethnic groups in each part for whom provision was made through separate ethnic divisional administrative officers.

Another line of argument has been that the Northern and the Eastern provinces consisted of Tamil speaking people. But this is contested by the fact that Sinhalese and Muslims comprise 60% of the population in the Eastern province. The Muslims have in recent years, claimed a distinct racial, cultural and religious consciousness for which a proposal for a separate Muslim entity by Tamil leaders was short-lived. Furthermore clashes between Tamil and Muslim villages in 1995, and the expulsion of Muslim communities from Jaffna and Mannar in 1993 by the Liberation Tigers of Tamil Eelam (LTTE), ended the concept of a united Tamil-speaking people and the credibility for a traditional homeland.

The stress on a traditional homeland for Tamils has been one of the main planks for a separate Tamil nation, where other criteria of nationhood such as distinct language, culture, common history and destiny are evident. However, as Prof. A.J.Wilson points out

> *"An overwhelming number of middle class Ceylon Tamils in the North and East look towards the Sinhalese South and the capital city of Colombo for economic gain and political preferment.*
>
> *"In a plural society like that of a contemporary Sri Lanka, with solidarity patterns based upon shared religion ethnic identity, caste and region, commanding a loyalty rivalling at least in some situations*

[3] see Annex - 1 for complete resolution

[4] Prof. W. A. Viswa Warnapala - Ethnic Strife and Politics: Sri Lanka 1994 (pg 63)

> *that which the nation State is able to generate, a National consensus on basic social and political goals is hard to establish..... In a sense therefore, there are two nationalisms in Sri Lanka - a Sinhalese nationalism and a Tamil nationalism which vacilitates depending on the degree of intensity of Sinhales Buddhist political consciousness, between a terminal loyalty to the Tamil nation and an overriding loyalty to the Ceylonese nation"*[5].

The balancing factor as he rightly points out, is the awareness to maintain national unity and the Buddhist ethos of moderation.

(2) Land alienation policy by which large tracts in the North and East were being settled by Sinhalese under the State sponsored settlement schemes .
In the agricultural development of the country major areas for peasant colonisation have undoubtedly been in the dry zone. The State sponsored colonisation in four major settlement schemes in the Eastern province has been viewed by Tamil parties as a reduction of traditional Tamil homelands and, after independence, a change in a demographic composition of electorates.

However, land policy since the Land Commission of 1928 has been predominantly towards settlement of potential colonists from the wet zone to the dry zone in the North and East. In the wet zone, with 65% of the island's population, landlessness is very acute.

The accelerated Mahaweli development scheme in the post-1977 era was also seen by Tamils as an attempt to project Sinhala culture and Buddhism in the area.

The Government response is that in the major colonisation schemes, Tamils have been allocated within 20%-45% of land allotment. Under the Gal Oya project (Amparai district) 10% was allotted to Tamils.

Where Tamils comprise 12.6% of the population, and combined with Indian Tamils and Muslims, comprise 35.1%, the demand for the 29% of the land area and 60% of the coast line, including marine resources, is questioned.

(3) Assertion of UN self-determination principle against of domination as had been applied to countries under accepted de-colonisation movements.
The right of self-determination is on the basis that Tamils are an oppressed national minority. Self-determination in recent times is a result of decolonisation process where people spurred by national and freedom ideals break away from colonial rule.

The position held is that Tamils are not a subjugated people. When Sri Lanka achieved foreign status the people became sovereign.

On this issue, a UN special committee stated that the principle of self-determination was only applicable to people under alien domination or colonial rule. Furthermore, by

[5] Prof. A. J. Wilson - Politics in Sri Lanka 1947-1973 (pgs 58-59)

General Assembly Resolution 1514 (XV), it was clear that the principle could not be invoked to justify disruption of the national unity and territorial integrity of a sovereign State. However, the Tamil political view is that the Tamil community is an oppressed minority under permanent domination of the Sinhala community.

Measures for reconciliation[6]

The schemes of reconciliation which had been developed over the period were in two directions:
(a) Systems of alternate regional autonomy to meet the demand for a federal State and
(b) Several proposals to meet other demands of the Tamil-speaking people.

The ***Doughnomore Commission***, as far back as the '30s, envisaged the growth of local government institutions for developing local autonomy. Such local government institutions with decentralized powers could eventually lead to provincial councils as a link between the centre and provincial administration.

In the '50s, the ***Choksy Commission on Local Government*** recommended a complete re-organisation including establishment of regional councils which would replace the system of Kachcheries, and which would involve people in administration and decision making. However, the opportunity to implement the scheme was missed due to lack of political commitment.

Bandaranayake-Chelvanayagam Agreement 1957
The proposals were revived in the Bandaranayake-Chelvanayagam agreement which envisaged a regional council for the North and East. These proposals included three measures of nation building: settlement in a traditional homeland; use of Tamil as the regional language; and grant of regional autonomy. Since these proposals went beyond decentralization, and towards the formation of new units of government with transfer of power to geographic units of local government, the proposals were opposed and abandoned as it was feared that the amalgamation of two provinces could promote moves for a federal State.

District Councils 1965-70
Under an understanding, reached between Dudley Senanayake and Chelvanayagam, proposals were made for a scheme of autonomy at the level of district councils. These were to be constituted of elected members as well as members of parliament and ex-officio members. Thus they were not local bodies but extensions of the powers of the Central Government. However these too were not implemented.

District Political Authority System
Introduced by the United Front Government in 1976, the system brought the district administration under the direct political control of the District Political Authority (DPA) - a senior parliamentarian responsible for decision making on development matters in consultation with the Government Agent. Though the device served to be an instrument

[6] Further supplementary listing found in Annex - 2

of political mobilisation, there were conflicts in the process as the DPA was not established on a constitutional basis.

A simpler but effective development process was experimented with District Development Councils in 1981, which mainly attended to development programmes and projects.

District Ministry Systems'
The White Paper on the District Ministry System (1978) was followed by a Presidential Commission on devolution. On this report the District Development Councils Act - 1981 was enacted. The district minister from the ruling party provided the link between the centre and the periphery; but the former yet retained control.

Although elections were held in the North amidst violence, the TULF emerged with a majority. However there was much frustration in their functioning which led to growing militancy among the youth.

The 1983 attack on the troops stationed in Jaffna, resulted in the death of 13 soldiers and led to a backlash of communal riots in Colombo. The swift introduction of the 6th Amendment to the constitution requiring allegiance of members of parliament to a united State, resulted in the resignation of all Tamil members of parliament leaving room for the emergence of the Liberation Tigers of Tamil Eelam (LTTE) and other militant Tamil groups.

The ***H.W. Jayawardene- Indira Gandhi*** discussions in New Delhi led to a package of proposals including the important 'Annexure C' which were placed before the All Party Conference (APC) in January 1984. The Conference was moving in the direction of regional councils with responsibilities for regional services, national policy of land settlement and a second chamber. As the proposals in the annexure were unacceptable to the Government, the Tamil MPs withdrew from the deliberations.

In 1985, further round of talks followed in ***Thimpu*** with the leadership of the militants. These proposals were unacceptable to the Government at which point the militants withdrew. A further round of talks initiated in ***Bangalore***, during the SAARC Conference also proved abortive.

In 1987, the ***Indo-Lanka Agreement*** between J.R.Jayawardene, the President of Sri Lanka and Rajiv Gandhi, the Prime Minister of India, paved the way for a fresh approach with provincial councils and the induction of the Indian Peace Keeping Force (IPKF) to maintain the arrangements.

As a result, the Provincial Council Act of 1987 based on the 13th Amendment to the 1978 constitution, provided a further advance in the Provincial Council system. Under the Provincial Council system, the Governor and Chief Minister were appointed by the President. He had power to dissolve provincial councils on the recommendation of the Provincial Chief Minister and with the approval of a 2/3rd majority in Parliament. Power sharing, was on the basis of three lists: Central, Provincial and Concurrent.

Though a new district administration came into being, its powers were subject to control by the Central Government, which was seen to erode the powers designated in the Concurrent list. As there was no clarification of the lists or their interpretation, there arose disagreements over matters such as provincial policy on land, public services etc. Above all, the basic infrastructure and financial arrangement for their functioning were not put in place. Thus, two systems, the old Kachcheri and Divisional Secretariat system, as well as the new Provincial Council and Pradeshiya Sabha system, functioned in parallel.

Over mounting disagreements and attempts to create a separate State in the North and East, the President dissolved the North East Provincial Council in July 1990.

In the context of the failure of the Provincial Council system to meet the mounting pressure for separatism, the Government's next move was for a broader constitutional reform, revising the Presidential System and a ***Devolution Package*** which it was hoped, would satisfy the aspirations of the Tamils. These matters were referred to the Parliamentary Select Committee on Parliamentary Reforms under Mangala Moonasinghe.

In August 1995, the present Government announced proposals for federal governance which purported to grant regional autonomy to eight provinces through extensive devoloution of legislative and fiscal powers. While agreement had been reached by protracted discussions with all parties on several issues, those outstanding at the end of 1997 were in the crucial areas on the definition of the character of the State to accommodate both its unitary as well as the devolved structure, the unit of devolution and powers of appointment, and functions of the judiciary, police and public services.

Government was expected to release the new draft proposals in early January 1998 and await the opposition's response to evolve a consensus which was needed for adoption by a 2/3rd majority in Parliament.

Conclusion

Almost in parallel to the schemes of reconciliation, especially after 1983, there have been as many as nine periods of conflict triggered by national or local events. There were swift responses by way of new legislation and their enforcement; administrative and security measures; and emergency regulations. On the other hand, humanitarian services by Government, UN agencies and NGOs expanded and intensified to meet the growing needs of refugees and displaced persons. Greater efforts in the co-ordination of emergency and resettlement programmes were made by Central Government district agencies and the NGO sector. In this process, human rights issues and the needs and security concerns of the civilian population in the midst of conflict, were also raised from time to time with the authorities and there was a general improvement in these situations.

The stalemate in an acceptable solution to meet the emerging identity aspirations for self fulfilment and development among the Tamil people within the Sri Lankan State has been a long drawn out and elusive process.

The hope for the future is best expressed in the following quotation:

> *"The people of Sri Lanka like those of many other ancient lands are engaged in the formation of a modern nation out of country of many nationalities. With a historical and geo-political unity that is 2000 years old and a complex of language and culture that has an indigenous existence of many centuries, they bring rich resources and experience to the task*
>
> *"No doubt divisions fostered in feudal and colonial times and the social and economic stresses of a poor nation - as much as the political and cultural expression of these - have more often led in recent times to the projection of differences and conflicts between communities than of the long standing patterns of unity. Contradictions between nationalities like those between classes, are a historical phenomena that only historical process can resolve.*
>
> *"In the meantime, there is a majority of modern Sri Lankans who would agree with the popular novelist and writer Martin Wickremasinghe when he says that the inhabitants of this island are today the people who consciously or unconsciously feel the unity of their multi- racial culture."*[7]

[7] Prof. Senaka Bandaranayake - Sri Lanka an Island Civilization (pg 76); Christian and Nadin Zuber

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"Levelling Crowds: Ethno-nationalists Conflicts and Collective Violence in South Asia," by Stanley J. Tambiah. Berkley, University of California Press, 1996

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Annex - 1: Resolution passed at a convention of the TULF held at Pannakam, Vaddukodai, on 14th May 1976[8]

"Whereas throughout the centuries from the dawn of history, the Sinhalese and Tamil nations have divided between them the possessions of Ceylon, the Sinhalese inhabiting the interior of the country in its Southern and Western parts from the river Walawe to that of Chilaw and the Tamils possessing the Northern and Eastern districts.

And whereas the Tamil kingdom was overthrown in war and conquered by the Portugese in 1619, and from them, by the Dutch and the British in turn, independent of the Sinhalese kingdoms.

And whereas the British colonialists who ruled the territories of the Sinhalese and Tamil kingdoms separately joined under compulsion the territories of the Tamil to the territories of the Sinhalese kingdoms, for purposes of administrative convenience, on the recommendation of the Colebrooke Commission in 1833.

And whereas Tamil leaders were in the forefront of the Freedom Movement to rid Ceylon of colonial bondage which ultimately led to the grant of independence to Ceylon in 1948.

And whereas the foregoing facts of history were completely overlooked and power was transferred to the Sinhalese nation over the entire country on the basis of a numerical majority, thereby reducing the Tamil nation to the position of a subject people.

And whereas successive Sinhalese Governments since Independence have always encouraged and fostered the aggressive nationalism of the Sinhalese people and have used their political power to the detriment of the Tamils by:

a) Depriving one half of the Tamil people of their citizenship and franchise rights, thereby reducing Tamil representation in Parliament;
b) Making serious inroads into the territories of the former Tamil kingdom by a system of planned and State-aided Sinhalese colonization and large-scale regularization of recently encouraged Sinhalese encroachments calculated to make the Tamils a minority in their own homeland;
c) Making Sinhala the only official language throughout Ceylon thereby placing the stamp of inferiority on the Tamils and the Tamil language;
d) Giving the foremost place to Buddhism under the Republican Constitution thereby reducing the Hindus, Christians and Muslims to second class status in this country;
e) Denying to the Tamils equality of opportunity in the spheres of employment, education, land alienation and economic life in general, and

[8] K. M. de Silva - Managing Ethnic Tension; Lanham University Press of America, 1986

starving Tamil areas of large-scale industries and development schemes, thereby seriously endangering their very existence in Ceylon;

f) Systematically cutting them off from the mainstream of Tamil culture in South India while denying them opportunities of developing their language and culture in Ceylon, thereby working inexorably toward the cultural genocide of the Tamils;

g) Permitting and unleashing communal violence and intimidation against Tamil-speaking people as happened in Amparai and Colombo in 1956, all over the country in 1958, Army reign of terror in the Northern and Eastern Provinces in 1961, police violence at the International Tamil Research Conference in 1974 resulting in the death of nine persons in Jaffna, police and communal violence against Tamil-speaking Muslims at Puttalam and various other parts of Ceylon in 1976 - all these calculated to instil terror in the minds of the Tamil-speaking people, thereby breaking their spirit and the will to resist the injustices heaped on them;

h) By terrorising, torturing and imprisoning Tamil youths without trial for long periods on the flimsiest of grounds;

i) Capping it all, by imposing on the Tamil Nation a constitution drafted under conditions of emergency without opportunities for free discussion by a Constituent Assembly elected on the basis of the Soulbury Constitution distorted by the Citizenship laws resulting in weightage in representation to the Sinhalese majority thereby depriving the Tamils of even the remnants of safeguards they had under the earlier constitution.

And whereas all attempts by the various Tamil political parties to win their rights by cooperating with the governments, by parliamentary and extra-parliamentary agitation, by entering into pacts and understandings, with successive Prime Ministers in order to achieve the bare minimum of political rights consistent with the self-respect of the Tamil people have proved to be futile.

And whereas the efforts of the All Ceylon Tamil Congress to ensure non-domination of the minorities by the majority by the adoption of a scheme of balanced representation in a Unitary Constitution have failed and even the meagre safeguards provided in article 29 of the Soulbury Constitution against discriminatory legislation have been removed by the Republican Constitution.

And whereas the proposals submitted to the Constituent Assembly by the Ilankai Thamil Arasu Kadchi for maintaining the unity of the country while preserving the integrity of the Tamil people by the establishment of an autonomous Tamil State within the framework of a Federal Republic of Ceylon were summarily and totally rejected without even the courtesy of consideration of its merits, and

Whereas the amendments to the Basic Resolutions intended to ensure the minimum of safeguards of the Tamil people, moved on the basis of the 9 point demands formulated at the Conference of all Tamil political parties on 7th February 1971 and by individual parties and Tamil Members of Parliament,

including those now with the Government party, were rejected by the Government and the Constituent Assembly, and
Whereas even amendments to the draft proposals relating to language, religion and fundamental rights, including those calculated to ensure that at least the provision of the Tamil Language (Special Provisions) Act be included in the Constitution, were defeated resulting in the boycotting of the Constituent Assembly by a large majority of Tamil MPs, and

Whereas the TULF, after rejecting the Republican Constitution adopted on 22nd May 1972 put a 6 point demand to the Prime Minister and the Government on 25th June 1972 and gave three months' time within which the Government was called upon to take meaningful steps to amend the Constitution so as to meet the aspirations of the Tamil nation on the basis of the 6 point demands and informed the Government that if it failed to do so the TULF would launch a non-violent direct action against the Government in order to win freedom and rights of the Tamil nation on the basis of the rights of self-determination, and

Whereas the last attempt by the TULF to win constitutional recognition of the rights of the Tamil nation without jeopardising the unity of the country, was callously ignored by the Prime Minister and the Government, and

Whereas the opportunity provided by the TULF leader to vindicate the Government's contention that their constitution had the backing of the Tamil people, by resigning from his membership of the National State Assembly and creating a by-election, was deliberately put off for over two years in utter disregard of the democratic rights of the Tamil voters of Kankasanthurai, and

Whereas in the by-election held on the February 6th 1975, the voters of Kankasanthurai by a preponderant majority, not only rejected the Republican Constitution imposed on them by the Sinhalese Government, but also gave a mandate to Mr. S. J. V. Chelvanyagam, QC, and through him, to the TULF for the restoration and reconstitution of the free sovereign, secular, socialist State of Tamil Eelam.

The first National Convention of the TULF meeting at Pannakam on the 14th day of May 1976, hereby declares that the Tamils of Ceylon, by virtue of their great language, their religion, their separate culture and heritage, their history of independent existence as a separate State over a distinct territory for several centuries until they were conquered by the armed might of the European invaders and, above all by their will to exist as a separate entity ruling themselves in their own territory, are a nation distinct and apart from the Sinhalese and this Convention announces to the world that the Republican Constitution of 1972 has made the Tamils a slave nation ruled by the new colonial masters, the Sinhalese, who are using the power they have wrongly usurped to deprive the Tamil nation of its territory, language, citizenship, economic life, opportunities of employment and education, thereby depriving all the attributes of nationhood of the Tamil people.

And therefore, while taking note of the reservation in relation to its commitment to the setting up of a separate State of Tamil Eelam expressed by the CWC as a trade union of the plantation workers, the majority of whom live and work outside the Northern and Eastern areas.

This Convention resolves that the restoration and reconstitution of the free sovereign, secular, socialist State of Tamil Eelam based on the right of self-determination inherent to every nation, has become inevitable in order to safeguard the very existence of the Tamil nation in this country.

This Convention further declares:

a) that the State of Tamil Eelam shall consist of the people of the Northern and Eastern provinces and shall also ensure full and equal rights of citizenship of the State of Tamil Eelam to all Tamil-speaking people living in any part of Ceylon and to Tamils of Eelam origin living in any part of the world who may opt for citizenship of Tamil Eelam;
b) that the constitution of Tamil Eelam shall be based on the principle of decentralization so as to ensure the non-domination of any religion or territorial community of Tamil Eelam by any other section;
c) that in the State of Tamil Eelam, caste shall be abolished and the observance of the pernicious practice of untouchability or inequality of any type based on birth shall be totally eradicated and its observance in any form punished by law;
d) that Tamil Eelam shall be a seculat State giving equal protection and assistance to all religions to which the people of the State may belong;
e) that Tamil shall be the language of the rights of Sinhalese-speaking minorities in Tamil Eelam to education and transaction of business in their language, shall be protected on a reciprocal basis with the Tamil-speaking minorities in the Sinhala State;
f) the Tamil Eelam shall be a Socialist State wherein the exploitation of man by man shall be forbidden, the dignity of labour shall be recognized, the means of production and distribution shall be subject to public ownership and control while permitting private enterprise in these branches within limits prescribed by law, economic developments shall be on the basis of socialist planning and there shall be a ceiling on the total wealth that any individual or family may acquire.

This Convention directs the Action Committee of the TULF to formulate a plan of action and launch without undue delay the struggle for winning the sovereignty and freedom of the Tamil nation.

And this Convention calls upon the Tamil nation in general and the Tamil youth in particular to come forward to throw themselves fully into the sacred fight for freedom and to flinch not till the goal of a sovereign socialist State of Eelam is reached."

Annex - 2: Extracts from "Initiatives for Conflict Resolution in Sri Lanka, 1957 to 1991"[9]

Memorandum on the Constitution and Main Provisions : Model Constitution of the Federal Republic of Ceylon, *1972*
When the Constituent Assembly met to draft the first Republican Constitution in 1972, the FP prepared a Constitution which was to serve as a model federal Constitution. The model was submitted to the Steering Committee of the Constituent Assembly but its provisions were rejected.

Report of the Working Group of Officials and Experts to Committee "A" of the All Party Conference, *13 August 1984.*

Report to the Plenary Sessions of the All Party Conference by his Excellency the President, *21 September 1984.*

Statement of His Excellency the President and Chairman of the All Party Conference at the Plenary Session, *14th December, 1984*

District and Provincial Council Bill, a draft Bill adopted at the All Party Conference (APC), *1984*
The 1977 Election Manifesto of the United National Party (UNP) recognised the need to remedy the legitimate grievances of Tamils and proposed that an APC be convened for this purpose. However, little was done until pressure from New Delhi in late 1983 forced the Government to resurrect the initiative in January 1984. The conference dragged on until December 1984. When the TULF expressed its dissatisfaction with progress made, President J.R.Jayawardene ended the deliberations inconclusively.

Draft Framework of Terms of Accord and Understanding, *30 August 1985*
In July 1985, New Delhi convened the Thimpu Talks in Bhutan. Negotiations were encouraged between the Government of Sri Lanka (GoSL) on the one hand and the TULF and Tamil militant organisations on the other. The delegation sent by President J.R.Jayawardene tabled documents of the 1984 APC, which proposed district-level decentralization, as its basis for negotiations. The TULF and militant organisations gave prominence to the right of self-determination of Tamils as a people. In August the Talks were aborted. But a dialogue was maintained between the Sri Lankan delegation and senior officials of the Ministry of External Affairs in New Delhi. The Draft Framework was an outcome of these discussion. It was finalised at the end of August. The document was brought back to Colombo and it was to be placed before Cabinet for its approval before it was adopted as the Government's

[9] Sachithanandan Sathananthan & Manoranjan Rajasingam - The Elusive Dove; Mandru 1995

official position. President Jayawardene never placed the Draft Framework before the Cabinet.

TULF Proposals presented to Mr, Rajiv Gandhi, Prime Minister of India, *December 1985*
As the political momentum generated by the Thimpu Talks began to weaken, the TULF intervened with a proposal, which again was dressed in federalist vocabulary but in fact was a programme of decentralization.

Observations on the TULF proposals by the Sri Lankan Government, *January 1986*
The TULF proposals of December 1985 were submitted to the GoSL for its response. The GoSL examined the proposals in detail and rejected them.

Proposals sent to the Government of India by the Government of Sri Lanka based on discussion with the Indian Delegation led by Hon. P. Chidambaram, Minister of State, *4 May 1986.*
Further negotiations were conducted by Hon. P. Chidambaram at a meeting in Colombo between the Indian Delegation, the TULF and the GSL. At the conclusion of deliberations, the GoSL forwarded the proposals otherwise known as the Chidambaram proposals, to New Delhi.

The draft amendment to the Constitution of Sri Lanka, *September 1986.*
The draft amendment was formulated by GoSL to provide a legal framework for the Chidambaram proposals and it was forwarded to the GoI.

Working paper on Bangalore discussions, *18 November 1986.*
The outcome of discussion between the President of Sri Lanka, Mr. J. R. Jayawardene and the Prime Minister of India, Mr. Rajiv Gandhi, prepared by the GoI.

Observations on the working paper on Bangalore discussions, *26 November 1986.*
The GoSL submitted its observations on the working paper to the GoI.

Proposals that emerged on December 19, 1986
The outcome of further discussions between the President of Sri Lanka, Mr. J.R.Jayawardene, and two Ministers from India.

Amplified proposals of ACTC, DPLF, ENDLF, EPRLF and TELO to the Drafting Committee of the APC towards the resolution of the National question, *1990*
A proposal submitted by participating Tamil organisation to the APC in 1990.

Peace and political stability in Sri Lanka, *1991*
Otherwise known as the *Thondaman proposals*, were formulated by the CWC and submitted to the LTTE. The LTTE in turn invited the leader of the CWC, Mr. S. Thondaman, to Jaffna for further discussions. However, opposition from

Sinhala political parties and particularly from the newly-formed Sinhala Defence Organisation undermined the initiative.

CHAPTER 2

The Consortium on Relief and Rehabilitation: A Chronological Perspective

1983 Although there were sporadic acts of violence before, the year 1983 marked the commencement of the conflict between the government and the rebel Liberation Tigers of Tamil Eelam (LTTE). The LTTE is a group that seeks in earnest to create a separate state for Tamils in the north and east of Sri Lanka. The killing of 13 soldiers in Jaffna by the LTTE on July 23rd 1983 witnessed a backlash in Colombo and the outskirts of Colombo from July 24th. It escalated to an uncontrollable level from the 25th onwards. By July 29th, it had reached unimaginable proportions where thousands were killed, and several thousands injured and displaced. Dwellings, buildings, establishments and industries suffered heavy losses. This unprecedented violence drove almost 70%, some temporarily, of the Tamils who lived in southern Sri Lanka towards their home villages in the North and East or caused them to migrate to south India and other countries.

Until July 1983 all national and international agencies worked in Sri Lanka on an individual basis in assisting people displaced due to various episodes in the country since 1975. It was after " Black July" of 1983 that some humanitarian agencies felt the need to work collectively.

1984 In this respect the first initiative for a co-ordinating body came from the non-governmental agencies that operated in the North, namely FORUT, Redd Barna and Sarvodaya. In June that year, they started a Supplementary Feeding Programme for malnourished children displaced in the Jaffna District .

1985 The idea for a joint Supplementary Feeding Programme in Jaffna came from FORUT and Redd Barna, who were the pioneers of relief work in the north. Sarvodaya joined them to provide logistical support for the programme. They then formed the FRS: FORUT, Redd Barna and Sarvodaya. As people from the south moved to the north after the July 1983 riots, Save the Children Fund (UK) (SCF (UK)) decided to help the affected families in the north and stationed a representative in Jaffna. As SCF (UK) joined the Supplementary Feeding Programme they formed the FRSS: FORUT, Redd Barna, SCF and Sarvodaya in June 1985.

As the conflict became more widespread and the FRSS group more successful, other agencies joined the Group and the number of agencies increased to 31. Between 1985 and 1993 Redd Barna volunteered to manage the activities of the Group.

1986 Thereafter, sensing the need to assist the several thousands of families affected by the civil disturbances, other national and international agencies showed a willingness to form a Consortium with the idea of sharing information and avoiding duplication of

work.. Oxfam, Quaker Peace and Service (QPS), Care International (CARE), Christian Children Fund (USA) (CCF(US)), National Christian Council (NCC), Young Men's Christian Association (YMCA) joined the FRSS group at different stages.

As the conflict became more widespread more and more agencies joined the Consortium and met monthly in Colombo to discuss their activities and problems encountered, and sought the assistance of government institutions to iron out their difficulties.

1987 In June 1987, after the signing of the Indo-Sri Lanka Agreement between the President of Sri Lanka and the Prime Minister of India, the Indian Peace Keeping Force (IPKF) was inducted into northern and eastern Sri Lanka to enforce the peace agreement. Although opposition to the agreement was marked by riots in Colombo, there was temporary peace in the North-East.

In October, 15 LTTE members were taken into custody by the Sri Lankan security forces in Jaffna. Whilst in custody they attempted to commit suicide, some survived. Thereafter fighting erupted between the LTTE and IPKF resulting in increasing displacement in the North and East.

Consequently, the monthly meetings of the Consortium became a regular feature in Colombo. Officials from the Ministries of Essential Services / Relief and Rehabilitation were invited to participate at these meetings. REDD BARNA then volunteered to facilitate the Consortium by offering the services of one of their staff to co-ordinate the work of the Consortium. The meetings were sponsored by participating agencies and also chaired by them in rotation.

1988 DIAKONIA, SLCDF, WVL, MSF, PI, UNHCR, NORAD and CIDA joined the Consortium. During this period major activities of members included housing, income generation, health, and skills training. A directory for the Consortium was published by REDD BARNA.

In the Presidential Elections of December 19th 1988, Mr. Ranasinghe Premadasa of the United National Party was elected the Executive President.

1989 Mr. Ranasinghe Premadasa was sworn in as the Executive President of the Democratic Socialist Republic of Sri Lanka on February 2nd 1989. After arranging a cease-fire with the LTTE, Mr. Premadasa brought pressure on the Indian Government for an early withdrawal of the IPKF. The last Indian troops departed in March. The period of relative peace was short-lived.

WUSC, LRC, IRED, MC, NCC and SSP-IC joined the Consortium. A sub-committee nominated by the Consortium comprising FORUT, SARVODAYA, SCF, OXFAM and REDD BARNA drafted the objectives and scope of the Consortium. The Consortium became a popular forum with many organisations indicating their desire to participate. In 1989 founder participants who constituted an ad hoc committee felt the need to develop a brief paper to guide the functioning of the Consortium.

1990 Terres de Homes (TDH), SEDEC, ICRC, SLRCS, UNDP and CCSS joined the

Consortium. More and more agencies joined the Consortium after the escalation of violence in the North, when peace talks between the Government and the LTTE failed in June 1990. This resulted in the government imposing strict inspections and checks on food, medicines, drugs and other items to the North. 45 items were banned and a permit system was introduced. This caused enormous hardship for agencies operating in these districts to obtain the necessary permits. Time and again, a few other agencies and individuals, including certain ministry officials, were invited to the Consortium meetings to iron out difficulties.

1991 The attendance in the Consortium grew rapidly to as many as 50 to 55 in 1991 with 15 national, 21 international and nine UN/GoSL agencies and other guest participation. The increase in number was due to difficulties for agencies to obtain first hand information of the situation prevailing in many districts in the North and East. Even the government depended upon operating agencies in these districts for information. The steady growth of the Consortium was attributed to its vitality, credibility, interaction and style of working. Members received mutual support in what was often seen as hazardous operations.

1992 Until 1992 the Consortium functioned in an almost informal manner, discussing problems, forming ad-hoc sub-committees to resolve special issues and sharing information by documentation.

NGOs Consortium on Relief and Rehabilitation: Rationale for Reformulation

1993 In early 1993 the country was rocked by two assassinations. On April 23rd Mr. Lalith Athulathmudali, who founded the opposition political party, Democratic United National Front (DUNF) in 1991, was shot dead at a political rally. A week later, during the annual May Day parade, the President, Mr. Ranasinghe Premadasa was assassinated by a suicide bomber who was allegedly a member of the LTTE. Days later, the UNP unanimously elected Mr. Dingiri Banda Wijetunge, the Prime Minister, to serve as President until the next Presidential election.

From the inception of the Consortium until mid 1993 REDD BARNA co-ordinated the activities of the Consortium with the co-operation of participating agencies. Due to increased commitment it became necessary for all the participants to agree to share the responsibility and a new structure was developed with the formation of an Advisory Committee comprising the seven reporting NGOs for different districts, viz: CCSS, FORUT, OXFAM, REDD BARNA, SCF(UK), SLRCS and WUSC.

The **NGOs Consortium on Relief and Rehabilitation** was formed on June 1st 1993. A part-time Secretary was appointed to assist the Consortium. SCF (UK) provided accommodation and logistical support to the Consortium, while FORUT provided the administrative and financial support. The seven reporting agencies referred to above were appointed as the Advisory Committee to the Consortium. The objectives of the Consortium were :

- To share information on matters pertaining to relief and rehabilitation;
- To work towards better assessment of relief and rehabilitation needs;

- To promote dialogue in the NGO sector;
- To avoid duplication or overlapping of work;
- To liaise jointly with Government agencies;
- To share technical and training resources and expertise.

The following criteria were adopted for membership:

- Appropriate registration with the Government and/or incorporation as charitable body;
- Organisations with objectives and goals which are consistent with the impartial assistance to communities affected by the conflict;
- Involvement in operating or supporting relief and rehabilitation programmes;
- Commitment to relief and rehabilitation work in a medium term (i.e. at least one year);
- Regular participation at Consortium meetings;
- Candidates for participation to apply to the NGOs Consortium Advisory Committee through the Secretary;

The Consortium invited representatives from the Ministries (Relief & Rehabilitation, Social Services, Defence and Health), Rehabilitation of Persons, Properties and Industries Authority (REPPIA) and Government Agents of districts to the meetings, and relevant diplomatic missions and UN agencies attended these meetings as guests or observers. Representatives of NGOs working in the districts were also allowed to attend the meetings. Any specific issues that a district NGO would like to raise were channelled through the reporting agencies. Meanwhile, the Consortium strove to improve its own structure and facilities despite limited resources.

In November 1993, the LTTE seized a Government military base in Pooneryn, about 32 km south-east of Jaffna. Several days later Government forces drove the rebel forces back, and recovered the base. The fighting was some of the worst between the Sri Lankan government and the rebel LTTE forces; the Sri Lankan government estimated that about 1200 persons were missing or killed.

1994 In the Parliamentary Elections held in August 1994, the People's Alliance (PA) defeated the UNP. Ms. Chandrika Bandaranaike Kumaratunga, the daughter of former Prime Minister Ms. Sirimavo Bandaranaike, became the Prime Minister. In the Presidential Elections held that November, Ms. Chandrika Bandaranaike Kumaratunga defeated the UNP's candidate, Ms. Srima Dissanayake, to become Sri Lanka's first woman President. The UNP's original candidate, Mr. Gamini Dissanayake, had been killed during an election rally in October. As HE the President, Mrs. Chandrika Bandaranaike Kumaratunga appointed her mother, Mrs. Sirimavo Bandaranaike to serve as Prime Minister. She pledged to open peace talks with the Tamil rebels.

During that year a directory of agencies in the NGOs Consortium on Relief and Rehabilitation was published.

1995 In January 1995 an agreement for a cease-fire between the LTTE and the Government was reached. Both sides made efforts toward reconciliation by releasing

political prisoners. Meanwhile, restrictions imposed in 1990 on the movement of some items to the North, were lifted by the Government. The Government also sent several exploratory missions to Jaffna to discuss peace proposals with the LTTE and arranged for the restoration of food and medical supplies. However, the 14-week-old cease-fire, the longest since the onset of the war, ended in April, when the rebels blew up two Government gun boats. Later in the month, rebels used surface-to-air missiles for the first time to shoot down two Air Force planes.

At the Consortium meeting in January several questions and issues concerning the reformulation were raised, which were well received. This gave rise to a discussion paper entitled "The Colombo Consortium for Relief and Rehabilitation - An Invitation for Reflection" (January 25th), which was again well received among the members. The Advisory Committee initiated a reflection on the capacity and functioning of the Consortium.

In February 1995, a quick survey was conducted among members to make sure that there was sufficient consensus and interest for an in-depth reflection about the Consortium. The responses received were positive. The Advisory Committee, continuing the reflection, broadened itself by co-opting persons interested or experienced in organisational strengthening.

Throughout March and April, a series of discussions were held, reaching the point where the group felt that work on specifics was a possibility. It was proposed that a review committee of seven persons be constituted for the task of formulating specific proposals for a stronger Consortium.

Terms of reference were written up in May and the membership approved the appointment of a Review Committee to go through the process. In May, representatives from OXFAM, SCF, SSP-IC, MIRJE, Methodist Church, SEDEC and Y-GRO were appointed to the Committee. The Review Committee started its work in early June.

Agencies designated as reporting agencies in each district furnished reports to the Consortium secretariat which were circulated among the membership before each meeting.

The Review Committee (RC) drew on the national experience available in-country, both amongst local and expatriate staff of international agencies, many of whom had working experience in service delivery and management of large refugee populations elsewhere. The RC sought responses from members before drafting the final Articles of Association establishing the redesigned Consortium of Humanitarian Agencies.

Operation "**Thunder Strike**" was launched in Jaffna on July 9th 1995. Although the Government of Sri Lanka announced the resumption of hostilities against the LTTE on May 23, the July 9th offensive was the first major Government response to the LTTE's attacks. About 10,000 Government troops, backed by planes, ships, tanks, and long-range artillery, took part in the offensive. Within the first few days, Government troops won several victories and advanced to within a few miles of the city of Jaffna, an LTTE

stronghold. The military also carried out bombings in and around Jaffna. Several hundred thousand civilians displaced by the Government offensive fled eastward along the Peninsula to escape the fighting.

NGOs Consortium issued a press release in August 1995 denouncing the violence and killing of civilians and non-combatants by whichever party . The release called upon all groups of Sri Lankan society to positively and constructively use every opportunity to come to a political solution to the crisis and bring durable peace to the country. It also stressed the urgent need to stop using landmines and other indiscriminate weaponry. The release also drew attention to the situation of children in Sri Lanka whose lives and future were affected by growing up in an environment of terror and conflict. The agencies declared that the role and assistance provided to displaced people were impartial and independent, and was based on solidarity with all living in poverty and suffering from the conflict. This press release was carried by all leading newspapers.

Operation "**Riviresa I**" commenced in Valikamam and other divisions in the Jaffna peninsula in October 1995.

1996 By February 1996, over 246,000 persons had left Jaffna for Thenmaradchi and Vadamaradchi divisions and other districts of Kilinochchi, Mullaitivu, Mannar, Vavuniya and the south of the island. By March 1996 over 287,000 persons had crossed the Jaffna lagoon.

Operation "**Riviresa II**" was launched on 20 April 1996. This was intended to bring the areas of Vadamaradchi and Thenmaradchi under Government control.

With the commencement of Riviresa Operations in the North an Information Unit was set up by the Consortium to assist the Emergency Group.

Over 58,000 persons in the Kilinochchi district were displaced when the Sri Lanka Security Forces mounted operation **"Riviresa III"** on May 16th 1996.

On the recommendations of the Review Committee the NGOs Consortium on Relief and Rehabilitation was disbanded at a meeting held in June 1996.

Meanwhile, an Interim Committee comprising FORUT, OXFAM (UK/I), MC, REDD BARNA, SCF, SEDEC, SSP-IC and Y-GRO was appointed. The Secretary and the Information Officer to the previous Consortium continued to assist the Interim Committee to attend to day to day affairs of the Consortium until the formation of a new Consortium. Applications were called by the Interim Committee to join the new Consortium under the Articles of Association. An Executive Director to the Consortium was appointed on November 11th.

CHAPTER 3

The Consortium of Humanitarian Agencies

Current Structure

The General Assembly

The General Assembly consists of full members with voting rights. The Assembly convenes two types of sessions, a closed session for members only, and an open session to which associate members and observers are invited. The General Assembly meets once in two or three months, unless a special meeting is requested in the interim period by the Steering Committee.

The Steering Committee

The General Assembly elects a Steering Committee of seven members. These members hold office for a period of twelve months from the date of election, or until the next Annual General meeting is convened by the Steering Committee, whichever is earlier.

A Chairperson, Vice-chairperson and a Treasurer are elected by the Steering Committee from among its members. The members of the Steering Committee function on a voluntary basis, and meet twice a month or as frequently as is required. The minutes of the Steering Committee meetings are circulated amongst the members of the Consortium after ratification by the Committee. A set of guidelines attached to the Articles of Association regulate the functioning of the Steering Committee and cover its day to day responsibilities and activities.

Task Forces

Sectoral, geographical or issue-based task forces are open to members and non-members alike. They seek to bring together all key stakeholders.

Task Forces are initiated by the General Assembly or the Steering Committee. The latter is responsible for the establishment, dissolution and monitoring of various sectoral/regional committees and special task forces.

The Secretariat

The Secretariat of the Consortium works to foster links between members and other parties, including district consortia, the UN agencies and government institutions. The Secretariat provides an information service and where appropriate, will commission studies and develop policy papers on topics of interest to members. The Consortium Secretariat will also liaise and intervene with international organisations and other bodies, on behalf of Consortium members and the community they serve.

The Consortium Secretariat consists of Programme, Information and Administration/Finance Units. The Program Unit has an Executive Secretary and a Program Secretary to handle membership and programme related activities. An Information Analyst and an Information Officer work in the Information Unit, which is responsible for collection, storage and dissemination of information on specific indicators and the exchange of information among agencies. The overall administration, personnel, logistics and financing of the Secretariat is managed by an Administration and Finance Officer and a General Secretary.

The principal sources of funding for the Consortium is from member and donor grants and subscriptions of the membership.

Governance

The Consortium has an Articles of Association adopted by the General Assembly on 9th May 1997, which describes the reasons for association, vision, scope, aims, objectives, structure and governance. Ultimate authority lies with the General Assembly of full members (i.e. with voting rights). The General Assembly delegates authority to the Steering Committee. The Steering Committee is the main representational and policy making body for the Consortium. The Executive Director is the operational head of the Consortium with managerial and representational authority delegated from the Steering Committee.

Mission

The aim of the Consortium is to enhance the quality, the effectiveness, professionalism and the transparency of the work of its members so that they can better realise their mandated objectives.

Values

1. All member agencies believe in the promotion of dialogue and non-violent conflict resolution;

2. All members believe that resolution of conflict is the only genuine durable solution for those affected by and suffering from conflict ;

3. All members work with people in need, regardless of their ethnic backgrounds, political affiliations, religious beliefs or gender difference or preferences, and do not use such assistance for the direct promotion of political or religious ends or the propagation of exclusive world views. (NB this does not exclude those who are working from an inspiration of religious values).

4. All members respect each other's independence while recognizing the necessity of discussion and dialogue and the benefits to be gained from close interaction and co-ordination;

5. All members subscribe to the provision of humanitarian and development assistance along community-based and participatory approaches in preparing the community for self-reliant development.

6. All members believe in the principles of voluntarism, whilst at the same time aiming at high standards of professionalism in their work

Objectives

1. To provide a forum for members to meet and interact with non-member stakeholders working in conflict areas, and so assist members to develop a common position and take collective action towards other stakeholders;

2. To promote and facilitate strategic interagency initiatives and proactive programme co-ordination among members;

3. To provide through the secretariat, services of collective interest to members and outside stakeholders, and so avoid duplication;

4. To help promote a climate of co-operation, professionalism voluntarism, accountability and mutual trust among member agencies and between them and other stakeholders.

The Secretariat in 1997

January

The Interim Committee met on January 17th and unanimously agreed to rename the Consortium as the "Consortium of Humanitarian Agencies (CHA)". It was decided that the Consortium should function as an "Association" without registration. The Articles of Association and the Terms of Reference for the Executive Director were also finalised.

February

Operation "Edibala"

The security operation code named **"Edibala"**, was launched on February 5th to clear the Mannar - Kilinochchi road. This caused an influx of displaced people into Mannar and other areas.

Eastern Forum (EF)

In recognition of the deteriorating humanitarian and security situation in the East, and the low level of agency co-ordination in the region, Quaker Peace and Service (QPS) together with the Consortium of Humanitarian Agencies called an initial meeting of national and international NGOs, and representatives of donor and UN agencies with an interest in the region, to a meeting to explore the needs of the area. The meeting was

held on February 12th. At the meeting, interested agencies called for an understanding of the differences in operational conditions in the two geographical areas. Agencies felt that any new initiatives undertaken should not jeopardize the prevailing situation.

The Consortium published a compendium of agencies working in the East. Contact was established between national NGO co-ordinating bodies and the Consortium, and representatives from regional consortia have made presentations at the Colombo forum. The Eastern group also decided to use the forum as a practical co-ordinating mechanism by, for instance, acting as a clearing house for project proposals from the region.

Interim Committee (IC)
At the meeting of the Interim Committee on February 13th, it was agreed that letters of intent be sent to 14 agencies that had applied for membership with the new Consortium.

Resettlement and Rehabilitation Authority of the North (RRAN)
The Resettlement and Rehabilitation Authority of the North (RRAN) convened a meeting on February 25th with heads of UN agencies and NGOs that were directly involved in programmes in the Northern province, with a view to addressing issues regarding the implementation of programmes and strategies to overcome impediments.

March

Psycho-social Forum (PSF)
Meetings were held on March 4th and 11th to examine the need for awareness in respect of psycho-social assessments; a comparative overview of programme tools utilised at present by humanitarian agencies and modalities to arrive at a consensus on reporting mechanism and guide for the same.

IC
The programme of work for CHA, job functions for staff positions within the CHA secretariat and a budget for 1997 were approved by the Interim Committee on March 7th.

At the meeting on March 20th, it was agreed that the IC should continue until the inaugural meeting of the General Assembly. The IC on May 6th considered the nominations received by individuals and recommended the seven members to be appointed as members of the Steering Committee and that the SC determine the Chairperson, the Vice-Chairperson and the Treasurer. This was the last meeting of the IC.

Secretariat
Staff were recruited to various positions in the Secretariat on March 14th (see annexe - 2 for list of staff with brief bio-data). The Consortium moved into a new premises: No. 10, Kynsey Terrace, Colombo 8 on March 19th.

Child Rights Convention (CRC)
A meeting was organised on March 20th at which SCF, REDD BARNA, UNICEF, Law and Society Trust (LST) and CARE were represented. Arising from that meeting, the Consortium had further discussions with other related agencies to develop programmes arising from the Child Rights Convention (CRC) and Machel reports.

Institutional Development and Organisational Strengthening (ID/OS)
An introductory workshop organised by the Consortium, hosted and conducted by SSP-IC was held on March 30th, where 14 agencies and six staff members participated. Institutional Development (ID)is the creation or reinforcement of a network of organisations to generate, allocate and use human, material and financial resources effectively to attain specific objectives on a sustainable basis. Organisational Strengthening (OS) is a pre-requisite for Institutional Development in that the organisation should be capable of executing the required activities. It also concentrates on improving organisational capacity. As such OS is a very important concept in the context of ID. These areas were covered in the one-day course.

April

Emergency Group (EG) / Northern Task Group (NTG)
The "Emergency Group" was formed in September 1995 in response to the conflict situation in the north of Sri Lanka. The Emergency Group met fortnightly until March. With the establishment of the Consortium, members of the group perceived the need to revisit the Terms of Reference(ToR). The new ToR reflects the logistical co-ordination and information sharing functions of the current group. On April 2nd it was formalised as the "Northern Task Group", and thereafter convened meetings once every three weeks.

RRAN
The second meeting organised by the Consortium took place on April 25th . Representatives of agencies working in the North, including staff of national and international NGOs, UN agencies and Government Agents were invited. The Chairman of RRAN addressed the gathering and circulated a summary of submissions made by the agencies at the previous meeting. Mr Peter Dixon, Chairperson of the Interim Committee explained the principles guiding the work of members of the Consortium and the principles of "The Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Response Programme". Mr. Gordon Molitor of CARE International, briefed the participants on the "Overall concerns, access, personnel travel, transport of goods and communications". The Consortium offered to host all RRAN meetings during the year.

General Assembly (GA)
The inaugural meeting of the Consortium was held on April 25th. 24 agencies were accepted as Foundation Members and five as Observers. The Interim Committee was requested to continue until the induction of the new Steering Committee. A financial statement for the period June 1st 1993 to December 31st 1996 and the summary of budget of the Consortium for 1997 were also presented.

Foundation membership was conferred to the following agencies:

1. Adventist Development and Relief Agency (ADRA)
2. Campaign for Development and Solidarity (FORUT)
3. Care international (CARE)
4. Christian Children's Fund of Canada (CCFC)
5. Family Rehabilitation Centre (FRC)
6. Institute of Human Rights (IHR)
7. Lanka Evangelical Alliance Development Service (LEADS)
8. Methodist Church, Sri Lanka (MC)
9. National Council of YMCA (NCYMCA)
10. Oxfam (UK/IRELAND) (OXFAM)
11. Plan International (PI)
12. Quaker Peace and Service (QPS)
13. Redd Barna - Sri Lanka
14. Refugee Care, Netherlands (ZOA)
15. Save the Children (United Kingdom) (SCF/UK)
16. Self-help Support Programme - Intercooperation (SSP-IC)
17. Sewa Lanka Foundation (SLF)
18. Social Economic Development Centre (SEDEC)
19. Sri Lanka Churches Child Care Association (SLCCCA)
20. Swiss Association for International Development (Helvetas)
21. Voluntary Service Overseas (VSO)
22. World Vision Lanka (WVL)
23. World University Service of Canada (WUSC)
24. Y Gro Limited (Y-GRO)

Observer status was conferred to the following agencies:

1 Canadian International Development Agency (CIDA)
2 Intermediate Technology Development Group (ITDG)
3 International Committee of the Red Cross (ICRC)
4 Royal Netherlands Embassy (RNE)
5 Survivors Associated (SA)

EF

The Eastern Forum had its second meeting on April 30th. At this meeting 32 agencies participated. Ms. Jennifer Ingram, QPS functioned as the Chairperson of the Forum.

May

Jaya Sikuru Operation

Operation " Jaya Sikuru" commenced on May 13th in the Vanni districts, from Vavuniya North along the Jaffna - Kandy road to clear the Vavuniya - Jaffna trunk road. On account of this operation, people from Vavuniya North and the adjoining villages of Mullaitivu district were displaced to the eastern and western parts of Mullaitivu district. In addition, this resulted in the movement of displaced people to other districts and

caused severe problems of water and sanitation, health, food, shelter and education. This operation continues (233 days as at 31 December 1997)

GA

The Articles of Association were adopted at the General Assembly meeting on May 9th and seven members were elected to the Steering Committee, viz. Mr. Peter Dixon, Mr. Bjorn Hagen, Mr. John Thambar, Mr. Chandran Williams, Ms. Jennifer Ingram, Ms. Allison Aldred, and Mr. M F Marikkar.

Steering Committee (SC)

The SC had its first meeting on May 19th, wherein they elected the office bearers, viz. Ms. Allison Aldred as Chairperson, Mr. Chandran Williams as Vice-Chairperson and Mr. John Thambar as Treasurer.

June

EF

At the forum's June 4th meeting, participants identified the need to clearly assess the situation vis-a-vis the suspension of food stamps to the region in expectation of the Government's Samurdhi program. The issue of food stamps had been suspended for several months and the Samurdhi program had not yet taken affect. The Consortium's Information Office, in collaboration with the UN Humanitarian Advisor to the Resident Co-ordinator, produced a summarised report on the situation for the information of group participants. The restrictions made with regard to NGOs access to uncleared areas in the East was also raised. After a discussion on their varied experiences, the group acknowledged the need to formulate a common strategy but agreed to await further developments.

The group decided formally that its name would be the 'Eastern Forum', and adopted a statement of purpose (refer Section 2 Chapter 6 pg. 140)

NTG

On the June 4th the group decided to meet monthly. The Task Group, in 1997, had 15 members and the meetings wee chaired on a rotational basis. The Northern Task Group consists of a number of agencies with a significant operational presence in cleared and uncleared areas. The Task Group conducts its discussions through focal points pertaining to health, shelter, non-food items, water and sanitation and food security, as well as contemporary issues pertaining to the North. (For ToR refer Section 2 Chapter 6 pg. 140)

PS F

The June 6th meeting discussed the role of the Consortium in facilitating the forum, as well as objectives the participants might want to achieve from the forum leading to "good development practices." (For ToR refer Section 2 Chapter 6 pg. 141)

And also discussed approaches to provide support to unsupported mothers in the deep South, destitute children in the East, medical rehabilitation of ex-state combatants,

rehabilitation of ex-detainees, experiences in trauma counselling in Kilinochchi, issues to address when setting up trauma rehabilitation centres, and the aims of the Mental Health Week.

At this meeting presentations were made by Dr. David Ratnavale of the Rotherfield Psychological Society on 'Trauma Rehabilitation Centres'; Sister Christobel from the Association for the Rehabilitation of the Displaced (AROD), Kilinochchi on their work in trauma counselling; and Ms. Malini Balasingham of Communication Centre for Mental Health on National Mental Health Week and a proposal to set up a National Mental Health Center along with comments from Dr. Rajaram, from the National Institute of Social Development, Sri Lanka.

Do No Harm Workshop (DNH)

A workshop entitled "Do No Harm" exploring the impact of aid on conflict was held from June 17th to the 19th 1997. The workshop was conducted as part of a project designed and implemented by the "Collaborative for Development Action, Inc.", Cambridge Massachusetts, USA to which a number of international agencies, including bilateral donors, NGOs and UN agencies have contributed. The workshop was organised in Sri Lanka by a working group of representatives from NGOs, Donors, UN agencies the RRAN and the Secretariat of the Consortium.

As follow up to the Do No Harm workshop, a curriculum working group was formed and met at SLCDF. This group arranged briefing meetings with various consortia in Amparai, Batticaloa and Trincomalee.

SC

At the meeting on June 19th, the SC appointed an Editorial Board comprising Mr. Jan Bruinsma, Mr. John Thambar, the Executive Director, the Executive Secretary and the Information Analyst of the Consortium to process all publications of the Consortium. The format for the CHA brochure was approved, besides discussing other programme and procedural issues.

GA

On June 27th, the printed Articles of Association was distributed (A full listing of publication is found on pg. 51). The assembly discussed issues pertaining to the MoD, Government and the RRAN. The "Code of Conduct" that was circulated earlier among the members was also adopted. A discussion paper conceptualizing a "Consortium Yearbook for 1997" was distributed for comments. In addition, a diverse range of issues pertaining to members were discussed. Medicines Sans Frontieres, France & Holland (MSF (F&H)) were admitted as members and Australian Agency for International Development (AusAID), as an observer. As at the date, the membership was 33 (26 members and 07 observers).

July

Editorial Board (EB)

The Editorial Committee met on July 1st and 10th to finalise the contents for the Newsletter and plan for the next issue. The Newsletter Issue No. 2 was released on July 15th along with the brochure of the Consortium.

Integrated assessments visit to Jaffna

An assessment team was scheduled to visit the cleared areas of Jaffna and Valikamam in mid-October to ascertain areas for short, medium and long term programme development and to assess availability and needs in respect of infrastructure, logistics, manpower to start projects/programmes. Therefore, the intended participating agencies met on July 2nd to discuss the modalities for the visit.

Membership meeting

The Consortium invited the following agencies to a luncheon meeting: ACF, ADRA, CCFC, FRC, LEADS, NCYMCA, PI, WVL and ZOA on July 3rd, in order to get to know the membership better. This also gave an opportunity to discuss with the membership their ongoing activities, perceptions of various activities and areas where they could participate, initiate or offer any other services within the mandate of the Consortium. These meetings created an opportunity for open discussions on matters of common interests.

SC

On July 16th the committee discussed the ToR for a co-ordinated visit to Jaffna to obtain an NGO perception of possible work in Jaffna. The revised ToR of the NTG and the ToR for the PSF were discussed.

Special meeting of the EF

At the meeting on July 17th, the forum, after deliberations concerning access to cleared and uncleared areas, felt that there were no uniform policies. Meanwhile, the Consortium would encourage invitees and participants of the forum to articulate their point of view in relation to a possible future course of action. The other issues addressed by the forum were the absence of Food Stamps and the impact on the poorer section of the community, residual effects of injuries caused by shrapnel from shells, the procedures for site clearance and access clearance from the Ministry of Defence, and perceptions and values governing donors when contracting projects in Sri Lanka.

August

RRAN

In order to establish a co-ordinated approach, a few of the agencies met on the August 4th to highlight the main problems arising in the Vanni. Issues were identified under four categories: Food Security, Health, Water and Sanitation and Transportation of relief goods. These four issues, together with suggested recommendations of RRAN's possible contribution to facilitate the activities of the agencies, were presented to RRAN at the August 5th meeting.

RRAN requested the CHA, UN and other agencies to develop a feasible proposal for relief, which could be implemented in the Vanni districts. As such, a draft document was prepared elaborating the issues discussed with the RRAN and incorporating issues identified by the Northern Task Group. The draft document dealt with issues that were felt to be of primary concern to the people in Vanni, the role humanitarian agencies could play in alleviating some of the problems, recommendations to the RRAN and the GoSL on their role, and the Consortium's role in co-ordinating these efforts.

Membership meeting
The following agencies participated at a luncheon meeting on August 6th: AusAID, CIDA, RNE, SEDEC, MSF(H), MSF(F), SA, ICRC, UNDP and WUSC. This forum gave an opportunity to better understand other agencies' involvement.

Meeting with the Vanni District Government Agents
An informal meeting with four GAs of the Vanni districts was held on August 11th. At this meeting, several issues pertaining to the people in the Vanni were discussed. As regards obtaining a reasonably accurate census of the population in the Vanni, the GAs informed the Consortium that they would be distributing "family cards" to people living in the Vanni, which they felt should result in fairly accurate figures. The issue of the shortage of food items for displaced persons was discussed. The issue of landmines was apparently not a problem in the Vanni.

SC
The Steering Committee discussed the possibility of the Consortium, as an entity in its own right, subscribing to the Code of Conduct (which would mean registering our support for the Code with the International Federation of the Red Cross & Red Crescent Society (IFRCRCS) in Geneva), at its meeting on August 13th. There was some concern as to whether the Consortium currently met with all the standards as laid down in the Code. Issues pertaining to the absence of food stamps and non-implementation of Samurdhi were also highlighted.

Information Officers' meeting
Since one of the Consortium's roles is to act as an information nerve centre for all its member agencies, a meeting of all Information Analysts / Officers and people handling information in Consortium member agencies was held on the August 19th. The main focus was on how to improve information exchange between member agencies and ways in which the Consortium could facilitate enhanced information exchange.

RRAN
The document prepared by the NTG was distributed among all invitees for feedback and used as a guideline for a follow-up meeting of agencies working in the Vanni, which was held on August 22nd. The meeting was conducted in three sessions that discussed issues presented in the paper, demographic composition and physical/psychological needs, as well as the approach which could be taken to address the needs of the people in the Vanni.

The final document was prepared based on the outcome of this meeting. It was decided that fundamental issues be addressed through eight focal points, viz. Food Security, Health, Water and Sanitation, Transport of Relief Goods, Open Relief Centers (ORC) and Welfare Centres (WC), Vulnerable Groups (women and children), Shelter and Human Rights issues. Agencies looked into the long-term possibility of economic rehabilitation and sustainability. In order to provide essential services, the importance of a stable approximation of numbers of persons in the Vanni was stressed. An indication of quantum of resources pledged for goods and services and apportioning of costs was also requested. Several recommendations were incorporated in the document submitted to the RRAN.

Complex Political Emergencies (CPE) Research Project - Sri Lanka
The British Government's Department for International Development (DFID) had funded a tranche of research to examine Complex Political Emergencies (CPE). This will span a three-year period between 1997 and 2000, and has brought together two experienced research programmes: the Consortium for Complex Political Emergencies (CoPE), (which consists of the Center for Development Studies at the University of Leeds; the NGO umbrella organisation ACORD; the Department of Peace Studies at the University of Bradford, and the Institute of Development Studies (IDS) at the University of Sussex; the Institute for Development Policy and Management at the University of Manchester) and the International NGO Training and Research Center (INTRAC).

These two programmes co-ordinate and collaborate with each other at a general level, and in the case of Sri Lanka, combine to form a joint research team to maximize personnel and material resources.

The Sri Lanka Research Team comprising Mr. Jonathan Goodhand (INTRAC) and Dr. Nick Lewer (CoPE) had a preliminary discussion with the Consortium on August 25th, and subsequently with some NGOs.

GA
The main discussions were centred on a programme initiative for relief and rehabilitation and reconstruction in the Vanni, radios, Partners in Action (PARinAC) and landmines. Lanka Jathika Sarvodaya Shramadana Sangamaya (Inc) (SARVODAYA) was conferred Foundation Member status in view of their long association with the previous Consortium. As at August 29th, there were 27 members and seven observers in the Consortium A directory detailing information on all its members and observers was distributed to the membership.

September

EF
The Consortium's Eastern Forum was held on September 5th at the Young Men's Christian Association (YMCA), Akkaraipattu. This was the first time that the Consortium had had a meeting out of Colombo. Several agencies in Amparai, Batticaloa and Colombo participated in the proceedings. An update was given on Samurdhi and how the non-implementation of it or any other poverty alleviation scheme

had affected the East. The district consortia were asked to collect information on numbers and areas affected and approach the appropriate authorities.

Children in Armed Conflict

Agencies working in the field of child rights met on September 8th to discuss the format of a report which will include the position of the Charter and the Child Rights Convention (CRC) in Sri Lanka, the impact of the conflict on children, both in the North, East and South, and will reflect the direct impact of conflict as well as repercussions on children as a result of the transfer of resources towards war. It will also reflect the impact of past conflict situations such as the Janatha Vimukthi Perumuna (JVP) insurrection of 1989, a status review of children in armed conflict as set out by the CRC and a chapter on programme issues.

PS F

The Psycho-Social Forum was held on September 10th. Three people were invited to make presentations at the meeting: Ms. Anita Nesiah, on the 'History and Work of the Family Rehabilitation Center (FRC)'; Ms. Satha Vivekanandan of OXFAM, on 'Methodology and Issues raised in the survey of "Listening to the Displaced"in Kilinochchi'; and Ms. Jane Clark of OXFAM, on the 'Evaluation of a Trauma Rehabilitation Centre in the Kilinochchi District'. Mr. Joe William of CIDA made a brief presentation on the possibility of a programme to assist in the realm of psycho-social issues.

Consortium Yearbook

The Editorial Board and the Chairperson of the Steering Committee discussed the basic structure of the Yearbook on September 9th. The committee met again on September 27th to decide on the contents of the sections in the Yearbook and to work out the Terms of Reference and guidelines on styles for chapters. Various chapters have now been allocated internally and externally to authors to submit their outlines.

Psycho-Social Assessment - Vanni

An initial meeting was held on September 10th to discuss the possibility of implementing training programs to train people involved in looking after the psychological well-being of persons affected by the on-going conflict. This meeting was held in response to a need arising from a "Center for Mentally Affected" in Mullaitivu, where two untrained women have the responsibility of caring for 15 girls and women (ranging from 12 to 60 years of age), who have been displaced and are psychologically affected by the war. CHA would look into the possibility of conducting training programs for trainers/care givers in the Vanni districts, with the collaboration of GAs and the Provincial Health Services. The different organisations present at this informal meeting were assigned to look into the possibility of raising awareness, tracking down displaced persons and their families, obtaining information on the facilities available at organisations working in the field of psychological well-being and a possible leaflet for the displaced on 'coping with displacement'.

SC

An assessment team comprising SCF, Redd Barna, FORUT, CARE, Y-GRO, ACF, SEDEC, WUSC, CCFC, FRC and a representative from the Consortium were nominated

to undertake a visit to Jaffna in October. A paper outlining the proposed structure and contents developed by the Editorial Board were presented to the SC and approved. The problem of landmines was discussed and it was agreed to prepare an update with the assistance of UNDP and UNICEF. This meeting took place on September 17th.

RRAN

The Chairman, RRAN met with the agencies working in the Vanni which had been nominated as focal points, on September 22nd. The programme outlined in the document sent to him on September 3rd was accepted, and it was decided that agencies designated as focal points would communicate with relevant humanitarian agencies to prepare composite programmes, and discuss with relevant state agencies through RRAN.

Delegation from National Council of Churches, Australia

A Pastoral Team met with the Consortium on September 27th. The visit was described as a 'pastoral visit' from the Australian National Council of Churches to Churches in Sri Lanka arranged through National Council of Churches. The objective of the visit was to visit churches, listen to experiences and voices of the suffering and support churches in their work of ministering to affected people in the conflict areas.

Discussion with Government Agents - Jaffna and the Vanni

The Consortium had an informal meeting with the GAs of the Vanni districts and Jaffna on September 29th. Discussions centred around issues of food distribution and other essential services; issues pertaining to economic sustainability and liquidity, education, trauma; and the possible use of electronic mail, where possible. The GAs were briefed about the concerted approach for the Vanni and the scheduled assessment visit to Jaffna.

Landmines

The Consortium Secretariat had compiled information on landmines with the intention of formulating a report regarding the situation of landmines in the Jaffna peninsula within the context of the debates and activities that has taken place at international levels.

EB

Mrs. Allison Aldred, Chairperson, SC replaced Mr. Jan Brunisma.

October

EF

The Consortium's Eastern Forum was held on October 3rd. Regarding the funding of programmes, it was stated that a number of organisations were willing to work in the Eastern Districts. The Consortium had approached several donors to encourage increased funding and alternate sources of micro-funding as those agencies who do not have offices in Colombo and are only operating in the Eastern districts are often unable to obtain funds. Obtaining funding for small programmes is difficult because they are not always viable vis-a-vis an agency's administrative costs. It was pointed out, however, that relatively small projects can be of great benefit to people in these areas.

A proposal for Batticaloa was discussed, where a review group from Batticaloa could, with support from a funder, appraise, select and monitor local proposals submitted to

them. It was felt, however, that every funder should be left to decide on who they should work with and that GAs should also be involved in consultations on how NGOs could initiate new projects.

A presentation was made by Ms. Stephanie Rouelle of Action Contre La Faim (ACF) (Action Against Hunger) on ACF and their activities, which focuses on nutrition, water and sanitation, food security and health.

District Consortia - East

The Consortium met informally with representatives from district consortia in the East on October 3rd and reiterated the need to develop an institutional relationship between the Consortium and district consortia. It was proposed that the respective umbrella organisations should develop more formal channels of communications.

Focal Points - Vanni

A meeting of all focal point agencies was held on October 3rd to discuss issues relating to the Vanni rehabilitation programme arising from the meeting with Chairman, RRAN. Issues were discussed under the focal points of food security, health, water and sanitation, shelter and vulnerable groups. CARE, OXFAM , SCF and WFP agreed to monitor food supplies, food accessibility and coping strategies, and MSF, on health.

PSF

At the Psycho-Social Forum on October 8th, Ms. Angelita Cecere, UNHCR, displayed eight paintings by children from Jaffna which were submitted for a poster exhibition in connection with the "National Mental Health Day". The exhibition was held by Shanthiyam in Jaffna, and was headed by Fr. Damien. The ages of children who had submitted these posters ranged from 6 to 14 years. The paintings depicted the experiences as portrayed by the artists in powerful terms. The contents of these paintings were discussed by the invitees to the forum, and it could be seen that amidst all the grief and horrors portrayed in the paintings, there was a ray of hope about the future, in most of the paintings. It was felt that with the assistance of UNHCR, more posters should be obtained from Shanthiyam, and an event could be staged in early January involving children affected by conflict in the South, for the benefit of those interested. These posters were exhibited at the National Art Gallery on October 14th for the National Mental Health Week exhibition.

Ms. Manel Jayatunga made a presentation on the National Christian Council (NCC) Counselling Centre. She touched upon the formation of the Centre, its activities, methods of training, and the selection process of counsellors. In addition to training counsellors, the NCC Counselling Centre conducts workshops for various groups of persons. These workshops are well received and successful. It was mentioned that the NCC Counselling Centre is interested in conducting outreach programs, but they were restricted by unavailability of funding.

Discussion on Code of Conduct

In pursuance to a decision taken at a special meeting held on October 10th with membership of the Consortium, the Steering Committee recommended that the Consortium write to the International Federation stating:

"The Consortium of Humanitarian Agencies would like to register our support for the Code of Conduct and will endeavour to incorporate its principles into our work."

Children in Armed Conflict

At the meeting on October 13th, SCF presented a detailed outline of the section under "State Parties Obligations" in relation to the CRC. In writing this section, issues will be presented not merely as a critique but also focusing on an agenda for the future. Activities of NGOs and inter-governmental agencies will be included in the section.

SC

The SC met with staff members of the Consortium on October 14th. The staff introduced themselves and gave an account of their functions and responsibilities. Various sections of the yearbook have been allocated to individuals to submit their outline. Most sections have been absorbed by the staff members and a few external authors have been approached.

NTG

The NTG met on October 14th and discussed issues arising from the focal points of shelter, water and sanitation, health, food security and non-food relief items.

Briefing session on Jaffna

The RRAN gave a briefing on Resettlement and Rehabilitation activities in Jaffna on October 17th for organisations interested in working in Jaffna. This was done by Dr. Devanesan Nesiah, and Ms. Vanaja Sinnathurai. Ms. Sinnathurai presented the Resettlement Programme in the Jaffna peninsula. The population of the Jaffna peninsula was recorded as 465,000 persons, all of whom were returnees. Of this number, only 265,000 were from Valikamam division. Of these 265,000 people, 165,000 live in their own houses, 5000 families live in welfare centers, and the rest with friends and relatives. The Resettlement Programme is aimed at alleviating some of the problems faced by these persons. The target group for this programme is 10,000 families, (approximately 50,000 persons). The most vulnerable families will be chosen to benefit from the Resettlement Programme. The target groups were selected from Valikamam North, South, South-West, and East; Nallur, Jaffna, and the islands (north). Affected persons from the islands (south) will not be included in the current programme. The agencies present reiterated the importance of visiting Jaffna to conduct a needs assessment, prior to implementing any projects.

GA

At the General Assembly meeting on October 31st a resolution was passed to the effect that the Consortium will register its support for the Code of Conduct with the International Federation of the Red Cross and Red Crescent Society (IFRCRCS), Geneva on the understanding that it would endeavour to apply its principles wherever it is appropriate to its work. All Ceylon Hindu Congress (ACHC) was admitted as a Member. UNHCR and USAID joined the Consortium as Observers. Coopers and Lybrand were accepted as the auditors to the Consortium.

November

Distance Education Programme (DEP)
A preliminary discussion on distance education for children was held on November 3rd. Organisations present made brief presentations of their commitment and activities conducted in relation to children's education. CCFC stated that children's education was an important concept in their mandate and that they assist colleges that have set up campuses in Jaffna to help internally displaced children. SCF is currently conducting a survey in Jaffna to assess reasons for non-attendance and also assessing the possibility of implementing a Distant Education Programme (DEP) in Jaffna. Plan International expressed interest in sponsoring children for distant education.

Child Rights Group Secretariat
The meeting on November 4th decided that CHA will house the Child Rights Group Secretariat. The Programme Officer to the Group will be line managed by the operational head of the CHA. The Child Rights Group will enter into a Memorandum of Understanding (MoU) with the CHA regarding the handling of administrative and financial matters.

EF
At the Eastern Forum on November 7th, updates were given on funding of proposals, access clearance and food stamps. Regarding funding proposals, AusAID stated that they were willing to review a collection of proposals sent in by District Consortia. The new Brigade Commander in Batticaloa relaxed many of the restrictions previously imposed. As regards Trincomalee, it was reported international assessment groups could visit Muthur, if the Brigadier was informed ahead. The Samurdhi food stamps programme was implemented in nine of the 12 divisions in Batticaloa until the end of the year.

Many methods of implementing and managing regionalised intermediary funding groups, such as a representative review group, to review projects on behalf of a funder while the funder monitors projects, were discussed.

Ms. Shanthi Sachithanandan gave a presentation on "Funding options and methodologies in the East". She expressed the counter-productivity of the revolving loan scheme and the need to improve marketing methods. Mr. Kamalanathan, NGOs Forum, Batticaloa and Mr. Senthurajah, NGOs Forum, Amparai reported on the situation in Batticaloa and Amparai respectively. The Forum was informed that human rights monitoring agencies in the East will form an information and intervention network. ED suggested that the Forum submit accurate reports of the situation along with comments of what could be done.

PSF
Three issues from Relief and Rehabilitation Network (RRN) publications were identified as important and were discussed at the November 12th meeting. The participants looked at the following topics: continuous information gathering, (e.g., clear and consistent definitions) and accuracy; respect for human safety, well-being and dignity;

communication and transparency; and vested interest, in relation to the Sri Lankan situation. Whilst it was agreed that some of these issues were adhered to in Sri Lanka (e.g., clear and consistent definitions), several barriers have yet to be overcome. Continuous information gathering did not usually occur due to a variety of reasons. Whilst the importance and the responsibility of talking with people in the community as a means of gathering information was stressed, several reasons for organisations not doing this, as well as the negative repercussions of having such discussions, were identified.

NTG

The Northern Task Group meeting on November 13th, looked into the possibility of involvement of community organisations and issues of space as well as security in playing areas for children. Distribution of educational/entertainment packs to promote normalcy and encourage young people to engage in activities such as play and sport, was discussed.. The available fertilizer was considered insufficient and the onset of rains had caused problems for the cultivation of paddy. A review of the cold chain was considered and two agencies undertook a co-ordinated review. The efficacy of the polio vaccination campaign was reported as questionable as vaccination was done using last year's stock which had been stored in a kerosene freezer. It was reported that the eastern part of the Vanni had no facilities for surgical care except for a private hospital in Puthukudiyiruppu. An increase in diseases such as Malaria, was expected in December due to the monsoons.

CPEs

On November 17th, Mr Jonathan Goodhand and Dr. Nick Lewer discussed with the Consortium the budget and logistical facilities for them to operate in Sri Lanka. It was agreed that CHA will provide such facilities. CHA and CoPE will enter into a MoU. A ToR will be submitted to CHA for discussion and finalisation.

SC

At the November 17th meeting it was agreed that the Consortium enter into an agreement with CoPE to provide administrative and logistical support for a two-year period commencing January 1998. It was also agreed that the Child Rights Group Secretariat be established in the Consortium. It will enter into a contractual arrangement with the CHA for specific services and activities to be provided and undertaken by the CHA. The CRG Secretariat will have its own identity and will employ a full-time Programme Officer, who is scheduled to commence work in early 1998.

Children in Armed Conflict Review Group

The Children in Armed Conflict Report Review Group met on November 18th. The outline of the sections to be covered for the report by Ms. Lakmali Cabraal of LHRD and Ms. Premila Seneviratne of SCF were discussed. Suggestions were made as to how best the sections could be formulated.

ID/OS

The Institutional Development and Organisational Strengthening course designed for agencies in the Consortium, was held between the November 18th and 28th. 17 agencies participated in this workshop. The Course was organised by the CHA in collaboration

with Management for Development Foundation (MDF) - South Asia, and funded by Swiss Self-help Support Programme / Intercooperation (SSP-IC).

Mr Niek Bakker, Director, MDF was the Chief Trainer. He was assisted by four Co-Trainers from MDF. WUSC, Redd Barna and LEADS provided the life case studies. The course in general covered the following main topics: Institutional setting; Environmental scanning; Networking; Integrated organisation model; Strategic orientation; Analysing organisational structures; Systems and Processes in organisations; Designing organisational change; Managing organisational change; and Monitoring organisational change.

DNH

The Do No Harm Working Group met on November 26th to update participants on the progress of the follow-up activities of the workshop. Mr. Sornalingam, SLCDF agreed to facilitate the follow-up workshops that would be held in the districts of the North and East. He briefed the Group on his discussions with the Eastern district consortia.

In order to refocus attention on follow-up activities, it was decided that the Consortium send out an assessment form to all participants of the workshop held in June 1997, to elicit views on any follow-ups initiated by them, and criticisms, if any, of the concepts and tools of Do No Harm. The importance of documenting steps, the possibility of targeting constituencies other than consortia and the applicability of the tools were debated. Issues pertaining to agency partnership relations were also discussed.

December

DEP

The second meeting of the Distant Education Programme (DEP) was held on December 1st. The programme discussed the modalities to be included into "catch-up" education, that would include the package, strategy, and avenues to mainstream recipients into formal education structures. It was decided to take into consideration perspectives of the Ministry of Education, the NIE proposal for open schools for persons out of the formal school structures, and the SCF study on non-attendance in Jaffna. The "Literacy Center" concept of the Education Ministry was discussed (It is a five-year programme with UNICEF assistance involving approximately 12,000 children).

In packaging, it was agreed that the psychological status of children, the economic background, physical nutrient levels, geographical situation, questions of implementation, mapping, marketing, and re-streaming should be taken into account. Institutionally, the World Bank loan for upgrading education structures, GTZ, ODA, UNICEF, UNESCO, PI, and World View will be kept in mind.

EF

At the Eastern Forum on December 5th, the Eastern Rehabilitation Organisation (ERO) reported on the Food Stamps issue in Batticaloa. It was mentioned that according to the Director of Planning, Batticaloa, nine out of the 12 divisions in the district were issued Food Stamps each worth Rs. 250/- as of August 97. A total of 84,000 families was in

receipt of these stamps monthly. According to the Director of Planning, Samurdhi proper will be implemented from January 1998 in all divisions. Mr. Martyn of ERO, Batticaloa gave an update on consultations with MSF. An update on the Regional Intermediary Funding Group was given by QPS.

PSF

The Psycho-Social Forum was held on December 16th. Dr. Guss Van Der Veer, Psychologist and Psychotherapist from Netherlands, made a presentation on his experience with child soldiers/combatants from other parts of the world. A case study of a 16-year old ex-combatant was discussed in detail. Dr. Van Der Veer has offered to provide training to the heads of operational agencies working in conflict affected areas in conjunction with FRC. The title of the program will be "Working with Victims of Armed Conflict."

NTG

The Northern Task Group at its meeting on December 17th discussed issues arising from the focal points of shelter, water and sanitation, health, food security and non-food relief items. An update on transport, Jaffna assessment visit, vulnerable groups, number of Hepatitis A cases in the Vanni, and participation of operational CHA members at future NTF meetings were presented. It was decided that a letter stating the ToR's of the NTG, including a question on contribution and commitment of interested organisations be circulated by the Secretariat.

The Chairman, RRAN made a brief presentation on "Reflections and perspectives of 1997". He mentioned that the situation in 'cleared' and 'uncleared' areas were very different due to the lack of control in uncleared areas. As the cleared areas have many actors to look into the needs of the civilians, the importance of working in the uncleared areas was stressed. The current situation in the Vanni in relation to essential goods was mentioned. The Jaffna situation, and the intention to move into the industrial sector in 1998 to improve the economy of the area was also mentioned. The RRAN philosophy is to provide people with an impetus to provide for themselves.

Supplies of Medicines and Food to North and East

The Director General of Health Services convened a meeting on December 24th to discuss the problems faced by agencies involved in the supplies of medicines and food. The meeting was presided by the Hon. Minister of Health & Indigenous Medicines. About 15 agencies and health officials participated in the meeting including UNDP and ICRC. The Hon. Minister listened to the grievances of some agencies on health. He said certain functions were beyond his control. He assured those gathered that he would discuss the issues with the Deputy Minister of Defence.

Landmines

CHA holdings so far include a listing of people affected by landmines in Jaffna from 31st April 1996- 3rd June 1997. At the request of the GoSL, two UN mine action experts conducted the initial survey on landmines in Jaffna. The survey was completed and a working draft for project implementation was submitted to the Government through

RRAN. The document will be available to the Consortium, once it has been approved by the Government.

Partners in Action (PARinAC) - National Focal Point

PARinAC is a programme launched to strengthen the relationship between UNHCR, other UN and international agencies, and NGOs working in response to the needs of refugees, returnees, and displaced persons. UNHCR believes there is a strong need for a comprehensive and co-ordinated effort to ensure an effective humanitarian response in favour of refugees. As such, a plan of action to enhance collaboration between UNHCR and NGOs has been adopted.

PARinAC seeks to build and strengthen local NGOs' capacities to respond to humanitarian needs and seeks Government corporation in supporting PARinAC activities. NGO partners of UNHCR will be part of PARinAC, and implementation of the plan of action will be decided by these partners.

CHA Publications in 1997

Monthly Situation Report Vol. I - Issue 37	January 1997
Monthly Situation Report Vol. I - Issue 38	February 1997
Newsletter Volume II - Issue 1	March / April 1997
Articles of Association	9th May 1997
Compendium of Non-Governmental Agencies and Donors in the East	4th June 1997
Internal Bulletin	June 1997
Newsletter : Vol. II - Issue 2	May / June 1997
Addendum to the Compendium of Non-Governmental Agencies and Donors in the East	July 1997
Internal Bulletin	July 1997
Brochure of the Consortium	July 1997
Consortium Directory	July 1997
Internal Bulletin	August 1997
Newsletter : Volume II - Issue 3	July / August 1997
Internal Bulletin	September 1997
Internal Bulletin	October 1997
Newsletter Vol. II - Issue 4	September / October 1997
Internal Bulletin	November 1997
Internal Bulletin	December 1997
Newsletter Vol. II - Issue 5	November / December 1997

The CHA Annual Report - 1997 is also available for further details on CHA activities in 1997, planned activities for 1998, membership information and an audited statement of accounts.

Annex - 3: Staff Profiles

Executive Director, JEEVAN THIAGARAJAH, has worked in the NGO sector since 1984. He holds an M.A. in South Asian Studies from the School of Oriental & African Studies, University of London. He specializes in Law, Politics and Social Geography of South Asia.

Executive Secretary, ARUMUGAM SHANMUGANATHAN (Shan), functioned as a secretary to the NGOs Consortium on Relief and Rehabilitation since 1st June 1993. He has a wide range of experience, having worked with the Provincial Administration, Royal Ceylon Navy, UNDP, Redd Barna, Sri Lanka, UNV-Domestic Development Services, Regional Secretariat and Save the Children Fund. He has followed and conducted a series of workshops in Disaster Management.

Administration and Finance Officer, JACQUALINE BERNARD, has 10 years of experience in the fields of Finance, Human Resources & Administration in the mercantile sector. She is a B.Com (Special) graduate from the University of Colombo and a finalist of the Chartered Association of Certified Accountants.

Information Analyst, ESHANI RUWANPURA, is a BA(hons) Graduate from Washington College, Maryland and is reading for her MSc finals in Applied Psychology at the University of Colombo and has substantial knowledge of IT packages. She has work experience in the NGO sector.

Information Officer, MALATHI THALGODAPITIYA, has worked since 1993 and has a Diploma in Computer Systems Design & a Higher Diploma in Computer-based Information Systems, both conducted by NIBM. She is currently reading for her Bsc in MIS at the University College, Dublin, affiliated to NIBM. She has editing and administrative experience.

Secretary (Programmes), ACHINI RANASINGHE, commenced her career in 1989 and is a qualified Confidential Secretary, as well as being computer literate. In addition, she has training in Passenger Relations at Air Lanka.

Secretary (General), CHATURI MUTTETUWEGAMA, commenced her career in 1993 in the Hotel trade. Her training has been in Colombo and Geneva.

Office Aide, STANLEY ISAACKZ, has been in employment from 1981 and has all round experience in janitorial and office-aide work.

CHAPTER 4

Key Actors in Response to the Conflict

A number of local and international non-governmental Organizations (NGOs), as well as UN agencies and Consortia, have been established in Sri Lanka in recent times to respond to the varying needs of the population in the areas affected by the on-going conflict. Most of these agencies also work in other areas of the country.

Non-Governmental Organizations

The war in the North and East has resulted in a rather large internally displaced population which increases with every security operation. Most of these people leave their homes with nothing in order to live with friends and relatives, in welfare centres or under trees. The majority of humanitarian agencies have been established to provide basic needs such as shelter material, food, non-food items and water and sanitation, to these people and the people returning to their homes, and to initiate income generation activities.

Using the Methodist Churches circuit throughout the country, the ***Methodist Church*** is involved in the relief, rehabilitation and resettlement of victims of ethnic and political violence. They provide food, shelter and clothing to victims of the ethnic conflict in Valachchenai, Mannar and Murunkan and are involved in the resettlement of refugees in Jaffna, Vannarpannai, Puttur and Thirunagar

Social and Economic Development Centre (SEDEC) was established in 1968 and works to provide relief to refugees and displaced persons in the form of food, shelter material and non-food items. SEDEC is also involved in resettlement and rehabilitation work. SEDEC implements its programmes directly and through 11 regional offices such as HUDEC in Kilinochchi and Mullaitivu, and Valvuthayam in Jaffna and Mannar, or Diocesan centres.

Y-GRO was established in 1975 and is involved in varied relief, rehabilitation and development work and income generating activities in the Jaffna peninsula, and Mannar Island.

FORUT began its work in 1982 and is involved in housing, water and sanitation and distribution of non-food items as well as income generating activities, thrift and credit schemes and vocational training in Jaffna, Vavuniya, Kilinochchi, Puttalam, Anuradhapura, Matale, Hambantota, and Colombo. They work mainly in refugee camps and also focus on the situation of children and women.

Oxfam (UK & Ireland) has been working in Sri Lanka since 1985. Oxfam activities include water and sanitation projects such as bowsering, deepening and cleaning open wells and digging new wells and the construction of communal latrines; distribution of shelter material and non-food items and funding rehabilitation and development projects and operational programmes in Kilinochchi, Mullaitivu, Trincomalee, Batticaloa and Amparai.

Sewa Lanka Foundation was set-up in 1992 and in 1993 initiated its first resettlement programme in Vavuniya and Amparai by providing families with shelter material, agricultural inputs, digging wells, and assisting with school furniture. Sewa Lanka provides emergency relief assistance and shelter material to displaced families, and is involved in rehabilitation programmes and quick impact micro-projects such as rehabilitation of inner roads, construction of pre-schools and sinking of wells. They mainly work in Vavuniya and Trincomalee.

Refugee care, Netherlands (ZOA) is involved in relief, rehabilitation and resettlement of IDPs, specifically housing and sanitation, as well as income generation, vocational training and savings and credit schemes. At present ZOA works in the Eastern districts.

Sarvodaya, with assistance from UNHCR, has initiated micro-projects such as palmyrah training, income generation activities, fisheries and agriculture for displaced persons and returnees, islandwide.

Adventist Development and Relief Agency (ADRA) was established in Sri Lanka in 1981 and since then has conducted various development and relief programmes with the objective of improving the living conditions of the destitute and displaced, by promoting self-help activities among them. ADRA is also involved in water & sanitation, health education, housing and income-generation programmes in the districts of Anuradhapura, Nuwara Eliya, Colombo, Gampaha, Puttalam, Vavuniya, Kegalle, Kurunegala, Trincomalee and Kandy.

Lanka Evangelical Alliance Development Service (LEADS), like most organizations is involved in more than one aspect of humanitarian aid. LEADS provides relief aid in the form of temporary housing (rethatching in Jaffna), dry rations (in Jaffna, Mannar and to 130 families in Valachchenai) to victims of man-made and natural disasters, and runs education and water sanitation programmes. It also conducts income generation activities which include assisting the self-employment of 161 families in Jaffna, sewing classes in Valachchenai, training programmes in cost effective technology in Vavuniya and Valachchenai, and training programmes in participatory learning action in Jaffna, Vavuniya, Trincomalee and Valachchenai. LEADS also runs the ESCAPE (Eradicating Sexual Child Abuse, Prostitution and Exploitation) programme for traumatized children; Drug rehabilitation programmes and programmes for the disabled.

While most agencies were set up to provide assistance for relief and rehabilitation in general, other agencies chose to focus on specific issues such as health, food production, children etc.

Medicins Sans Frontieres of France (MSF(F)) was established in Sri Lanka in 1987 and ***Medicins Sans Frontieres of Holland (MSF(H))*** in 1994, so as to provide medical and surgical assistance in the Northern and Eastern districts. MSF supplements the staff of the Government base and general hospitals and Peripheral Units in Mannar, Vavuniya, Point Pedro, Batticaloa and Mallavi, where there is a lack of medical personnel, by appointing specialized doctors and nurses. MSF staff also works in the Madhu, Palampiddy and Mullikulam welfare centres and provides medical assistance to the displaced population, refugees and civilians affected by the conflict.

Before the onset of the conflict, a major portion of the population in the now conflict areas were involved in farming. Due to the conflict much of the farmlands have been destroyed and many farmers displaced. There has been a marked drop in the acreage of land under cultivation. Agencies such as CARE International and Action Contre la Faim (ACF), set-up in 1950 and 1996 respectively, focus on food production.

In addition to rehabilitation projects in the North and East, ***CARE*** has initiated Integrated Pest Management projects and Seeds Industry Development projects as well as the rehabilitation of minor tanks, as steps to encourage the food production in the conflict areas of Batticaloa, Mallavi and Jaffna. Most of these projects are implemented through partners: about 60 in all locations.

ACF has started agricultural projects to provide agricultural inputs and training in five District Secretariat (DS) divisions in Trincomalee district and will expand its activities to include water supply and nutrition. ACF also hopes to work in Jaffna.

Organizations have also been set up to respond to the needs of the group identified as the most vulnerable: the children.

Redd Barna (Save the Children, Norway) was set up in Sri Lanka in 1974. They focus on creating a better life and better future for vulnerable children, and thus supports psycho-social rehabilitation of children in emergencies through the Child Development project in Thadaham; Pre-School Development in Jaffna through HUDEC and Pre-schools in conflict areas of Mullaitivu. Redd Barna is a member of the Save the Children Alliance.

The ***Christian Children's Fund of Canada (CCFC)*** was established in 1977 and currently supports over twenty sponsorship and non-sponsorship projects in Sri Lanka. CCFC's sponsorship projects in Sri Lanka typically begin with children at the pre-school level. Children are selected from their communities based on the economic necessity and provided with supplementary nutrition, health care education and recreational activities. CCFC also works with the

children's parents to encourage the formation of savings groups and income generation activities. All of CCFC's projects are implemented through local partner NGOs and institutions. In Mullaitivu and Kilinochchi districts they provide ongoing assistance to partners for the provision of basic necessities and educational classes to needy children and their families. In the Jaffna district, in addition to assisting partners in the provision of basic necessities and education, CCFC also provides assistance to educational institutions such as St John's College and Chundikuli Girls College, for the provision of meals, uniforms and hostel facilities to students. CCFC assists in the provision of meals to the Nuffield School for the Deaf and Blind, Kaithadi.

Save the Children, UK (SCF) was established in Sri Lanka in 1979. In the Jaffna area, SCF activities are divided into three main sectors: Relief, Community Development and Child Rights/Policy Development. Relief programmes involve conducting a district risk mapping to determine the situation of children so that appropriate interventions can be identified and implemented; and the provision of non-food relief items to vulnerable families and returnees, particularly those with children arriving from the Vanni, since 1997. Four Community development projects have been identified in Colombuthurai, two of which are the provision of basic items to pre-schools and the formation of children's clubs. SCF also provides sports equipment and musical instruments to 40 primary schools selected from those identified by UNICEF for training in the identification of psycho-social problems of children. Together with UNICEF, SCF conducts surveys as to the causes of children not attending school. SCF also works in Mannar and Trincomalee. SCF is a member of the Save the Children Alliance.

Plan International started its work in Sri Lanka in 1981. It is involved in child-focused community development in the areas of health, education, environment, economic stability, youth activities and children's clubs, and supports the sponsorship of 22,000 children in Sri Lanka by foster parents in 10 donor countries. Plan International works in the districts of Kandy, Badulla, Kurunegala, Moneragala, Hambantota, Gampaha, Colombo and Puttalam.

Acting as the main funding source, ***Sri Lanka Churches Child Care Association (SLCCCA)***, set-up in 1974, supports 9000 children in 152 church-based projects, islandwide. In all, SLCCCA runs 30 homes, 28 day care centres, 81 nutritional feeding centres and 2 vocational training centres islandwide. It also conducts evening classes for refugee children, and teacher training as part of their pre-school programme.

World Vision Lanka (WVL) conducts child-centred community development programmes which address the immediate and urgent needs of children by helping the families and community equip themselves to increase their capabilities of managing without outside assistance. The programmes involve schooling, nutritional supplements, clothing, health care, hygiene education, clean water, toilets, improved housing and agriculture, animal husbandry,

vocational training, income generating and leadership training activities. WVL also provides relief and rehabilitation assistance to victims of natural and man-made disasters. WVL works in Colombo, Kandy, Negombo, Anuradhapura, Lunugamvehera, Embilipitiya, Thanamalvila and Batticaloa.

NGOs like the Family Rehabilitation Centre (FRC), Survivors Associated and the National Council of YMCAs (NCYMCA) focus on the psychological rehabilitation of victims of war.

FRC was set-up in 1992 and works with victims of war-related trauma. They provide medical assistance, skills training and educational assistance for victims of torture, assistance to victims of armed conflict and play activities for children exposed to armed conflict.

Survivors' Associated was established in 1996 and is involved in the care of survivors of war with regard to mental health and the socio-economic rehabilitation of families of the deceased, disappeared and tortured due to the conflict. They conduct stress management programmes for care-givers of traumatized children and empowerment programmes for widows of war.

The ***National Council of YMCA***s, through their partners in the local YMCAs, conducts programmes for those affected by war and violence. NCYMCA also conducts Peace Reconciliation and Reconstruction programmes.

Some organizations, like Helvetas and Self-help Support Programme - Intercooperation, provide financial and institutional support to other organizations.

Helvetas provides financial, consultation and technical assistance for projects and programmes, and management support to local partner organizations in eight provinces, except the North. These partner organizations are involved in organic farming, integrated rehabilitation and development programmes, education and cultural activities, as well as rural infrastructure projects.

Self-help Support Programme - Inter-Cooperation (SSP-IC) provides financial support to activities of partner organizations, with a focus on savings and credit schemes and the development of self-help groups; organizational development to strengthen the capacities of partners in strategic planning, organization of work, monitoring, accounting and financial management; and enhancing local knowledge in the above by facilitating training, sharing of skills and expertise and promoting participatory methodologies. SSP-IC works to strengthen the capacity of Sri Lankan organizations by supporting self-help oriented poverty alleviation programmes in the dry zone.

Unlike the above mentioned organizations, the Institute of Human Rights is involved in the provision of legal aid.

The ***Institute of Human Rights (IHR)*** provides legal assistance to detainees, and legal advice on labour, environmental, child, consumer and gender issues. IHR also conducts legal literacy programmes on radio, and para-legal workshops. They also give aid for income support to released detainees in the Eastern districts; grants to orphans, destitute and disabled children; and provide medical rehabilitation for victims of conflict such as medical outreach projects for disabled ex-servicemen. Trauma rehabilitation projects are also being programmed.

The work undertaken by the following agencies cannot be categorised under the above mentioned areas, but their work, nevertheless, is invaluable.

Intermediate Technology Development Group (ITDG) was established in 1989 and focuses mainly on 'appropriate technology'. Broadly, ITDG works in four programme areas: disaster mitigation, household energy, rural transport and agro-processing. Its activities include training programmes in food processing; power generation; networking on alternative energy sources, and research and advocacy on disaster mitigation.

Voluntary Services Organization (VSO) provides long-term practical assistance in the form of volunteers (qualified and skilled men and women from Europe and Canada) willing to work on local terms and conditions for period up to two years, in jobs for which local staff are not available. VSO has 48 volunteers involved in employment and self-employment training, in-service teacher training, working with people with learning disabilities and mental health needs, and the institutional strengthening of local NGOs.

The ***All Ceylon Hindu Congress (ACHC)*** assists the displaced in the North and East in cash and kind. In addition, they provide religious and educational services by conducting lectures and other activities to encourage religious following, publishing of a quarterly journal which carries articles of religious and cultural importance, and holding seminars on Hindu culture and religion. ACHC renovated and opened the Ratmalana Hindu College hostel to poor student, free of charge.

World University Services of Canada's ***(WUSC)*** main goal is to support employment-oriented and gender-sensitive vocational training projects. Thus, their Project for Rehabilitation through Education and Training (PRET) is aimed at supporting affected women and youth in Amparai, Batticaloa, Badulla, Hambantota, Matara, Moneragala and Trincomalee, through appropriate employment-oriented vocational training.

UN Agencies

The Common UN approach on Humanitarian situation in Sri Lanka
The UN in Sri Lanka supports and complements the efforts of the Government and NGOs in providing humanitarian assistance to the affected population.

United Nations High Commission for Refugees (UNHCR)
In 1983, thousands of Sri Lankan Tamils fled to the Indian state of Tamil Nadu, where the number of refugees reached up to 210,000 persons at the height of the crisis[10]. A large wave of refugees returned to Sri Lanka in 1987, and UNHCR responded to a request by the Government to assist in the voluntary repatriation and reintegration process. But the sudden resumption of the war in mid-1990 provoked a renewed exodus to Tamil Nadu, followed by a second progressive return from 1992 to 1995, monitored by UNHCR, during which time over 54,000 refugees returned[11]. The failure of the negotiation process in early 1995 and the following resumption of hostilities have affected the process of return to this date. Though initial emphasis of the UNHCR programme was very much on the assistance to returnees, there was subsequently an attempt by the agency to examine possible strategies to prevent, or at least minimize, the effects of involuntary displacement.

UNHCR assistance programmes in Sri Lanka seek to support the efforts of the Government in facilitating the reintegration and rehabilitation of returnees and IDPs. During 1997 this assistance included:

- The operation of "Open Relief Centres"(ORCs) in Mannar district, intended to provide displaced persons with an alternative to refugee flight.

- The provision of emergency relief items and logistic and material assistance to returnees and IDPs returning to their home villages.

- The promotion of rehabilitation and community-building through small- scale community based projects called "micro-projects" in areas of return.

United Nations Children's Fund (UNICEF)
UNICEF has been providing assistance to Sri Lanka since 1950, but was formally established in Sri Lanka in 1973

UNICEF has implemented a programme of assistance[12] aimed at supporting the Government achieve its commitment to the CRC. The agency's involvement has included the provision of medical equipment and supplies for Mother and Child Health (MCH) centres, ambulances to improve referral processes, and cold chain equipment. UNICEF facilitated the training of 500 auxiliary health workers, repaired and built wells and latrines, and in the last three years the agency has worked with the Government,

[10] UNHCR programme in Sri Lanka, information note, 1995
[11] As at mid 1997 there were around 100,000 Sri Lankan living in Tamil Nadu, around 65,000 of them in 133 camps.
[12] A programme of special assistance for the children and women affected by conflict in Sri Lanka, 1998 – 1999, Colombo, 1997.

NGOs, Rotary Clubs and local groups to conduct National Immunisation Days throughout the country to eradicate Polio. In the North and East UNICEF successfully negotiated days of tranquillity with both parties to the armed conflict during these immunisation campaigns.

UNICEF has now appealed for funding for a further two-year programme of action to address problems faced by children and women through relief and rehabilitation activities. These activities will include interventions in basic services, mainly health, nutrition drinking water and sanitation, education and special protection measures for the most vulnerable children. Monitoring at field level, especially in areas outside the control of the Government, will be strengthened through the services of two international staff supported by national officers.

In its new programme, UNICEF intends to improve the primary health care services, especially immunization, control of the diarrhoeal diseases, care of the new born and maternal health. The agency will monitor growth of children, promote a primary health care approach to prevent malnutrition, and help reduce the incidence of Malaria in children. In the water and sanitation sector, UNICEF will continue to improve access to safe drinking water and improve sanitation. Assistance to the education sector is directed at improving school attendance among displaced children and creating a better learning environment. Other work include mine awareness programme in Jaffna, community based rehabilitation of disabled children and a trauma- related programmes, and the prevention of children being institutionalised whenever possible.

World Food Programme (WFP)

In 1997, WFP continued to provided food rations to around 50,000 persons, amounting to 33% of all IDPs in camps, and about 6.5% of the total affected and displaced population receiving food rations from the Government[13].

WFP food rations are currently provided to IDPs in 173 camps located in the three conflict-bordering districts of Anuradhapura, Polonnaruwa and Puttalam. IDPs in these camps are very poor, with 98% of these families with an income of US$ 1 or less per day per family. The majority (86%) of the people WFP assists have been living in camps for over 7 years.

The objective of the WFP programme is to ensure access of displaced persons to an adequate diet, and to contribute to the restoration of some degree of self-reliance while supporting viable relocation/resettlement efforts. The programme includes the provision of WFP food commodities (rice, pulses and sugar), supplemented by Government provision of coconut oil. WFP advocates towards having women adequately represented in coordinating and management committees for both food assistance and income generating activities, and assurance that women are able to personally collect food rations.

[13] WFP assistance to IDPs in Sri Lanka, Pro Sri 5346.04, 1997

United Nations Development Programme (UNDP)

UNDP was established in Sri Lanka 1967. UNDP activities in the North[14] (Jaffna) are an integral part of the Government's overall Resettlement and Rehabilitation Programme for the North, and are implemented in close collaboration with the RRAN and the GA in Jaffna, as well as with other UN agencies and local partners. In the East, UNDP is integrating its support with the local government authorities , local NGOs and other civil society organisations, and bilateral donors. The constantly changing security situation is however a key constraining factor on UNDP's ability to provide support to the conflict-affected population. The following strategy and activities are initiated or planned:

- National strategic planning and co-ordination: UNDP initiated its support to RRAN in 1996 as the national co-ordinating body for all assistance to the North, to improve its capacity to plan and co-ordinate international assistance initially to the Jaffna peninsula. The support is being accelerated and boosted by TRAC 1.1.3 funding for further strengthening of its capacity, an to prepare a strategic medium-term plan for resettlement, rehabilitation and development of the North.

- Rehabilitation programme for Jaffna and local capacity building : With UNDP support, RRAN has developed, in close collaboration with the GA in Jaffna, and local government and non-government institutions, a set of small and medium-scale rehabilitation projects. UNDP has recently approved a Programme Support Document (PSD) for funding a selected number of activities which promote employment and skills development, poverty reduction, local government capacity building, environmental protection and the advancement of women. In a cost-sharing arrangement with USAID and AusAID, UNDP will be re-equipping Jaffna Technical College.

- Logistic Support Centre, and service to donors : In order to operate in an environment without easy access and communication, and to support resettlement and rehabilitation activities of UNDP, other UN agencies and bilateral donors, UNDP has established a UN Logistic Support Centre in Jaffna. The Centre provides accommodation, transport, communication and liaison services for UN Agency and donor missions to the peninsula. In addition a joint UN Office is being established. A UNDP/UNOPS[15] programme management unit based in Jaffna will ensure speedy programme delivery in close collaboration with the local administration in Jaffna.

- Resettlement, re-integration and Mine Action Programme : An increasing number of IDPs are returning to the peninsula, and more refugees may also return when the situation stabilises. UNDP is part of a joint UN programme (with UNHCR, UNICEF, WFP, UNFPA and FAO) to support a Resettlement Programme, initially in selected areas of the peninsula, to be expanded as the need and opportunities arise. TRAC 1.1.3 funding has been approved for UNDP support to a Mine Action Programme in the resettlement areas, and for support to the social and economic re-integration of the resettled population including renovation of key economic

[14] UNDP Programme outline, November 1997
[15] UN Office for Project Services

infrastructure and promoting income generating activities and credit programmes, UNDP also supports the loal capacity to manage the resettlement programmes. The Mine Action Programme will be crucial for the success of the resettlement programme, and will require additionall funding from TRAC 1.1.3, and donor cost-sharing.

- Socio-economic re-integration in the East: UNDP's support will initially involve a project in the District of Batticaloa which will facilitate needs assessment, planning and project implementation at the divisional and local level, in close partnership with CBOs. Needs identified by the community for socio-economic integration are to be addressed, and limited funding for implementation will be made available by UNDP. This project will complement and supplement the present Integrated Rural Development Programme supported by Norway (NORAD).

- Support to UN Co-ordination and Humanitarian Advisor : UNDP plays a crucial role in support to the UN Resident Co-ordinator system, and especially in his role as UN Humanitarian Co-ordinator, in order to collect information about and analyse the humanitarian situation, and to co-ordinate and liaise with all the UN humanitarian agencies, international humanitarian NGOs, ICRC and relevant government bodies. UNDP has therefore cost-shared with several donors the post of a Humanitarian Advisor since 1994. The Humanitarian Advisor is instrumental in providing support to the UN Resident Co-ordinator and the UN ETF, providing information and advice to donors, and assisting in solving issues of humanitarian access. UNDP also monitors situation in other areas: Mannar, Vavuniya, Puttlam, Anuradhapura, Amparai districts, in order to identify programmatic opportunities.

UNDP is now contributing to the rehabilitation process in Jaffna through the activities the North and East of the country. Activities are concentrated in the provision of humanitarian assistance, but play a key role in the Jaffna peninsula in facilitating the resettlement of returning communities and rehabilitation.

Food and Agriculture Organisation (FAO)

In 1997, thanks to pledges from the UK and Norwegian Governments, FAO and the GoSL were able to assist over 2,000 farm families who resettled in different areas of the Peninsula, through the supply of water pumps, hand tools, seed, fruit tree seedlings and limited quantities of fertilizers. In addition hand tools were distributed to over 24,000 farmers and farm labourers.

FAO has also identified 11 potential projects[16] for the Peninsula: to support returning farming families, fishermen's cooperatives, the support to artisanal processing of milk, rehabilitation of the livestock, etc.

FAO is also about to start a programme of technical assistance to humanitarian programmes targeting conflict-affected farmers in the Northern regional. Two UN Volunteers will be fielded for this programme, one in the Vanni, and one in the Jaffna peninsula.

[16] FAO-Sri Lanka: Assessment of needs for conflict affected farmers, October 1997.

Volunteers will be fielded for this programme, one in the Vanni, and one in the Jaffna peninsula.

United Nations Population Fund (UNFPA)
UNFPA's programme for IDPs and other persons affected by the conflict focuses on the support and provision of reproductive health services. The agency's main implementing partner is the Family Health Bureau, which belongs to the Ministry of Health, and has responsibility for the delivery of services in maternal and child health, and reproductive health.

UNFPA supports the inclusion of reproductive health in the education training of health workers, adolescent health and the provision of contraceptive material.

World Health Organisations (WHO)
The operational involvement of WHO in the conflict areas is limited at this point. However, the agency acts as a technical resource to the United Nations Emergency Task Force (UNETF). WHO's on-going working relationship with the Ministry of Health provides the agency with an opportunity to position itself in relation to advocacy

International Committee of the Red Cross (ICRC)

ICRC was established in Sri Lanka in 1989 and since then has been involved in the dissemination of international humanitarian rules and humanitarian activities such as protection of detainees and food convoys, assistance to the civilian population and acts as a neutral intermediary whenever required. ICRC is also involved in relief assistance to displaced persons; and the maintenance, chlorinating and cleaning of wells. ICRC conducts periodic epidemiological surveys in welfare camps and nutritional surveys in camps and houses. Since 1991, ICRC, with the concurrence of the Ministry of Health and the cooperation of the Sri Lanka Red Cross, runs mobile health teams (MHT) in areas where the Government finds it difficult to provide adequate health structures and services. At present ICRC runs 8 MHTs and 25 Primary health Care Centres in the Northern, North Central and Eastern Provinces. Under ICRC's 1997 Agro-programme, a small-scale seed distribution programme was carried out in Batticaloa, Amparai and Trincomalee.

Consortium of Humanitarian Agencies

The Consortium of Humanitarian Agencies is an association of humanitarian agencies working in conflict areas and areas affected by conflict. It was established in 1997 to foster links between members and other parties, including district consortia, UN agencies and Government institutions. At the end of 1997, the Consortium had 29 members and 10 Observers (see annexe-3 for full listing of membership). The Consortium assists members in developing a common position and taking collective action by providing a forum for members to meet and interact with non-member agencies working in conflict areas; promotes and facilitates strategic inter-agency

initiatives and proactive programme coordination among members so as to avoid duplication; and will liaise and intervene with international organizations and other bodies on behalf of its members. The Consortium schedules periodic sectoral, geographical or issue-based task forces for members and non-members. It also provides an information service on specific indicators and facilitates the exchange of information among agencies.

District Consortia

Many district-based consortia have been established in the districts affected by the conflict to deal with the provision of humanitarian aid on a micro-scale.

Eastern Province District Consortia

The ***Amparai District NGO Consortium*** comprising district-based organizations, was set up with the objective of bringing about greater coordination among NGOs functioning in the district, to avoid duplication of projects, to plan out area development, to exchange information and ideas and to bring about greater understanding and unity among ethnic groups.

The ***Eastern Rehabilitation Organization (ERO)*** is a conglomerate of 19 NGOs in the Batticaloa district. It was inaugurated in 1984 to deal with the influx of displaced persons to the district as a result of the countrywide violence which broke out in 1983. Its projects include low cost housing; assistance to farmers, fishermen, artisans, widows, underprivileged university students and detainees; vocational training of widows and youth, remedial teaching classes in backward areas; refugee care in welfare centres; repairs to houses damaged by the conflict; integrated development programmes for selected backward villages; social mobilization programmes; training of NGO personnel in project formulation and implementation; and play activity programme for children of affected families. The ERO works in close cooperation with Government institutions and other agencies.

Since all NGOs engaged in relief and rehabilitation work in Batticaloa could not be enrolled in the ERO, a forum of all NGOs involved in social work was formed. In April 1997, the ***Batticaloa District NGO Forum*** was inaugurated and comprises to date 36 member NGOs, which include members of the ERO and the Consortium of NGOs as well. The Forum addresses immediate issues such as the security restrictions imposed on NGOs working in the district and holding discussions with UNDP officials on the proposed project to provide support to vulnerable groups in the district. The Forum is also pursuing the setting up of intermediary or core groups to interact with funding organizations on behalf of NGOs.

In addition to these there is the Consortium of NGOs, Batticaloa and the Steering Committee of NGOs, Trincomalee District which coordinates the activities of all NGOs, both local and international, in the Trincomalee district.

Northern Province District Consortia

Likewise, in the Northern Province, there is the Council of NGOs in Jaffna, Mannar NGOs Coordinating Organization (MANCO) in Mannar, Vavuniya NGOs Coordinating Organization (VANCO) in Vavuniya and the Council of NGOs Kilinochchi District.

Vavuniya NGOs Coordinating Organization (VANCO) was formed in August 1995, to study the problems faced by affected persons and propose solutions, to collect information for rehabilitation and reconstruction, to make representations on behalf of the affected people and to assist member organization in implementing projects without duplication. VANCO has 18 member NGOs: local and international.

The Council of NGOs, Kilinochchi District was inaugurated in 1991 and has 24 local and international organizations as members.

Peace Groups

The ***National Peace Council (NPC)*** was inaugurated in 1995, as a result of the National Peace Conference in November 1994.

It's programme work involves peace education, networking of peace organizations and activists and facilitating consultation, advocacy and informal diplomacy.

With regard to peace education, the NPC puts out a newsletter, publishes feature articles in the press and issues statements to the media on topics of national significance. They also conduct workshops at grassroot level for community leaders and peace activists. These workshops teach participants conflict resolution, experience sharing how to evaluate the peace process and formulate strategies for sharing this knowledge with others. Multi-media campaigns using television, radio, newspapers and posters are also used for large scale peace education, such as the campaign on the theme "Don't wage war on my behalf".

Networking of peace organizations is done through large-scale peace events such as the all night peace rally in 1996 which addressed the three issues of bringing about an end to the war and culture of violence, demanding peaceful dialogue and negotiations between all parties, and redirecting expenditure from defense to development. Peace marches are organized nationwide. The most recent event was the National Peace Convention in early January 1998. The theme of the convention was "Don't wage war on our behalf" with the aim of bringing together people of different occupations and ethnic groups across the country. The convention was attended by 1700 delegates and was broadcast nationally. A resolution was passed at the convention calling for an immediate end to the war, negotiations and a restructuring of the State. Goodwill messages were received from the President, the leader of the opposition and the international office of the LTTE.

Facilitating consultation, advocacy and informal diplomacy involves working with groups of parliamentarians through workshops and exposure programmes.

Quaker Peace and Service (QPS) focuses on peace-building. QPS, established in 1986, provides non-funding support to local NGOs working across communities and to local peace organizations. QPS provides training in non-violent conflict resolution.

QPS supports the people's initiatives in peace building and cross-community work. In this regard, meetings were held in Galle, with local NGOs and about 20 community leaders to talk about proposals for creating 'Peace Teams' to become involved in local conflict resolution (family and village) and eventually to respond to community conflict situations; with border village cross-community NGOs in Polonnaruwa and Ampara; in Akkraipattu, Ampara with Muslim and Tamil community leaders moving towards the possible formation of a Peace Committee; and in Colombo, adding peace dimensions to proposals for new work. QPS distributed books and resources in Sinhala, Tamil and English on Non Violent Conflict Resolution; conducted workshops on Ethnic issues in Kandy and facilitated three people from the Batticaloa Non Violence Support Group to go to South Africa for a three month training programme in 'Responding to Conflict.'

QPS has been involved in counseling and rehabilitation of people affected by the conflicts in Sri Lanka, and support the development of other organizations in this field. Currently they have one counseling training of 10 people.

QPS works mainly in the East.

Other peace groups include Mirje, Vibhavi, the Centre for Society and Religion, Mandru, Marga, Insha, Samadipa and Samaseveya.

Government Organisations and Systems Evolved to meet the Situation

Resettlement and Rehabilitation Authority of the North

The RRAN was established under the directive of the President on 4th January 1996. Since then, all functions and powers with respect to the North, which had previously been handled by the Ministry of Shipping, Ports, Rehabilitation and Reconstruction, have been handled by the RRAN.

The RRAN is the central coordinating agency for resettlement and rehabilitation of the North. It coordinates with the relevant ministries, departments, statutory bodies and the North-East Provincial Council but has no ties to any ministry or government institution except to the Presidential Secretariat to which it is subordinate.

The main functions of the RRAN are:

a) to assist the resettlement of displaced persons in the Northern Province;
b) to assist in the rehabilitation of displaced persons in the Northern Province;
c) to assist in the repair, reconstruction or rehabilitation of dwelling houses of displaced persons in the Northern Province;

d) to assist in the re-commencement of economic or commercial activities in the Northern Province disrupted by armed conflict and the breakdown of law and order;
e) to assist in the repair, reconstruction or rehabilitation of places of religious worship and places of cultural or social activity in the Northern Province, damaged, destroyed or otherwise affected by armed conflict and the breakdown of law and order;
f) to assist in the restoration, rehabilitation or reconstruction of public utilities and civic amenities in, and the socio-economic infrastructure of the Northern Province disrupted or destroyed by armed conflict and the breakdown of law and order;
g) to assist in the restoration, rehabilitation or reconstruction of public buildings in the Northern Province damaged, destroyed or otherwise affected by armed conflict and the breakdown of law and order;
h) to assist in the recommencement of the functioning of public bodies in the Northern Province, the functioning of which have been affected by armed conflict and the breakdown of law and order;
i) to assist relevant public bodies and social service organizations to do any other thing necessary for the restoration of normal civilian life in the Northern Province.

RRAN is mandated to supplement limited government funds with contributions from donors for the restitution of the North to normalcy. As such RRAN assists potential donors in obtaining clearance for travel, establishing contacts and makes sure that donor activities do not overlap. Prospective donors are expected to keep RRAN informed of their planned activities.

The RRAN has developed a Resettlement and Development Plan, Project Development Plan and Resettlement Plan.

Resettlement and Development Plan
Starting with Jaffna, the RRAN has prepared a master plan for the resettlement, rehabilitation and development of the North.

Project Development Plan
RRAN developed 34 project proposals for rehabilitation covering the areas of Assistance to Resettlement, Agriculture, Animal Husbandry, Fisheries and Aquaculture, Handicrafts and Cottage Industry, Transport, Roads, Trade and Commerce, Health and Sanitation, Education and Human Resource Development. These were submitted to the donor community via the External Resource Department of the Finance Ministry for funding. Implementation of these projects are to be handled by the local government and the NGOs in Jaffna. RRAN will assist in the coordination of project formulation, prioritization and fundraising.

Resettlement Plan
RRAN has prepared a resettlement proposal to assist in the resettlement of the people returning to Jaffna, in their homes which had previously been located in security areas. Various agencies have begun providing assistance already.

Rehabilitation of Persons, Properties and Industries Authority
The RePPIA, was established under Emergency Regulations in 1983, to carry out rehabilitation and reconstruction of affected properties, industries and business as a result of the violence in July 1983. In 1987, RePPIA was established by an Act of Parliament No. 29 of 1987.

RePPIA is a statutory institution falling within the purview of the Ministry of Ports, Development, Rehabilitation and Reconstruction. The Board of Directors of RePPIA is appointed by the Minister of the above mentioned ministry.

Its statutory functions are:

a) to assist in the rehabilitation of affected persons by way of outright grant or any such other means as may be deemed necessary by RePPIA;
b) to assist the owner of any affected property to repair and restore such property;
c) to assist the tenant of any affected property to repair and restore such property;
d) to order the demolition and removal of any affected property which consists of a building or structure;
e) to assist the proprietors of any affected industry or business, to rehabilitate such industry or business, subject to such reasonable conditions as may be agreed upon by RePPIA and to assist such a proprietor in securing the repayment of any expenditure incurred out of the Fund for such rehabilitation;

The other functions of RePPIA are:

a) payment of compensation to Public Servants/General public for damages caused to property;
b) payment of compensation to damages caused to places of worship;
c) payment of compensation for death and injury;
d) payment of compensation for death and injury of/to VIPs/VVIPs;
e) payment of compensation for damaged private buildings used for government purposes;
f) payment of compensation for damaged private vehicles used for government purposes;
g) granting of loans to rehabilitate and reconstruct damaged houses/ business premises/ industries;
h) payment of Settling-in allowances, Productive Enterprises grants and Housing grants;
i) implementation of Marriage Prosperity Allowance scheme.

The ***Commissioner General of Essential Services (CGES)*** is another government body set up to respond to the needs of the displaced persons due to the conflict, and is in charge of providing dry rations to internally displaced persons (IDPs); transportation of IDPs from Mannar and Trincomalee to Jaffna, and non-food items to and from Colombo, Kankasanthurai and the Vanni.

Ministry of Defense (MoD) Procedures for Transport of Essential Goods and Travel

Transportation of Essential goods

The MoD procedure for obtaining permits for the transportation of essential goods and relief items, has changed little over the years.

Any agency wishing to transport goods to the North, must first send a letter of intent/application stating the areas to which the goods are being transported; the purpose for transporting the goods; justification of the need; the target group and the number in the target group, along with a brief introduction of the need/problem. This letter is addressed to the Colombo Coordinating Officer of the MoD and is directed to him through the Commissioner General of Essential Services (CGES). After being endorsed by the CGES, the application is forwarded to the MoD. MoD reviews the application, taking into consideration figures of displaced persons supplied by the Government Agents in the districts. An approval of the application or an amendment to the application is sent to the CGES, who informs the applying agency. This process takes approximately 2 to 3 weeks.

The transportation of the following items are restricted to the Northern province other then Vavuniya UC limits of Vavuniya district, Mannar Island and the islands of Karainagar, Elauvativu, Analativu, Nainativu, Kayts, Mandativu and Pungadativu of the Jaffna district:

1. Arms and Ammunition
2. Explosives and Pyrotechnics
3. Remote Control Devices
4. Helmets (other than motor cycle helmets)
5. Binoculars
6. Telescopes
7. Compasses
8. Cloth similar to those worn by the Security Forces
9. Iron and Iron rods
10. Oxygen and Welding equipment
11. Barbed wire
12. Wire cutters
13. Inflammable material except kerosene
14. Camphor (other than in tablet form for religious purposes)
15. Urea
16. Penlight batteries
17. Lead and Lead items
18. Petrol and Diesel
19. Electrical and Electronic equipment
20. Cement
21. Motor vehicle spare parts

The transportation of the following items are restricted to the Eastern province

1. Arms and Ammunition

2. Explosives and Pyrotechnics

Travel
If people wish to travel to the Northern Province, they must first forward an application to the MoD 72 hours before departure, giving details of the person traveling, organization, route being taken, purpose of journey, dates, vehicle details etc.. If both the people and the vehicle is approved by the MoD, then they may proceed.

The Armed Forces

The Sri Lankan Armed Forces have moved from a largely ceremonial force in post-independence Ceylon, to become a dominant spectre in Sri Lankan society, much of which has been as a result of the two Southern insurrections (1971 and 1988) and the North-East militant movements. Substantial investments have been made in respect of manpower, military hardware and technology, resources and skills, to professionalise the work of the Armed Forces in a conflict consuming much of its attention.

The Militant Groups

The 1977 racial riots and the lack of progress on parliamentary ethnic reforms motivated many impressionable young Tamil men to turn to militancy by the late '70s and many Tamil militant groups emerged during this time. In 1979 the Prevention of Terrorism Act (PTA) was first enacted as a temporary measure, and then made permanent law in1982. The militant movements became fractured in 1980 with the split between Prabhakaran and Uma Maheswara. The latter went on to found the PLOTE (Peoples Liberation Organization of Tamil Eelam) and the former the LTTE.

The July 1983 riots saw many new recruits pour into the militant movements. Ruthless anti-terrorist tactics employed in the Eastern Province in 1984 found a large number of Eastern province youths joining the militancy. Revenge, anger and utter helplessness were the leading motives.

During 1984 a Citizens' Committee was formed in Jaffna, to fill the gap left behind by the self-exiled MPs. The Committee was mainly made up of people of standing and were independent of the militant groups. To them fell the task of collecting information on army atrocities and making representations to the army and the government. One of the tasks performed by them was to make representations on behalf of the numerous youths who were being detained.

By June 1985, the militants had reached a dominant position in the Jaffna peninsula. Sri Lankan troops were confined to barracks. Militarily the Tamil Eelam Liberation Organisation (TELO) had come to rival the LTTE. The PLOTE was well trained and armed but claimed that it was building up for an uprising rather than for military action. The first blow to the mood of optimism which followed the ceasefire resulted from the murder of Mr. C. Anandarajan, a leading member of the Citizens' Committee, by the

LTTE. The charge against him was of having organized a cricket match of Jaffna schools versus the Sri Lanka Army.

Jaffna, after the June 1985 cease-fire, was the prevalence of extortion and often very brutal robberies. Peoples' houses were broken into by armed men, and after beating and sometimes torture, their jewellery and other valuables were taken away. Dissent from individuals was tolerated provided this was not articulated through mass movements or other militant groups.

LTTE - 1987

The LTTE ideology relies on the most instinctive, emotional aspects of ethnic loyalties so as to advance the cause of their movement. The structure of the LTTE is complex and multifaceted. As well as a military wing, the LTTE also has a political section with social, economic, educational and cultural organizations and civil administration units and a law and order system. In addition, the LTTE has international networks operating in several world capitals. This overseas support structure is relied on for fund-raising, weapons procurement and propaganda activities.

By December 1986 the LTTE was the dominant militant group having alienated and disbanded the other militant groups. Its military task was now much heavier, and it faced a severe man power shortage. Under these circumstances the LTTE was encouraging recruits even in their early teens. By mid-1987 girls too were being trained for a military role.

In late1986, the LTTE announced that it was taking over the civil administration of Jaffna from 1st January 1987. In early January, Prabhkaran moved back to Jaffna after several years in India. The LTTE went ahead with levying taxes, organizing rural courts, vigilante committees and bodies such as cultural and development committees as well as running schools, hospitals and the Police force.

The movement of displaced people from Jaffna was closely controlled by the LTTE. In 1990, the LTTE introduced a system whereby civilians wanting to leave areas under LTTE control had to obtain a travel pass. Such passes were issued under strict conditions - such as leaving at least one family member behind.

The "Tigers" (LTTE cadre) control some Northern and Eastern areas of Sri Lanka, but have conducted terrorist activities throughout the island.

The Sri Lankan government has entered into negotiations with the LTTE in Thimpu, Delhi, Bangalore, Colombo and, more recently, in Jaffna.

The Vanni

With the onset of the militancy from the mid-70s, many of the early militant leaders recognized the Vanni (districts of Vavuniya, Mannar, Mullaitivu and Kilinochchi) as a place where they could readily find shelter and cultivate bases. During the mid-80s, all the militant groups were represented in the Vanni with the PLOTE having a large

following in Vavuniya. The LTTE's erstwhile deputy leader, Mahattaya, who was in charge of the Vanni during the mid-80s, laid the foundation for the LTTE's build up in the region. The LTTE exercises a large amount of control and influence in the Vanni. Its strength relies heavily on the violence and misery brought to the Vanni by the conflict. Until July 1996, most of the Vanni was under LTTE control, which straddles a 50 mile stretch of the Northern trunk road between Thandikulam, just north of Vavuniya, and Elephant Pass on the southern edge of Jaffna peninsula.

While the Army now controls Jaffna and part of the Vanni region, the LTTE still controls the Eastern part of the Mullaitivu district, and some areas of Mannar and Kilinochchi districts, and poses a threat in the Eastern Province.

Government Officials working in areas affected by the conflict

Special mention is called for to acknowledge the work, undertaken and ongoing, by employees of State agencies, who have braved the vagaries of the conflict and stuck to their tasks under extraordinary circumstances, in serving the populace to the best of their abilities, with whatever resources at hand, in areas affected by the conflict, be they cleared or 'uncleared'.

Annex - 4: CHA Membership as at end 1997

Members

1. Adventist Development and Relief Agency	(ADRA)
2. All Ceylon Hindu Congress	(ACHC)
3. Care international	(CARE)
4. Christian Children's Fund of Canada	(CCFC)
5. Campaign for Development and Solidarity	(FORUT)
6. Family Rehabilitation Centre	(FRC)
7. Swiss Association for International Development	(Helvetas)
8. Institute of Human Rights	(IHR)
9. Intermediate Technology Development Group	(ITDG)
10. Lanka Evangelical Alliance Development Service	(LEADS)
11. Medecins Sans Frontieres (France)	(MSF(F))
12. Medecins Sans Frontieres (Holland)	(MSF(H))
13. Methodist Church, Sri Lanka	(MC)
14. National Council of YMCA	(NCYMCA)
15. Oxfam (UK/IRELAND)	(OXFAM)
16. Plan International	(PI)
17. Quaker Peace and Service	(QPS)
18. Redd Barna - Sri Lanka	
19. Sarvodaya	(Sarvodaya)
20. Save the Children (United Kingdom)	(SCF/UK)
21. Self-help Support Programme - Intercooperation	(SSP-IC)
22. Sewa Lanka Foundation	(SLF)
23. Social Economic Development Centre	(SEDEC)
24. Sri Lanka Churches Child Care Association	(SLCCCA)
25. Voluntary Service Overseas	(VSO)
26. World Vision Lanka	(WVL)
27. World University Service of Canada	(WUSC)
28. Y-Gro Limited	(Y-GRO)
29. Refugee Care, Netherlands	(ZOA)

Observers

1 Action Contre la Faim	(ACF)
2 Australian Agency for International Development	(AusAID)
3 Canadian International Development Agency	(CIDA)
4 International Committee of the Red Cross	(ICRC)
5 Royal Netherlands Embassy	(RNE)
6 Survivors Associated	(SA)
7 Humanitarian Advisor to the Resident Coordinator, UN	
8 United Nations High Commission for Refugees	(UNHCR)
9 United Nations Children's Fund	(UNICEF)
10 United States Agency for International Development	(USAID)

CHAPTER 1

Practical Humanitarian Implications of the Conflict in the North-East.

In commenting on the humanitarian implications of the conflict, the period reviewed would be in the context of 1997 where a conflict was on in earnest for control for the Vanni, whilst holding Jaffna, and relatively the East. Amongst the issues which impinge on a person's rights in a situation of conflict, include issues of access and movement, shelter, health, food, water and education. In addition questions of protection from arrest, detention, torture and in some instances disappearances are relevant.

The year in question has by no means been a time of relative calm in the North/East. In January, Government sources reported 177,000 non-displaced residents and 575,000 IDPs in the LTTE controlled areas in the Vanni. Approximately 785,000 persons displaced or affected by the conflict were receiving government dry rations/cash or WFP assistance. Towards the end of the year the same category of persons stood at approximately 762,736. Hence it would seem that there was sufficient conflict to keep persons on subsidies and welfare.

Issues related to shelter, health, food, water and sanitation were relative to the location in which people were sited. In addition, questions pertaining to levels of food going into the Vanni (particularly in the light of a directive in May which effectively reduced the authorised quantum of dry ration recipients to 185,000 which was a reduction of 57% or 245,884 persons over previously authorised persons. This matter is yet to be officially resolved), as well as staffing, medicine and infrastructure have been a subject of intense discussion. A further by-product has been a debate on nutrition levels of persons in the Vanni. Questions of access and movement affect civilians and the humanitarian agencies as well. Movement was subject to a variety of review procedures and policies in addition to exigencies on the ground due to breakouts in hostilities. Further, movement to the North of essential and non-essential items, food, medicine, items of commercial and non-commercial value, building material etc. have all been subject to strict review, compounded by the vagaries in availability of transport.

To the East, the flow has been somewhat less restrictive. A critical factor impinging on all of the above was the ultimate destination. In particular, if it were destined to uncleared areas, the review was that much stricter, as is the distance to access supplies and quantum permitted for purchases on a single trip, for those in uncleared areas wishing to purchase from cleared areas.

A policy pertaining to movement of individuals south of Vavuniya from what was termed Welfare Centres contained 11 categories, which on the face of it was markedly different to opportunities offered to persons for movement in the East and South of the country. Similarly access of new humanitarian agencies to Jaffna was severely restricted, whilst a limited number of agencies were permitted to operate in the Vanni. In the East, humanitarian agencies have by and large been able to operate, subject to review.

On the issue of access and movement the North and East of Sri Lanka has offered unequal opportunities compared with similar faculties in other parts of the country. An issue which has impinged on persons severely affected economically, was the absence of food stamps from January which was marginally addressed in the latter part of the year, though the entirety of previous recipients remain to be addressed. The legacy of disappearances, arising from the period mid-1996 from Jaffna, remains unresolved. The spectrum in relation to numbers involved range from 340 to 600 plus.

An issue which looms large in the humanitarian plain pertains to internal displacement.

Internally Displaced Persons (IDPs)[17]

Successive military offensives since April 1996 have displaced several hundred thousand persons who have not been included in the GoSL figures, as the GoSL figures report only those receiving food rations. Some IDPs have been displaced several times, depending on changes in the location of the hostilities. The GoSL has repeatedly acknowledged its commitment to provide basic humanitarian assistance to IDPs and accordingly maintains a comprehensive assistance scheme. At the same time, it accepts international assistance in areas and/or sectors where either the administrative machinery has been disrupted (insecure areas) or where expertise or funds are lacking. Much of the IDP population resides in the "uncleared" areas under the control of the LTTE, where Government presence is minimal. International agencies attempts to support delivery of essential services to the civilian population in these areas are often subject to logistic and security related constraints. As a result, the supply of food, clean water, shelter materials and medical services are often inadequate which, when combined with a very difficult security situation, makes the lives of the civilian populations in these areas (including IDPs), very precarious.

Categories of IDPs in Sri Lanka

Even though the majority of IDPs are from the Tamil community, substantial numbers of Sinhala and Muslim people expelled by the LTTE, live as IDPs in areas controlled by the Government forces. The IDPs can at present be categorized under

[17] Country paper (Sri Lanka) for the 2nd Asia-Pacific PARinAC Conference held in Tokyo

different headings to get a clearer understanding of the problem and the extent of resultant suffering, namely:

1. IDPs (Tamil/Sinhalese/Muslims) living in government controlled areas in the North and the East;
2. Internally displaced Tamils living in the North and East in territories held by the LTTE;
3. IDPs (Muslims/Tamils / Sinhalese) from the North;
4. IDPs (Sinhala/Tamil/Muslim) in border areas between Government and LTTE controlled areas;
5. IDPs (Sinhala/Tamil/Muslim) living with friends and relatives.

1. IDPs living in government controlled areas in the North and the East[18] :

Jaffna Peninsula:

The North-East war has escalated to unprecedented heights since April 1995. The intensified military operation against the LTTE witnessed the Government forces capturing Jaffna town in October 1995, claiming their writ over an area considered to be the heart of the LTTE movement. The most serious displacement of persons from Jaffna town and its environment took place then, which was a severe crisis for the northern Tamils. Other areas under LTTE control in the Jaffna peninsula were brought under the control of the security forces in 1996. Having gained control of Jaffna, the Government began to encourage people to return. Jaffna, formerly the home of more than 850,000 persons, had a population of 331,065 persons from 80,414 families as at end December 1997. There were 4 Government welfare centres which housed 407 families.

Visitors to the Peninsula consider it to be an armed encampment with military fortifications and extensive military and police checkpoints. The relationship between security forces personnel and civilians is reported to have improved in recent months. The Jaffna peninsula can be divided into three areas from a military standpoint - namely, security zones, cleared and uncleared areas. Civilian movement into the security zones is prohibited while travel between cleared and uncleared areas is permitted during the day, subject to intensive security checks at checkpoints that are in some instances located a 100 meters apart. A curfew is imposed between 2100 hr. to 0600 hr. the next day. People make their way back early to ensure that they return home before dark and pass through the many checkpoints. Other matters of serious concern, not only for IDPs but also to the civilian population, are personal security, physical and psychological isolation from the rest of the country, lack of essential supplies and at times, their high prices, lack of regular electric power, and inadequacies of infrastructure. A demographic shift has taken place with the upper and middles classes moving out of the peninsula. A significant section of the productive work force between the age group of 18 - 40 years has left the peninsula as well. There are periodic attacks by the LTTE cadres operating in the peninsula and the security measures implemented as a result seem to have deepened civilian resentment toward all parties involved in the conflict. However, there were genuine concerns about violence against women (not widespread) and extra-legal activities of the security forces, particularly

[18] CGES Statistics

"disappearances" which were not uncommon. Travel in and out of Jaffna is restricted with the need for security clearance, and the severe shortage of air and sea transport facilities and the absence of a land route. The use of security clearance has been employed, by the Armed Forces and the LTTE, to regulate the movement of people.

Vavuniya - The Gateway to the North:

With the capture of Jaffna and Kilinochchi and the link up to Mannar from Vavuniya, which is the gateway to the North, Vavuniya Town has become the hub for many activities (see annex - 5 for a map of Sri Lanka). Civilians leaving LTTE controlled areas of Mullaitivu and Kilinochchi wishing to travel to Jaffna or to other parts of the island have to transit through Vavuniya. More people are leaving the LTTE controlled areas and moving into "secured areas" with Vavuniya being a key transit point. Coming into Vavuniya, the IDPs face the second phase of their ordeal: to move from the immediate environment of the conflict area to more relatively secure areas.

Civilian life in the Vavuniya district continues to be hampered by the on-going war. There has been a permanent displaced population of nearly 55,000 persons since 1990. 79,326 civilians crossed over from LTTE held areas to Vavuniya since military operations, from May 13th 1996 to December 31st 1997. Of these 42,427 persons were reported to have returned to Jaffna, 380 to Mannar, 490 to Batticaloa, 1,032 to Trincomalee, 4,958 to Colombo, 9,039 to other areas, 3,046 to uncleared areas in Kilinochchi, 1,486 to uncleared areas in Mullaitivu, 4,887 to cleared areas in Vavuniya, while 11,581 persons are 'housed' in welfare centres. They live in these overcrowded camps on a daily dole of dry rations. There are no restrictions placed on those who want to travel to Jaffna. They are transported free of cost overland to Trincomalee/Mannar and from there by boat to Jaffna. Other categories of persons usually permitted to leave the transit camps are:

a) Persons over 60 years of age
b) Persons below 60 years of age who has family in Vavuniya (permanent residents)
c) Patients seeking medical treatment
d) Students proceeding for higher studies
e) Persons seeking employment
f) Public Servants
g) Persons appearing for Visa interviews
h) Youngsters proceeding for their weddings
i) Permanent residents of the South
j) Persons seeking accommodation in welfare centers in Vavuniya

The release of those not falling within the above categories are considered on a case-basis by a committee consisting of representatives from the Sri Lanka Army, Police and Civil Administration in Vavuniya, on the recommendation and guarantee of a responsible surety.

The persons who cannot meet the above criteria are not IDPs in the strict sense of the word. Not all those who cross over to Vavuniya are destitute, some are people with means. However, regardless of the relative degree of depravation, all endure the same strict controls and often the same indignities. Many wish to move in with relatives in Vavuniya or to proceed to alternate destinations such as Colombo. The lack of freedom to move constitutes a violation of their basic freedoms.

The East:

The strategic and political importance of the East has meant large scale militarization of the area which, in 1990, saw the dislodging of the LTTE from towns and major trunk roads. The East has thus remained a shifting patchwork of "cleared" and "uncleared" areas where the general situation has been very unstable.

The other factor that creates specificity for the conflict in the East is its ethnic mix. The Eastern province continues to be extremely volatile. Civilians continue to suffer from the impact of shelling, and are sometimes caught in crossfire in the event of direct confrontations. The people in the East are subjected to frequent round-ups and security checks. The military are usually in encampments along the main roads to the East. The military thus control the roads by day and remain in their camps at night, and the LTTE accesses the countryside. At present a total of 11,239 persons are found in welfare centres and a further 47,894 persons with friends and relatives. All of whom are receiving assistance by way of dry rations, cash and WFP assistance from the CGES as of 31st December 1997.

2. Internally Displaced Tamils living in the North and the East in territories held by the LTTE:

In the Vanni and other contested areas in the North and East described by the Sri Lankan military as "uncleared areas", the Government maintains a much reduced administration that strives to provide basic services.

The civilian population in LTTE-controlled areas have for the past seven years been deprived of free access to goods due to restrictions on the transport of specific items. Although these restrictions were briefly lifted during the peace talks in late 1994 and early 1995, restrictions were re-imposed by the present Government after the breakdown of peace talks on April 19th 1995. Displacement into and within the Vanni followed the major Government military offensives since 1995 and continues to date. Estimates of both the number of displaced persons and the total number of people currently living in the Vanni have varied significantly. With Government figures being lower than actual numbers as identified by local government structures, the quantity of relief supplies crossing the lines has been inadequate. The lack of regular and efficient transport facilities in these areas coupled with the restriction on fuel, medicines, building materials and other necessary amenities of life, place a serious impediment on this category of displaced population. The economic restrictions enacted by the government and the lack of electricity has caused serious problems related to education and employment. Many skilled labourers like masons, carpenters, welders and painters have neither the raw materials nor the demands for their labour.

3. IDPs from the North:

The Muslims of the Northern Province have also suffered as a result of the conflict in the region. The LTTE forced the Muslims living in the North to leave the area within 48 hours in October 1990. Out of the estimated 120,000 who were forcibly evicted, 65,000 of them continue to live in welfare centers in the Puttalam District while others live in Anuradhapura and Kurunegala. The rest have been taken in by friends and relatives. The conditions faced by the IDPs and those living in welfare centres are equally difficult. There is a mistaken belief that IDPs in cleared areas are provided with all facilities. Often, the resources the Government has at its disposal are inadequate to service all their requirements. Here too, the poorest of the poor are left to their own devices as are their brethren in the North.

4. IDPs in border areas between Government and LTTE controlled areas:

The present conflict has impacted on the border areas. As a result, the Sinhala, Tamil and Muslim populations have all been affected.. Although comparatively smaller numbers are affected, all communities living in border villages in the East and North-Central provinces have been attacked and have been victims of the ethnic warfare. Those who become displaced due to violence (in common with all victims of violence), carry with them the psychological wounds and scars which continue to affect their lives.

5. IDPs living with friends and relatives:

Often local and international attention is paid to the displaced persons living in welfare centers. Less attention is paid to the 60% of the total number of IDPs who continue to rely on the hospitality of relatives and friends. This constitutes a major relief operation by the communities themselves. The restrictions on providing accommodation for Tamils from the North and East in Colombo and other urban areas, security checks and other acts of intimidation under the cloak of Emergency Regulations or the Prevention of Terrorism Act, have eroded the traditional hospitality displaced civilians received in the past. The situation of many displaced Tamils from areas affected by the conflict, living in Colombo, continues to be precarious. They remain at risk of arbitrary arrest and detention by the security forces. Particularly targeted have been people originating from Jaffna, and to a lesser extent, Batticaloa, as they have often been suspected of having had contact with the LTTE.

The problems facing IDPs in Sri Lanka are complex and numerous and these are compounded by military activities by both the Sri Lankan security forces and the LTTE which continue to put civilians at risk. The chronic displacement of persons in Sri Lanka will continue until the war comes to an end.

Returnees from India:

The situation in Sri Lanka illustrates the blurred distinction between refugees and IDPs. The only difference is that the returnees managed to make their way to Tamil Nadu and the former were unable to do so for a variety of reasons. Returnees and

IDPS often return to the same village and face similar problems in starting a new life. UNHCR has, therefore, extended its mandate to enable it to assist some IDPs who, in fact, comprise the majority of beneficiaries under the micro project programme which targets the communities where returnees are resettling, rather than individuals themselves.

Nevertheless, the trickle of refugees making the hazardous night crossing to India continues. These include some that were repatriated by UNHCR on two previous occasions. The numbers reaching Tamil Nadu, found in camps, total 4,272 persons in 1997. A further , 62,226 who had travelled over in earlier periods, are found in camps in Tamil Nadu[19].

Scarcity of food, non-availability of medical supplies, violation of human rights, and harassment are some of the main reasons attributed by refugees who have recently fled to India. In the middle of this never ending saga, a large number of IDPs (majority Tamils) have been forced into a nomadic existence, and an uncertain future.

Perception of the displaced

In examining practical implications of the conflict the perceptions of the affected expresses, with singular clarity, the implications of the conflict. During a survey outlined in a report by OXFAM (UK/I) titled "Listening in Kilinochchi and Mullativu", through interviews conducted by them, the following conclusions were reached:

Non Food Relief Items and Shelter

Distribution of NFRIs was done mainly to IDPs in Welfare Centers as recommended by the district relief committees. NFRI and shelter materials depended upon availability of items. Therefore all IDP families did not receive identical items. The need to include menstrual hygiene cloth as part of the NFRI package was confirmed. Children's needs, as distinct from other family needs, has apparently been overlooked. Notification regarding distributions was inconsistent and inadequate. The selection of NFRIs based upon the 1996 interviews proved appropriate.

Although many respondents recognised the member of the Oxfam distribution team who participated in interviews, none were able to identify exactly which organization distributed the goods they had received. No one we encountered knew their entitlement or had advanced notice of distributions. This is certainly a reminder to improve communication and community participation. It also reminds us to pay the closest possible attention to the humanity of our recipients, to respect their dignity and try to alleviate their powerlessness.

[19] Dept. of Rehabilitation, Chennai, South India

Water

Availability of clean water continues to be a problem in many locations. Where water sources are crowded or distant, residents spend about 2-3 hours a day obtaining household water. PVC tube-well buckets have proven to be a popular and effective innovation. Limitations on importation of repair and replacement parts has prevented rehabilitation of damaged hand pumps. Access to water sources is a point of friction between the IDP and host communities.

Supplies of clean water are still inadequate in many parts of the Wanni. Introduction of the "tube-well bucket" system by Oxfam/GTZ, and its adoption by other agencies, has contributed significantly to the provision of clean water. This technology has been an effective stop-gap until equipment can be brought in to repair and install proper hand pumps.

Water is a scarce and valuable resource in the Vanni. Competition for water resources has resulted in conflicts between established host water users and the newly established displaced communities. Agencies should confer frequently with stakeholders before implementing water supply projects.

Health

Health facilities and supplies are inadequate for the population of the Wanni. The shortage of qualified staff is an acute problem, particularly on the curative side. Due to shortages many people are compelled to seek assistance from private pharmacies which charge high prices for service. The lack of female practitioners is seen by the women interviewed to adversely affect their health status. Transportation problems are a major contributor to inadequate health services. People frequently require two days to travel to and from treatment facilities. The very young, elderly, disabled and female-headed households appear the most affected groups.

Current health facilities and staffing are inadequate to meet the needs of the large and affected civilian population of the Vanni. The lack of parallel infrastructure such as water provision, transportation, and electricity also adversely impact health. The high level of hygiene, education and a functional, (though still inadequate) public health sector have contributed to prevention of more serious problems.

Children

The lack of relief goods and services targeted to the needs of children was a major concern. IDP occupancy of schools during periods of displacement was seen as cheating children of educational opportunities. Education is of primary importance in Tamil society. High rates of school non-attendance were noted by IDP participants. A variety of social and economic reasons were given for lack of school attendance. Many of these revolved around the familiar themes of lack of transport and the embargo on goods. Lack of school supplies was seen by all participants to limit educational opportunity. Children who were permanent residents appeared significantly more likely to be continuing their education.

The overall social consequences resulting from a lack of children's services will need further evaluation to adequately assess, but children's welfare was a major

concern among those interviewed. Further assessment is necessary to determine whether children's health is more imperilled than that of adults.

Employment & Income

Lack of income-earning opportunities is seen as the major factor adversely affecting the IDP's quality of life. Seasonal agricultural labour is an important income source for many. Disputes involving wages and hiring practices between the IDPs and permanent residents appear common. Many families have depleted savings and liquidated material assets to provide necessities. The general standard of living for most Vanni residents continues to deteriorate.

One area which was surprising was the divide between the IDP and host communities. From both groups we gained an unexpected impression of almost parallel economic and social systems. Except in homes where hosts have taken in IDPs there seems to be little community interaction at large. In the area of agricultural wage-labour and relative salaries, some hostility between hosts and IDPs is evident. This is an area where further disputes may be anticipated, particularly if economic conditions worsen. This is certainly an area deserving of further awareness and investigation.

Food

Many Vanni residents get by on only one or two regular meals per day. There is objective evidence that vulnerable individuals suffer chronic under-nutrition. Efforts to monitor food supply, distribution and nutritional status have proven highly problematic. Most IDPs reported that they are heavily dependent upon supplies of GOSL food rations. Few of the respondents had received regularly scheduled rations during the previous year. Many people live without regular income sources so they are forced to sell or barter rations to purchase other necessities and deal with emergencies. Kitchen gardens have proven to be of assistance to some households, but shortages of tools, water and money for seed and fencing have prevented their use by others.

The provision and distribution of food is an issue of concern to everyone in the Vanni. No international NGOs have taken responsibility for food supply or distribution, but several have participated in nutrition and market surveillance activities. Local production of food is dependent upon local climate and security. Drought and military activities have affected production in various divisions in the past year.

The Internally displaced: Some International & Domestic Norms[20]

The Right to Information:
A major human rights concern at the moment relates to the level of control of information by the Sri Lankan government and the LTTE who have tried to control the flow of information to suit their military ends.

Access to the conflict areas for journalists and human rights groups is difficult. Most of the video footage on the conflict that Sri Lankan viewers see is produced by the Sri Lankan Ministry of Defence cameras, occasionally representatives from the media are taken by the military to the conflict areas for closely supervised visits.

Some parts of the country with a high concentration of displaced persons such as Vavuniya town and certain sections of the Eastern Province are accessible to the media and to human rights activists. Public perceptions though, in Sri Lankan and abroad, have been shaped largely by information issued by the military or those statements issued by the LTTE offices in London and Paris.

In an exception to this tightly controlled information policy a two member team from the U S Committee for Refugees (a Washington DC based NGO) was given access to the conflict areas, including those areas controlled by the LTTE, in November 1996. The US Committee Report was released in March 1997.[21]

Information trickles in through NGOs and humanitarian officials working in the conflict areas, though this information tends to remain within limited circles. The University Teachers for Human Rights (Jaffna) - which now operates from Colombo but has sources in the North and East - is one of the few groups that regularly reports on the conflict. There are no express international norms on when the right to information and free expression could be restricted in the context of armed conflict. In October 1995 a group of human rights activists and international lawyers, after an examination and analysis of the relevant international standards, observed that any restriction on the free flow of information may not be of such a nature as to thwart the purposes of human rights and humanitarian law. In particular, governments may not prevent journalists or representatives of inter-governmental or non-governmental organisations with a mandate to monitor adherence to human rights or humanitarian standards from entering areas where there are reasonable grounds to believe that violations of human rights or humanitarian law are being, or have been, committed. A government may not exclude journalists or representatives from such organisations from areas that are experiencing violence or armed conflict except where their presence would pose a clear risk to the safety of others.[22]

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[20] Mario Gomez - The Internally Displaced: Some International & Domestic Norms

[21] Hiram Ruiz and Katic Hope - Conflict and Displacement in Sri Lanka; Washington DC: US Committee for Refugees, 1997

[22] *The Johannesburg Principles on National Security, Freedom of Expression and Access to Information*, Principle 19. These principles were drafted by a group of experts in October 1995 in South Africa, at a meeting convened by Article 19, the International Centre Against Censorship, in collaboration with the Centre for Applied Legal Studies of the University of Witwatersrand.

This standard has been, and continues to be flouted in Sri Lanka. It is flouted by the Sri Lankan Government and armed forces, and by the LTTE. The right of human rights defenders and media persons to investigate and report on violations of human rights and humanitarian law in relation to the displaced was also infringed.[23]

Freedom of Association of the Displaced

The right to freedom of association of the displaced is denied absolutely, in those areas controlled by the LTTE, there is little opportunity for the displaced to organize and lobby for issues and the LTTE controls the expression of views and ideas which run counter to its own.

In Government controlled areas, camp committees exist, but the opportunity for the displaced to make a real impact on the extent of relief and displacement policy is extremely limited.

International Standards on Internal Displacement

International standards on internal displacement are few. The few that directly apply and the others that are of relevance, are scattered among the different humanitarian, human rights and refugee instruments. There is as yet no single codification of the applicable and relevant norms.

A recent initiative to try and identify relevant international standards and the gaps that exist in the current law, has been made by Francis Deng, Special Representative of the UN Secretary General on Internally Displaced Persons. A compilation and analysis of relevant legal norms was released by the Special Representative as an appendix to his 1996 reports.[24]

Definition

Internally displaced persons have been defined as:

> *Persons who have been forced to flee their homes suddenly or unexpectedly in large numbers, as a result of armed conflict, internal strife, systematic violations of human tights or natural or man-made (sic) disasters: and who are within the territory of their own country.*[25]

International Human Rights Law

International Human Rights Law does not deal specifically with internal displacement. Yet it is possible to identify some rights which are of immediate relevance to the displaced.

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[23] See also Amnesty International, Human rights Defenders: Breaching the Walls of Silence (Issues at stake in the UN Draft Declaration on Human Rights Defenders) IOR 40/07/95, August 1995

[24] Francis Deng - Compilation and Analysis of Legal Norms; UN Doc. E/CN. 4/1996/52/Add.2, December 5th 1995

[25] Francis Deng - Compilation and Analysis of Legal Norms, UN Doc E/CN.4/1996/52/Add.2, December 5th 1995 (pg 5)

- The right to the freedom of movement and the freedom to choose one's residence contained in Article 13 of the Universal Declaration of Human Rights (UDHR) and Article 12 of the International Covenant on Civil and Political Rights (ICCPR).

A similar guarantee is provided by Article 16 of ILO Convention No 169, which states that peoples shall not be removed from the lands which they occupy unless relocation of these peoples is considered necessary as an exceptional measure and takes place with their free and informed consent.

The right to freedom of movement includes the right to leave places of origin; the right to change a temporary living area; the right to return to their homes; and the right to cross international borders and seek asylum abroad. It should also include the right not to be forcibly resettled and the right not to be forcibly expelled from their own countries.

Such rights can be restricted only on the ground of national security, public order, public health or morals or to protect the rights and freedoms of others.

The rights to remain in not explicitly articulated as a right in International Human Rights Law. Yet this right could be deduced from other provisions of human rights law such as the right to free movement.

- The non-derogable right to life contained in Article 3 of the UDHR and Article 6 of the ICCPR and the corresponding right to live with human dignity.

- The right to an adequate standard of living, including adequate food, clothing and housing and to the continuous improvement of living conditions contained in Article 11 of the Covenant on Economic, Social and Cultural Rights (ICESCR).

- The non-derogable right to recognition everywhere as a person before the law contained in Article 6 of the UDHR and Article 16 of the ICCPR. Thus the loss of identification documents during flight should not result in a submergence of a displaced person's legal personality and a denial of access to government services or the courts.

- The right against discrimination contained in Article 2 and 7 of the UDHR, Article 2 and 3 of the ICESCR and Articles 2, 3 and 26 of the ICCPR.

The Vienna Declaration states that great importance must be given to the promotion and protection of the human rights of 'groups which have been rendered vulnerable'.[26] It goes on to observe that:

> *States have an obligation to create and maintain adequate measures at the national level, in particular in the fields of education, health*

[26] Vienna Declaration and Programme of Action, para 24, adopted June 24, 1993. UN Doc. A/Conf. 157/24, October 13th 1993

> *and social support, for the promotion and protection of the rights of persons in vulnerable sectors of their populations and to ensure the participation of those among them who are interested in finding a solution to their own problems.*[27]

Because of their vulnerability - economic, emotional and physical - IDPs would qualify for enhanced protection. Since the displaced have been in a continuous state of displacement for a period of time, and many have been displaced several times over, and therefore rendered vulnerable for that period, they should be entitled to claim the benefits of limited affirmative action programmes.

Affirmative action has been justified in those cases where the group has been historically discriminated against or suffer some current disadvantage: Such actions try to guarantee that the discriminated group has access to education, work and other resources. In the case of the internally displaced, since their displacement has resulted in a denial of equal access to opportunities and to resources, a short term programme of affirmative action would be justified.

One of the major gaps in international protection for IDPs, is the lack of a specific international organisation mandated to deal with them.[28] However, existing international organisations have begun to pay more attention to the problems of the internally displaced. In some instances organisations such as UNHCR have creatively interpreted their mandate, so as to be able to respond to some of the problems thrown up by internal displacement.

Humanitarian Law

If a situation in a country is characterized by continued and organized armed clashes, principles of international humanitarian law come into play. These principles impose obligations on the belligerent parties, both state and non-state actors, and are applicable in cases of conflict of an international and non-international nature. The principles are contained in the four Geneva Conventions of August 1949 and the Additional Protocols of 1977. The major objective of humanitarian principles is to limit violence and to protect the people from abuses of power by the combatants.

Sri Lanka is party to the Geneva Conventions but not the protocols. However, the provisions of the Geneva Conventions and the Additional Protocols relating to the humane treatment of civilians and the applicability of these principles 'without adverse distinction' to all persons, are now widely seen as being part of customary International law.[29]

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[27] Ibid

[28] Roberta Cohen and Jacques Cuenod - Improving Institutional Arrangements for the Internally Displaced; The Brookings Institution - Refugee Policy Group Project, 1995

[29] Francis Deng - Compilation and Analysis of Legal Norms; UN Doc E/CN.4/1996/52/Add.2 December 5th 1995 (pg 8)

Common Article 3 of the Geneva Convention and Protocol 11 are directly applicable in cases of conflict of a non-international nature. They attempt to lay down a basic standard of human rights protection which parties to the conflict are bound to observe in relation to civilians.

Article 17 of Protocol 11 prohibits the displacement of civilian populations unless the security of civilians is involved or military reasons demand so. If civilian populations are displaced under these exceptions, measures should be taken to see that they are 'received under satisfactory conditions of shelter, hygiene, safety and nutrition'. Article 17(2) states that 'civilians shall not be compelled to leave their own territory for reasons connected with the conflict'. There are also prohibitions on attacks against civilian populations, the starvation of civilians and attacks on objects indispensable to civilian survival.

Common Article 3 and the Additional Protocol 11 expressly prohibits 23 different acts ranging from murder and torture to indecent assault. Protocol 11 further provides that where essential supplies are lacking, the State concerned must agree to the mounting of relief operations which are humanitarian, impartial and conducted without distinction.

The educational rights of children are guaranteed under Protocol 11. Article 4(3) guarantees children the right to receive an education in keeping with the wishes of their parents. Steps should also be taken to facilitate the reunion of children with their parents and the Protocol additionally forbids the recruitment of children under 15 years for use in the conflict.

Protocol 11 applies not just to the 'High Contracting Parties' but also to 'organized armed groups under responsible command' exercising control over territory. The Additional Protocols would apply only to those who are party to the Protocols. Sri Lanka is not a signatory to Protocol 11.

Analogous Refugee Norms

According to the principle of non refoulment - which is the core of refugee law-- persons cannot be forced to return to a country where their lives or fundamental freedoms are in danger. An analogous right should apply to the internally displaced too. The freedom of movement which applies to all persons in a territory, should specifically guarantee a person the freedom not to be forced to return to a situation where his or her life or fundamental freedoms are in danger.

In 1993 the Sri Lankan government issued a set of resettlement guidelines drafted in consultation with NGOs. The guidelines provide a strong base on which to build international standards in this area. The guidelines note that resettlement involves not merely the transfer of people to their original places of residence, but also means creating a congenial environment to live without fear and providing the necessary social and economic infrastructure for the resettlers to recommence their normal life with confidence.

Responsibility of the LTTE

While human rights law has traditionally been addressed to States, principles of humanitarian law have been applied to non-State actors as well. At the moment there is a debate on whether human rights law should be extended to non-State persons. One of the major areas in which this debate has taken place, and been settled after the Vienna Conference on Human Rights, is with regard to women's rights. Due mainly to an extremely strong women's lobby, the World Conference accepted women's rights as human rights, opening areas of private action, chiefly in the family and the workplace, to human rights scrutiny. The new South African constitution also recognizes that human rights could apply to non-State persons and entities.[30]

The Sri Lankan Supreme Court has argued that certain fundamental rights contained in the constitutional are enforceable against non-State persons.[31] However, no such cases have been brought.

The law relating to the protection of IDPs is another area in which it is important to extend human rights law to encompass the acts of non-State actors. The human rights regime that may ultimately evolve, while addressing States, would also have to address all other belligerent parties, in those cases where the displacement is the result of conflict. In the Sri Lankan context this would include not only the State and its armed forces, but the LTTE and other armed groups as well,

Domestic Human Rights Norms

Most of the displaced are citizens of Sri Lanka and come within the domestic jurisdiction of this country. They are thus entitled to the fundamental rights guaranteed under Chapter III of the Sri Lankan Constitution and to other basic services available to other citizens. The fundamental rights entrenched in the constitution include the following:

- Freedom of thought, conscience and religion.[32]
- Freedom from torture, cruel, inhuman of degrading treatment or punishment[33]
- The right to equality before the law, equal protection of law and the right not to be discriminated against on the grounds of race, religion, language, caste, sex, political opinion or place of birth.[34]
- Freedom from arbitrary arrest, detention and punishment.
- The right to free speech, assembly and movement.
- The freedom to engage in any lawful occupation, profession, trade, business or enterprise.

[30] Article 8 of the Constitution of South Africa (1996)
[31] Saman v Leeladasa (1989) 1 Sri LR 1, Ramupillai v Festus Perera (1991) 1 Sri LR 11 and Dissanayake v Kaleel Supreme Court Minutes of 19 November 1993.
[32] Article 10
[33] Article 11
[34] Article 12

The different rights may be restricted for a variety of broad and amorphous reasons which include[35] :

National security
Racial and religious harmony
National economy
For securing the respect and recognition of the rights of others
To meet the just requirements of the general welfare of a democratic society

In terms of Article 1 4 (1) (h) of the Constitution all citizens are entitled to the freedom of movement and the right to choose their residence. The right is subject to restrictions on the grounds of National economy, apart from the other general restrictions laid down in Article 15(7). National security, public order and the protection of public health or morality, securing recognition and respect for the right and freedoms of others and meeting the just requirements of the general welfare of a democratic society are the other legitimate restrictions contained in Article 15(7).

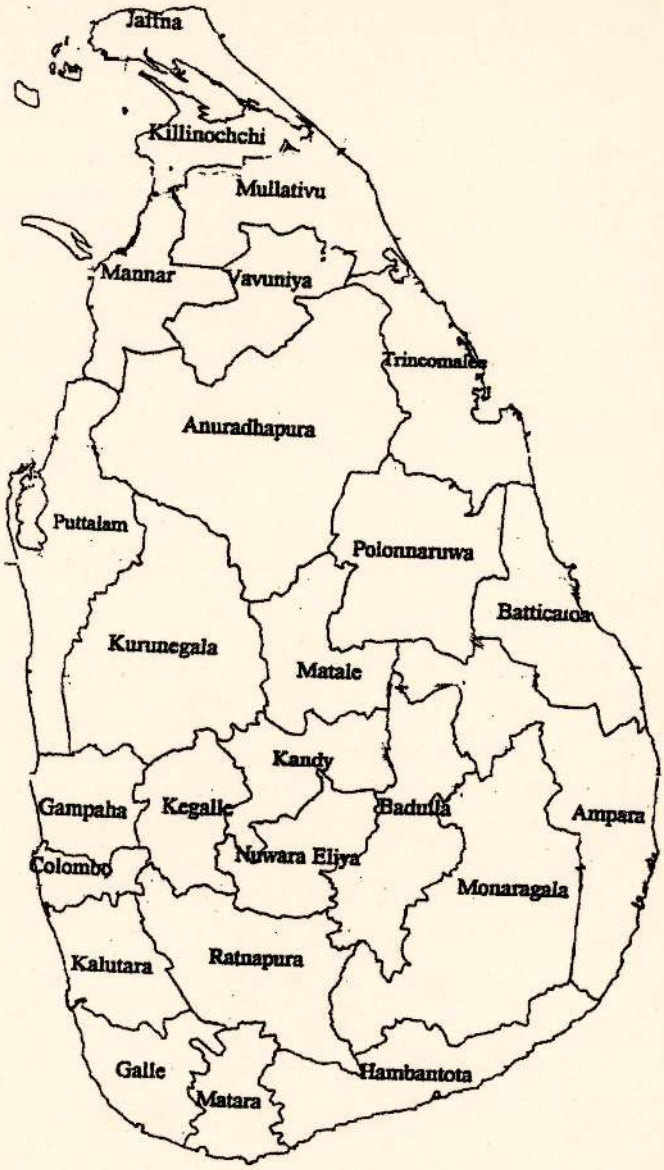
Under the present conditions of conflict in Sri Lanka the displaced cannot exercise their right to freedom of movement. This right is being violated both by the State and the LTTE.

Apart from the right to freedom of movement the right not to be discriminated against, and the right to equality before the law and equal protection of law, would also be particularly relevant to the displaced.[36]

Apart from the rights they enjoy as individuals, the displaced are not granted any special protection by the constitution or by legislation as a group or collectively. However, for the displaced to be able to exercise their right to free movement effectively, they should be provided with independent and accurate information on their original places of habitation, or other areas to which. they wish to move. The information should specifically include the security, welfare, and infrastructure conditions of those areas to which they wish to move. This right would inhere by virtue of their status a group forcibly evicted from their usual place of habitation.

[35] Article 15
[36] Article 12

Annex - 5: Map of Sri Lanka



CHAPTER 2

Availability of Services - An Overview of Areas Affected by the Conflict

Introduction

1997 was a year in which the four Vanni districts: Kilinochchi, Mannar, Mullaitivu and Vavuniya; the three Eastern districts: Amparai, Batticaloa and Trincomalee; and the Jaffna district experienced demographic movements as well as the vagaries of the conflict. Operation Jaya Sikuru commenced on May 13th 1997 and is still ongoing. Approximately 80,000 people have been displaced as a result. Along with displacement, health, food, water, education, shelter, and economic conditions of all the Vanni districts have been impinged upon. Districts in which the Operation is carried out is more affected than the rest, but each of the above mentioned districts have felt the effects of the conflict to a considerable extent.

Border districts such as Anuradhapura, Polonnaruwa, Monaragala, and Puttlam are also affected by the ongoing conflict. This chapter will discuss briefly the effects of the conflict, the availability of services for the civilians, and the shortfalls of the services in these districts.[37]

Jaffna

Health and Nutrition

A major concern of the health sector is the lack of staff in all hospitals in Jaffna. Unavailability of medical staff and other health personnel to attend to the needs of civilians, increased the spread of infectious diseases during the year. As a few of the vacancies were filled by the Government, there was a slight increase in the number of operational health personnel towards the end of the year. Whilst there are still more vacancies to be filled, with the improved security situation more medical officers are willing to assume duties in Jaffna. The GoSL provided training to other medical personnel, but not on a regular basis.

The shortage of medicines, drugs, and vaccinations, often due to the difficulty in transporting them to Jaffna, resulted in the inefficient functioning of the health system.

[37] References: Internal Bulletin, Newsletter & CGES Reports

Several international NGOs (INGOs), bilateral donors, and UN agencies are implementing programs to improve the prevailing health situation. Provision of necessary drugs and vaccines on a regular basis, ambulances, and the services of foreign medical officers, are some of the activities carried out by them. UN agencies working in the field of health have provided and supported training programs for health volunteers.

Local NGOs have undertaken the responsibility of screening returnees from the Vanni before they are allowed to settle in their own homes, in order to undertake preventive services.

Malnutrition has not been a significant problem in Jaffna to date, even though there have been a few cases reported. Various nutritional programs have been implemented, especially for the benefit of children and pregnant/lactating mothers. There is a shortage and a need for Triposha or a local equivalent, for children under five and pregnant/lactating mothers, to ensure that malnutrition does not become a problem in the future.

Food and Essential Consumer Goods

Since January 1997, essential items have been available in the open market in good supply. However, price fluctuations of essential goods (food items and non - food items) was apparent throughout the year. The GoSL bought some crops harvested by local farmers, thus enabling them to make small profits.

The GoSL provides two schemes by which displaced families are entitled to free food rations when they return to their place of origin. However, these schemes provide only part of the daily nutritional needs of the beneficiaries, and not all returnees are entitled to receive food rations. Further, the shutting down of some co-operative stores have resulted in civilians travelling longer distances to obtain their essential goods.

The inflated prices of essential goods and food items can be controlled by introducing a ceiling price for all goods so that exploitation of the consumer will be difficult. The availability of a buffer stock would also help maintain the price levels when there is a shortage of supplies.

Water and Sanitation

Various water borne diseases are prevalent due to poor sanitation. Several INGOs work on issues pertaining to water and sanitation. Rehabilitation of rural water schemes to provide clean and safe drinking water for returnees to rural areas is done by INGOs who are assisting local civil administration in the cleared areas. Several UN agencies are looking into the possibility of constructing latrines for returnees.

As INGOs are not operational in the 'uncleared' areas, the services with respect to water and sanitation seem inadequate in these areas. Though clean drinking

water is available, civilians have to walk over 4 or 5kms to access water, in some instances.

Shelter and Rehabilitation

Majority of the returnees can occupy their partly damaged homes. If their homes have been destroyed, vacant homes are made available for rent. The GoSL has taken the initiative to obtain assistance from donor countries to rebuild demolished houses. Asbestos sheets have been imported to provide shelter for those who are living in damaged homes, but these are still to be used for the purpose.

Several INGOS are working on reconstruction and rehabilitation. Raw materials are provided to assist in building domestic homes and to rehabilitate public buildings.

Education

A primary problem associated with education in the district is the lack of teaching staff - both at primary school and university level. The lack of teachers at primary and secondary school level has caused the closure of most schools, resulting in school children having to travel further, and thus creating more obstacles for children to attend school on a regular basis.

During the course of the year, several local and international NGOs, as well as UN agencies worked towards improving educational facilities in the district. Repairing schools; provision of basic items and teaching materials to pre-schools; provision of sports and musical instruments to primary schools; attempts at finalising a common pre-school syllabus; and providing a training program for teachers were some of the activities undertaken by them.

The Ministry of Education appointed a Vice Chancellor to the University of Jaffna, who could work towards improving standards at the University. The Education Department, in collaboration with some NGOs are looking at the possibility of preparing a new system for pre-school education, but no further progress has been made.

Economic Situation

The predominant means of income generation available are agriculture, fishing, poultry, and animal husbandry. In addition, other small scale employment opportunities such as grocery stores, and vocational training institutes are available.

NGOs provide various types of assistance to develop employment opportunities in the agricultural sector. These NGOs have provided civilians with seeds, plants and tools in order to improve the agricultural sector. However, marketing produce remains a problem and very often the farmers have to sell at low prices.

During the year, poultry farming became a popular means of supplementing the income and a significant number of families have launched into this field.

Whilst fishing remains a good resource, it is not an adequate source of income due to the restrictions imposed, and having to obtain special permits to fish. Towards the middle of the year, the GoSL became more flexible in providing permits to fishermen, and in extending the areas and times in which fishing is permitted. This resulted in an increase in the availability of sea food and therefore a reduction in price. However, civilians still have to wait for one month to obtain fishing permits.

Unemployment of skilled workers and graduates remains a problem, which has not been addressed adequately by either the GoSL or the NGO sector.

Other

Of primary concern to Jaffna is the number of missing persons as a result of the conflict. Security round ups take place, both after incidents, and on routine checks. Those taken in for questioning are normally released within 24 hours, but there have been incidents when release has been delayed. An estimated 515 persons are missing as a result of the conflict. The Human Rights Commission has opened an office in Jaffna.

Road conditions have improved to a certain extent during the year, even though road blocks are still in place. Travel within Jaffna occurs without much difficulty, whilst travel in and out of the district and from cleared to uncleared areas is difficult. Security forces are exploring ways to ease travel restrictions, and are more courteous to civilians than in the past.

Organizations working in Jaffna

The following member organisations work in the Jaffna district: ACF, ACHC, CARE, CCFC, FORUT, ICRC, LEADS, MSF, Methodist Church, NCYMCA, Redd Barna, Sarvodaya, SCF, SLCCCA, SEDEC, UNDP, UNICEF, UNHCR and Y-GRO.

Vavuniya

As at December 1997, the number of displaced persons in the Vavuniya District were 36,932. This figure includes those living in and outside welfare centres.

Health and Nutrition

The Vavuniya Base Hospital serves all four Vanni districts, and has to look after the needs of approximately 750,000 persons. Shortage of medical personnel and the lack of adequate drug supplies has been a problem in Vavuniya since the beginning of this year. The Ministry of Health has taken action to fill the vacancies in the DPDHS division of Vavuniya and 12 Medical Officers assumed duties in July. However, there are still several vacancies to be

filled. Several other hospitals in the Vavuniya uncleared areas have been unable to function due to ongoing security operations.

Due to delays in receiving the quarterly drug quota (as a result of MoD restrictions), there is often a shortage of essential drugs. Outbreaks of Malaria and Typhoid and other infectious diseases could be attributed to the unavailability of drugs to treat these epidemics when the need arises.

INGOs working in the field of health, work at the base hospital and provide their services to civilians in need. The surgical services provided by these INGOs supplements the Government's efforts, and is much needed to attend to the needs of the civilians. However, these NGOs have to face difficulties in obtaining permission/clearance to transport medical equipment and drugs on a regular basis.

Most families are on dry ration schemes. However, these rations are not adequate for all family members. Therefore pregnant women, lactating mothers, and children are vulnerable to malnutrition.

Food and Essential Consumer Goods

Since January 1997, dry rations were provided to displaced persons living in welfare centres on a fairly regular basis. Regardless of the number of members in the family, all families are given the same dry ration package, which is often inadequate for the family members. Only those who have been displaced after Jaya Sikuru receive rations from the CGES, either in the form of cooked meals or as dry rations. Whilst the Department of Social Services attempts to assist those who were affected by the drought, not all people have access to food rations.

In May 1997, the number of dry ration recipients was reduced to 15,000 persons (3,750 families). Food items are sent to Vavuniya, both to the cleared and uncleared areas, on an irregular basis. Therefore, the prices of food items are high. Neither the permanent residents nor the displaced population are in a position to purchase these food items due to the absence of economic activity in the area, the loss of buying power and continued displacement. There is a strong need to restore the food stamp programme or commence Samurdhi programme in the area.

NGOs working in this area provide food and non-food relief items to some of the displaced civilians. However, they have been unable to meet the demands of all the people who have been displaced.

Water and Sanitation

Majority of the water and sanitation needs are looked at by NGOs. Provision of clean and hygienic water is attempted by drilling tube wells in areas where the need is greatest. In addition to NGOs, UN agencies also contribute towards constructing wells. NGOs looking into the possibility of building toilets often

face problems in obtaining clearance to transport raw materials needed for construction.

Shelter and Rehabilitation
Displaced persons who arrive from other areas and those who are displaced from within the district, are provided temporary shelter. Shelter material in the form of plastic sheeting or cadjans are provided by various NGOs, as well as UN agencies. These shelter materials are distributed to people in Welfare Centres as well as others. The GoSL often provides or meets the transport costs associated with transporting shelter material from the place of origin to the place of need.

Education
Until July, only the College of Education was used as a Welfare Centre. Government schools in the Vavuniya town are functioning despite the ongoing military operation. UN agencies and other INGOs provide uniforms and various school kits which help children attend school without disrupting their studies.

Under the existing system older students proceeding for higher studies are not allowed to proceed South if they do not have relatives in the South. Those who are proceeding for their education in Government institutions are examined by the Officials Committee and then referred to at a later date.

Economic Situation
The economy of Vavuniya is currently suffering due to Jaya Sikuru. One of the disadvantages of constant displacement is that most people are unable to find employment, or the employment opportunities available are temporary. People are unable to engage in activities which provide them with a sufficient means of income, resulting in low buying power of resident and IDPs.

Agencies working in Vavuniya
The following member organisations work in the Vavuniya district: ADRA, ACHC, CCFC, FRC, ICRC, IHR, LEADS, MSF, FORUT, SLF, Sarvodaya, NCYMCA, Oxfam, Redd Barna, SEDEC, SLCCCA, UNDP and UNHCR

Kilinochchi

As at December 1997, the number of displaced persons in the Kilinochchi district were 104,253. This figure includes those living in and outside welfare centres.

Health & Nutrition
With Operation Jaya Sikuru, the number of people who are displaced, injured, and in need of health facilities has increased. Whilst the quarterly drug quota is

usually approved by the GoSL, the medicines do not arrive on schedule. The drug quota which was to have been increased by 30% was not received as at December 31st 1997. However, vaccinations are provided on a fairly regular basis and are administered by the available medical personnel. A new male and female ward was opened at the Base Hospital in June 1997.

The number of Malaria cases increased in December and 8,196 cases of Malaria and 743 cases of Diarrhoea were reported.

NGOs have provided services to strengthen the hospital by supplying hospital equipment, and attending to all surgical operations. Mobile health services were also provided by several NGOs. NGOs are also conducting research programs to assess the spread of diseases at Welfare Centres.

Food and Essential Goods

GoSL provides dry rations to some of the displaced persons. The number of beneficiaries receiving rations was reduced to 100,000 persons (25,000 families) in May 1997. Food stamps are also issued only to a portion of the displaced. Cooked meals are provided for three days only for those displaced after Jaya Sikuru.

Although dry ration distribution is approved for 25,000 families, the actual need is around 35,951 families, as assessed on December 31st 1997.

Local and foreign NGOs provide food and non food items to fill in the shortfall of the GoSL supply.

Water and Sanitation

Regular access to safe and clean drinking water is a problem. Water pollution and the monsoon rains has caused widespread typhoid, diarrhoea, and bowel diseases. Major and minor irrigation tanks are full, but in need of maintenance. Drinking water and toilet facilities are provided for children and pregnant mothers by various NGOs and UN agencies. They are also engaged in drilling tube wells, repairing tanks, and supplying water by bowsers.

Shelter and Rehabilitation

The need for rethatching temporary and permanent shelters is addressed mainly by the NGO community. NGOs provided cadjans for rethatching to a limited number of houses, and there are several houses in need of the same. CGES has also made some arrangements to look into this need, but the amount of shelter material provided by them remains inadequate.

Education

At present, 72 schools are functioning in the district, and 26 schools have been opened for displaced students. These schools have a lack of sufficient furniture and other necessary equipment. There is a shortage of teachers for all schools. Several schools are also used as welfare centres.

The O/Level examination was conducted without incident. However, there are problems with lack of teachers in the area.

NGOs are conducting research to assess the possibility of distributing lunch packets to students.

Economic Situation
The economy of the area is affected due to Jaya Sikuru. Several NGOs and UN agencies are working towards implementing micro, and other income generating projects. Farming, animal husbandry, and poultry farming have been affected due to lack of pesticides, and poor weather conditions. Income generating projects have been implemented by both Government and Non-Governmental Agencies.

Agencies working in Kilinochchi
The following member organisations work in the Kilinochchi district: ACHC, FORUT, LEADS, Sarvodaya, MSF, NCYMCA, Oxfam, Redd Barna, SEDEC, SLCCCA, UNDP and UNHCR

Mullaitivu

As at December 1997, the number of displaced persons in the Mullaitivu district were 95,316. This figure includes those living in and outside welfare centres.

Health and Nutrition
A few hospitals are functioning, but there is a shortage of medical staff at all levels. Infectious diseases, such as Malaria and Dengue have been prevalent throughout the year, and the unavailability of drugs and vaccines exacerbates the problem. The number of Malaria cases increased in all parts of the district. Due to the non-availability of facilities to test blood in the District Hospital, doctors have to rely on trail and error methods when treating patients. Whilst the quarterly drug supply is sometimes on schedule, the drugs are often inadequate. The mobile medical unit is operational in certain areas, and is manned by both NGOs and the Government health officials.

There is a shortage of Triposha for pregnant and lactating mothers. Local NGOs implemented a nutritional feeding program for malnourished children.

Food and Essential Goods
Dry rations are distributed only to families who are registered, and displaced after Jaya Sikuru up to December 1997. The families displaced prior to Jaya Sikuru were issued half month rations. The number of families receiving dry rations was reduced by GoSL in May 1997 to 50,000 persons (12,500 families).

Food items are sent to both cleared and uncleared areas. Buffer stocks of dry rations are kept by both the CGES and Multi-Purpose Co-operative Society (MPCS). Essential food items and non-food items are available in the local market, but at inflated prices. Non-implementation of Samurdhi has caused severe hardships to civilians. Several local NGOs provided one meal a day for displaced persons until July.

Water and Sanitation

There were irregular rain patterns throughout the year, and the district experienced severe drought until the end of the year. However, the heavy rains experienced in December resulted in all major tanks spilling, and two minor tanks breached due to excess water. The irregular rain patterns affected the health of the civilians as well as the agricultural patterns.

There are inadequate toilet facilities in most welfare centres, which increases the prevalence of various diseases. Temporary toilets without cement were constructed using empty barrels. Permanent toilets could not be constructed due to the non-availability of toilet plates and cement.

NGOs funded water bowsering, drilling of new tube wells and repairing of old ones, to assuage the shortage of drinking water in the district.

Shelter and Rehabilitation

There is an urgent need for shelter materials as the existing cadjan roofs need re-thatching. Civilians do not have the purchasing power to buy cadjans. In August and September, CGES distributed locally purchased cadjans to families in school buildings, in Puthukuddiyiruppu, Thunnukai, and Manthai East. Those in welfare centres do not have individual dwellings and therefore are less concerned about shelter materials. NGOs provide roofing materials for families living outside welfare centres. There is a need for shelter materials like Anton Shelter, to cater the shelter requirements during the rainy season.

Education

Most schools are functioning as efficiently as possible. In some schools, classes are conducted under trees. However, there is a shortage of teaching staff, and the inadequate classroom facilities pose further impediments to the continuation of children's education. A significant number of displaced persons are housed in schools which renders the schools non-functional. Since the commencement of Jaya Sikuru, 10 schools out of the 23 in Oddusuddan, were closed down due to heavy shelling.

Economic Situation

Constant displacement prevents civilians from finding relatively permanent employment. Most civilians who are fishermen or farmers are unable to engage in their occupation due to Jaya Sikuru. Government employees who are displaced, do not get paid, and there are no other employment opportunities for most people. The prevailing drought, contributed towards agricultural problems. Due to the above factors most civilians have low buying power.

Some NGOs provide salary support for health cadre, thereby improving the buying power of the persons in the area.

Agencies working in Mullaitivu
The following member organisations work in the Mullaitivu district: CARE, ICRC, LEADS, Sarvodaya, MSF, NCYMCA, Oxfam, Redd Barna, SEDEC, UNDP, Survivor's Associated, and SLCCCA.

Mannar

As at December 1997, the number of displaced persons in the Mannar district were 61,349. This figure includes those living in and outside welfare centres.

Health and Nutrition
The health situation of the district is affected by the increase in number of IDPs flowing into Mannar as a result of Jaya Sikuru. There was also an increase in the number of Malaria cases in Madhu, Palampiddy and Mullikulam, in December. There is a shortage of drugs, due to transportation delays, and the shortage of medical staff prevents patients receiving adequate treatment. MoD, RRAN, and CGES agreed to increase the general medicines sent by 30% per quarter, and the surgical medicines by 15% per quarter. The DMOH operates a mobile health clinic for those in Mannar mainland only, whilst the very sick are transported to the base hospital on crossing days. Other NGOs also operate mobile medical clinics in the district.

The lack of medical staff in uncleared areas continues to be a problem. PHIs, MOHs, and MOs are needed in the uncleared areas. NGOs increased their capacity to meet some curative health needs, but are unable to meet all needs. The hospital in Madhu is the major referral center for the uncleared areas of Mannar and Vavuniya.

A survey conducted at a camp by an NGO revealed that 25% of the children suffer from global malnutrition, whilst 8% suffer from acute malnutrition.

NGOs also provided health personnel, and aided in the National Immunisation programmes. In July, 17 doctors were appointed and took up their posts at the base hospital under army protection.

Food and Essential Goods
In May 1997, the number of families receiving dry rations was reduced to 20,000 persons (5,000 families). There has also been a decrease in the availability of food stocks.

Civilians displaced after Jaya Sikuru were provided with cooked meals for three days and dry rations for 2 weeks. The supply of food in the open market

is satisfactory, and the MPCS intends to provide a mid-day meal for primary school children in the uncleared areas. Local NGOs, too provide food for children.

Water and Sanitation

NGOs are looking at the possibility of repairing water schemes and other tanks. While water is available for daily activities, drinking water is still a problem. The MOHS is addressing the possibility of chlorinating drinking water, as the water supplied through taps is contaminated. NGOs are drilling tube wells, and looking at the possibility of building toilets in welfare centres. There is a lack of water due to the prevailing drought.

The Vidathaltivu based water bowser was repaired and returned in end November. The water level of the Giants tank increased towards the end of the year, and the tank bund was strengthened by agencies working in the district. NGOs carried out a water survey in the uncleared areas to dig tube wells and renovate existing wells in order to solve the water problem on the mainland.

Shelter and Rehabilitation

NGOs assist the civil administration in providing shelter materials and raw materials for renovation for civilians in and outside welfare centres. All immediate shelter needs were met in Manthai West and most in Madhu AGA division, by December 1997. NGOs working in the area distributed shelter material to displaced persons.

Education

Out of 109 schools, 51 schools in the cleared areas and 36 schools in the uncleared areas are functioning, while 16 in the cleared areas and 6 in the uncleared areas are not functioning. The student population in the cleared and uncleared areas is 13,690 and 5,922 respectively. Arrangements have been made to provide the 4,629 displaced children with education facilities. There is a shortage of teachers, class room materials, and other educational facilities in both cleared and uncleared areas.

The O/Level examination was conducted in the uncleared areas in December 1997, and 920 students sat for the exam.

Economic Situation

Unemployment is a significant problem in the district, as many young and educated persons are looking for employment opportunities. As at October 1997, there were 48 graduates and 608 A/L qualified people looking for jobs. However, due to the ongoing security operation there are significantly reduced job opportunities in the area.

The acreage cultivated is affected by the prevailing drought and may not yield the expected results. As fishing is allowed only during certain hours, the catch is meagre. Therefore, a majority of the persons are financially affected and

have to face hardships. Local NGOs are looking at the possibility of setting up vocational training institutes.

Other
Road conditions are poor, and many entry points have been closed due to Jaya Sikuru. This causes travel problems to the civilians.

Agencies working in Mannar
The following member organisations work in the Mannar district: FRC, LEADS, Sarvodaya, MSF, NCYMCA, Oxfam, Redd Barna, ZOA, SCF, SEDEC, SLCCCA, ICRC, UNDP, Survivor's Associated, UNHCR and Y-GRO.

Amparai

As at December 1997, the number of displaced persons in the Amparai district were 6,981. This figure includes those living in and outside welfare centres.

Health and Nutrition
Viral fever, Malaria and other infectious diseases were prevalent during the early half of the year. A mosquito problem has been prevalent due to the shortage of Malathion, and is causing various diseases. In August, the PHIs conducted a nutritional survey amongst 1200 children in selected schools, to assess the level of malnutrition in the district.

Food and Essential Goods
Prices of food items have been on the increase since the beginning of the year, and those with low income levels are badly affected. The prevailing drought and the lack of water in tanks has affected the Yala cultivation, and the price of paddy remains high. Considering the drought and the limited cultivation, Amparai enjoyed a bumper paddy harvest during the Yala season this year.

NGOs provided a high yielding variety of seed paddy to farmers during July, which could have been contributory to the bumper crop. NGOs worked in collaboration with Government officials to implement a Food for Work programme. In addition to the dry rations given by the Government, assistance is provided by local and international NGOs to refugees.

Water and Sanitation
Obtaining drinking water has been a problem for coastal villages since May 1997. NGOs as well as bilateral donor agencies donated water pumps to assist in obtaining water for daily use as well as for cultivation purposes. The continuing drought resulted in a severe shortage of water by June. This shortage of water remained right through out the year, and people had to walk 3 to 4 miles in search of water. Drinking water provided by bowsers could not cope

with the demand. The Samanthurai water supply scheme was inaugurated in August.

Shelter and Rehabilitation
NGOs assisted in the construction of 80 houses for the displaced or had lost their homes. This activity was carried out in September.

Education
Teachers were appointed by the North-East Provincial Council to teach English on a contract basis. The GCE A/L examination was conducted without a problem, and steps are being taken to build another University in Amparai.

Economic Situation
The drought has affected the economy of the district. However, in some cases farmers exceeded the acreage allowed for the Yala cultivation, resulting in a fairly substantial crop. Due to the prevailing drought, the availability of employment opportunities in the agriculture sector is limited.

INGOs conducted entrepreneurship training for 20 youth in Kalmunai, and worked with a local NGO to assess the possibility of providing them with loans to start self-employment projects. Other NGOs, UN agencies, as well as bi-lateral donors granted loans to various groups of people for self-employment schemes.

Other
Amparai district was affected by several skirmishes which affected the safety and the security of the area. While sporadic incidents were a common occurrence throughout the year, special mention must be made of the attack on civilians, by the Forces, of the 3rd and 4th Colonies in Central Camp, Kalmunai. 375 families were displaced as a result of this, and were housed in a school building and looked after by the Divisional Secretary.

Agencies working in Amparai
The following member organisations work in the Amparai district: FRC, IHR, LEADS, Sarvodaya, MSF, NCYMCA, QPS, Redd Barna, ZOA, SLF, SEDEC, SLCCCA, ICRC, UNDP, Survivor's Associated and WUSC.

Batticaloa

As at December 1997, the number of displaced persons in the Batticaloa district were 25,618. This figure includes those living in and outside welfare centres.

Health and Nutrition
The general health of people in certain areas of the district is poor. NGOs operate mobile health clinics with security approval. Prior to the outbreak of violence, there were a few peripheral units and central dispensaries manned by

Registered Medical Practitioners. There are no hospitals functioning in the uncleared areas after the outbreak of violence. The Batticaloa General Hospital is the only available hospital for serious patients.

Food and Essential Goods
Some families were displaced in order to erect temporary police posts. These families were provided with dry rations.

The restoration of three minor tanks saw an improvement in the level of paddy cultivation, and hence there has been no shortage of rice in the area. The Government provides dry rations only to refugees in welfare centres. Dry rations have not been provided for others since February. The Samurdhi program was initiated in September, in 9 of the 12 DS divisions. Samurdhi cards were provided to beneficiary families for the value of Rs. 250/= per month. This programme will continue till December 1997.

Water and Sanitation
Three minor tanks were restored in the district this year and another three are to be restored within the year.

Shelter and Rehabilitation
The need for shelter material, for those affected by the cyclone in June 1997 was met by NGOs. According to State statistics, over 55,000 houses were affected by the outbreak of violence, and 20% of these families received State and NGO assistance. Refugees in welfare camps and families that have been resettled are provided with temporary shelter, wells, and toilet facilities by local NGOs. The Government approved money to rebuild a one-roomed house for those who have lost their houses. However, another 14,000 houses were in need of reconstruction as at October 1997.

Education
There are 294 schools in the District attended by approximately 108,000 students. 45% of these schools are in the uncleared areas and attended by over 45,000 students. Students from cleared and uncleared areas sat for the year 5 scholarship exam, and only 5% were successful. The lack of well established pre-schools in uncleared areas, the reluctance of teachers to serve in remote areas, and the environment which is not conducive for education, could be a few of the reasons for these low results.

Economic Situation
The main income generation activities in the district are paddy cultivation and fishing. The normal extent of paddy land under cultivation had to be halved due to the outbreak of violence. The security restrictions have reduced the fishing yield to less than half of what was previously obtained. People have low buying power due to lack of employment opportunities.

Other
The security situation is strict, and stringent checking is carried out on a regular basis. Sporadic incidents occurred throughout the year, as a result of which civilians were injured or killed.

Agencies working in Batticaloa
The following member organisations work in the Batticaloa district: ACHC, CARE, CCFC, FRC, IHR, LEADS, Sarvodaya, MSF, NCYMCA, QPS, Redd Barna, ZOA, SEDEC, WUSC, SLCCCA, ICRC, UNDP and WVL.

Trincomalee

As at December 1997, the number of displaced persons in the Trincomalee district were 26,534. This figure includes those living in and outside welfare centres.

Health and Nutrition
There are a few shortcomings in the Trincomalee Base Hospital: a lack of qualified staff, and a water shortage. 25 new doctors were posted to the hospital during June/July. With the co-ordination of several NGOs, children under five years were given the Polio vaccine on National Immunisation day, in the cleared and uncleared areas. The second phase of the National Immunisation Programme was also implemented successfully. Due to a confrontation between the Forces and the militants in August, the dispensary in Thoppur was closed and remains non-functional. Cholera became a problem towards the end of the year. Mobile and non-mobile medical health clinics were made operational by NGOs in both cleared and uncleared areas.

A request was made to the Minister of Health to open a hospital in one division of the district. In June 1997, the Urban Council of Trincomalee was looking into the possibility of putting up an Ayurvedic hospital with 20 beds.

Food and Essential Goods
A newly built multi-shopping complex was opened in Trincomalee town for the first time by the MPCS, Trincomalee. The level of food production in the district was deteriorating towards the second half of the year, and relevant officials were instructed to initiate action to encourage food production activities in the district. The price of food items are very high in the uncleared area.

Water and Sanitation
The drought has resulted in water scarcity in most areas. Pipe-borne water is muddy and unfit for drinking. A number of people have been affected by diarrhoea due to unclean water. Various local agencies, with the assistance of donors, have undertaken the construction of latrines. However, villagers complain that they are unable to use the latrines as they do not even have

adequate drinking water. The main supply of water to the district is from the Kantalai tank, but towards the end of the year the water level in this tank was very low. International monetary bodies are assisting Government agencies and working towards implementing new water projects in the town.

Shelter and Rehabilitation
National Housing Development Authority (NHDA) has agreed to provide assistance to 14,000 families. Some donors and INGOs also provided funding for housing.

Education
A school which was previously occupied by the Military was handed over to the Education Department. This school is now functioning, even though the teachers and students face difficulties in getting to school due to transport problems. There is an acute shortage of teachers, and the MP has been requested to look into this need.

Economic Situation
NGOs are working towards implementing various vocational training programs which should increase the availability of employment opportunities in the area.

Self-employment projects such as sewing, home gardening, agriculture and other income generation projects are funded by NGOs, UN agencies and bilateral donors.

Other
Several sporadic security incidents have taken place where civilians, military personnel and cargo ships have been attacked. These incidents occurred through out the year. As a result, the security situation has become somewhat tense and the military officials are stringent in administering their controls. Travel restrictions have been imposed, causing hardship to civilians living in surrounding areas.

During October, a fewer number of incidents involving civilians were reported. However, the security situation remained tense.

Ship services to Jaffna remained suspended until November.

Agencies working in Trincomalee
The following member organisations work in the Trincomalee district: ADRA, ACHC, FRC, IHR, LEADS, Sarvodaya, MSF, NCYMCA, QPS, Redd Barna, ZOA, SCF, SLF, SEDEC, SLCCCA, ICRC, ACF, UNDP, Survivor's Associated, UNHCR, and WUSC.

CHAPTER 3

Costs of the Conflict

Introduction

In stating the cost of a conflict, the tangible costs are easier to present than costs of loss of identity, impact on psycho-social well-being, erosion of tolerance of the 'other', impacts on families and collectively on communities.

This chapter presents the geographical and demographic nature of areas directly affected by the conflict. The socio-economic costs are set out thereafter, sourced through material published on the subject. A civil war is the worst form of violent conflict, since it destroys its own people and their assets.

The North-East Province (NEP), where the Civil war is directly conducted, consists of 8 administrative districts. The area, by District, in the conflict-affected areas of the NEP, is as follows:

Table 1: ***Area by District in NEP***

District	Land Area (Sq.km)	Inland waters (Sq.km)	Total Area (Sq.km)	No. of Divisional Secretariats
Jaffna	983.6	41.7	1025.3	14
Kilinochchi	1235.0	94.3	1279.3	04
Mannar	1985.2	11.0	1996.2	05
Vavuniya	1966.9	00.0	1966.0	04
Mullaitivu	2516.9	100.0	2616.0	05
Batticaloa	2686.3	168.0	2854.3	12
Amparai	4318.2	96.7	4414.3	17
Trincomalee	2630.8	96.0	2726.8	11
Total	18322.9	557.7	18880.6	72

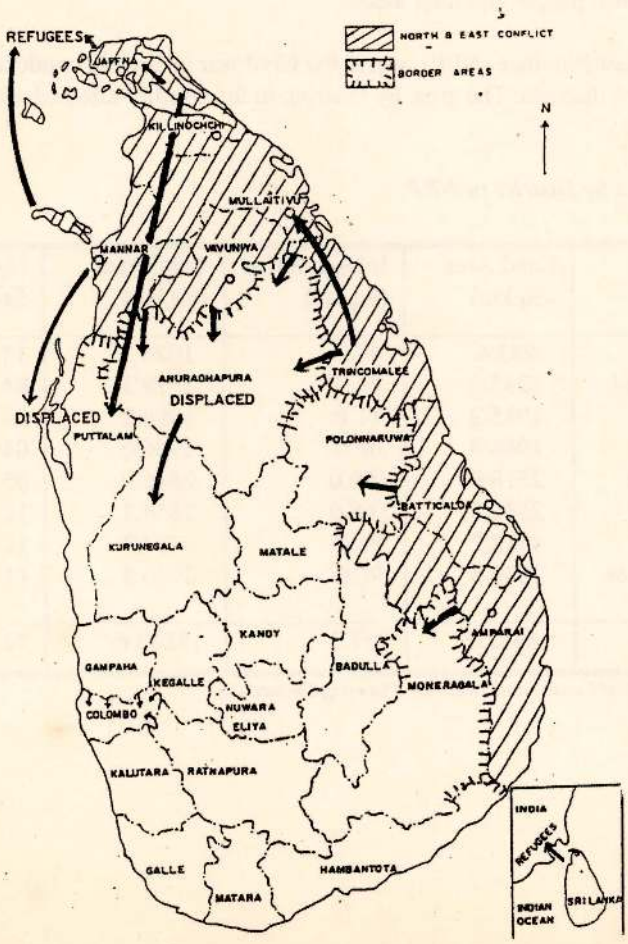
Source: - Dept. of Census and Statistics, Planning Department

Table 2: ***Population by District in NEP (in 000s)***

District	1981	1989 (Estd)	1994 (Estd)
Jaffna	831	855	1013
Kilinochchi	N/A	97	N/A
Mannar	106	127	134
Vavuniya	95	112	118
Mullaitivu	77	90	97
Batticaloa	330	401	425
Amparai	389	465	491
Trincomalee	256	307	322
Total	2084	2454	2600

Source: Dept. of Census and Statistics, NE Provincial Council, Ministry of Health & Planning Department.

A map of conflict affected areas



Defense Expenditure

The actual expenditure on defense for the different segments is as follows:

Table 3: ***Actual expenditure on defense under different agencies in Rs.***

Year	Ministry of Defence	Sri Lanka Army (1)	Sri Lanka Navy (2)	Sri Lanka Air Force (3)	Police Dept. (4)	Total (1)+(2)+(3)+(4)	In Billions
1976	6,000,272	97,338,659	39,545,556	41,413,338	157,410,438	335,707,991	.334
1977	6,185,995	118,387,193	59,015,905	46,168,421	178,662,133	402,233,652	.402
1978	6,916,993	141,530,610	60,629,460	105,477,159	232,774,214	540,411,443	.540
1979	95,325,331	202,815,299	107,326,582	82,283,820	259,111,400	651,537,101	.652
1980	93,493,197	264,398,948	107,626,501	104,608,369	349,888,179	826,521,997	.827
1981	121,319,569	279,344,486	115,394,109	125,665,624	388,080,996	908,485,215	.908
1982	157,672,440	292,963,957	118,508,201	131,379,980	412,037,232	954,889,370	.955
1983	236,799,827	454,364,713	132,137,997	412,260,701	513,307,090	1,512,070,501	1.512
1984	588,819,166	474,292,760	440,129,171	274,186,112	681,175,339	1,869,783,382	1.870
1985	2,768,986,096	1,091,709,340	333,374,227	528,798,310	816,029,200	2,769,911,077	2.770
1986	4,459,405,378	1,986,481,401	691,907,810	1,503,085,169	1,113,875,529	5,295,349,909	5.300
1987	3,393,149,950	3,655,426,997	959,802,062	1,677,506,004	1,657,618,339	7,950,353,402	8.000
1988	4,179,717,184	2,562,783,216	970,707,548	1,357,082,647	1,604,727,108	6,495,300,519	6.500
1989	2,666,107,787	2,463,797,515	749,469,995	905,230,059	1,690,313,384	5,808,810,953	5.800
1990	4,847,667,381	4,308,378,856	1,094,815,509	1,536,241,790	2,405,717,352	9,344,153,507	9.340
1991	1,524,173,419	7,140,385,958	1,602,483,445	1,948,967,130	3,442,211,538	14,134,048,071	14.130
1992	1,188,169,596	8,905,162,107	1,718,526,008	2,565,413,446	4,194,532,016	17,382,633,576	17.400
1993	1,290,828,176	9,107,893,012	2,316,334,000	2,363,607,104	4,481,471,154	18,269,305,270	18.270
1994	1,229,430,871	11,701,793,295	2,001,340,969	3,175,842,028	5,525,645,475	22,404,621,767	22.400
1995	1,492,864,840	17,661,423,649	4,261,532,732	5,343,973,702	5,935,924,516	33,202,854,599	33.200
1996	1,651,398,671	18,859,562,942	6,352,528,027	7,685,759,727	6,305,960,289	39,203,810,985	39.200

Source: Accounts of the GoSL

Table 4: ***Total Expenditure (Recurrent and Capital) on Defense is as follows:***

Year	Rs.	Rs. Bil.
1981	1,000,000,000	1.0
1985	5,600,000,000	5.6
1986	9,600,000,000	9.6
1987	11,300,000,000	11.3
1995	35,000,000,000	35.0
1996	46,000,000,000	46.0

Source: Accounts of the GoSL

Dr.Saman Kelegama, Director, Institute of Policy Studies, Colombo, in an article in the Sunday Island of March 1st 1998, on the cost of the war, indicates that the budget deficits and expenditures for selected years are:

Table 5: ***Expenditure on Defence and Gross Domestic Products (1982 - 1996) Selected Years (in Rs. Million)***

	1982	1983	1985	1988	1990	1993	1994	1995	1996
Defense (Recurrent)	804	1182	2318	5583	10317	17667	21989	25815	33117
Defense (Capital)	313	572	3294	5138	4285	3105	3538	10539	13168
Defense (Total)	1117	1754	5612	10722	14602	20772	25527	36352	46285
GDP (Market Price)	99238	121601	162365	221982	321784	499565	579089	667772	768934
Total Defense to GDP (%)	1.1	1.4	3.5	4.8	4.5	4.2	4.4	5.4	6.0

Source: Central Bank Reports

The accounts of GoSL differ from the Central Bank reports. The sum indicated as expenditure is only for the expenditure of the GoSL. The sum incurred on defense by the LTTE is estimated by the National Peace Council,[38] at a conservative 20% of Government expenditure.

The average expenditure on defense for the developing world, as a percentage of GDP, was 3.1% in 1995. Sri Lanka appears to have the highest expenditure on defense as a percentage of GDP, except for North Korea.

[38] Cost of the War, Colombo, 1998

Deaths and Wounded

There are 2 types of deaths and wounded: military and civilian.

Table 6 : ***Military Deaths and Wounded***

Period/Era	Deaths	Wounded in Action
Jayawardene Era (July 83 - Dec.88)	1187	843
Premadasa and Wijetunga Era (Jan. 89 - Nov. 94)	2679	5,565
Kumaratunga Era [39] (Nov. 94 - Dec.97)	7248	12,137

Source: Air Vice Marshall Harry Goonetileke "Dimensions for National Security" in "Sri Lanka - 50 years of Independence" (A Ravaya Publication)and Weekend Express 14/3/98.

The number of deaths or injured of LTTE cadres has not been accounted for accurately, though figures do appear in the press. The LTTE has claimed 10,500 deaths before Jaya Sikuru.

According to the Ministry of Rehabilitation, the loss of civilians up to 1995, was in the region of 30,000.

Table 7: ***Civilian Deaths and Injured up to 1992***

District	Deaths	Injured
Amparai	1735	476
Batticaloa	4321	3129
Trincomalee	1706	471
Mullaitivu	816	169
Vavuniya	824	761
Mannar	913	465
Kilinochchoi	771	200
Jaffna	6438	2115
Total	17529	7780

Source: Ministry of Rehabilitation, Reconstruction and Social Welfare, NEP - 1992.

[39] Figures for Operation Jaya Sikuru from 13th May to 31st December 1997 were estimated at 1600 killed and 6000 wounded, of which 1200 would be left out of battle (LOB)

Table 8: ***The percentage of affected families from which the main breadwinner was lost***

District	Percentage of families where main breadwinner was lost
Jaffna	25%
Kilinochchi	30%
Mullaitivu	55%
Vavuniya	5%
Trincomalee	17%
Batticaloa	41%
Amparai	27%
Total	33%

Source: Minister of Rehabilitation, Reconstruction and Social Welfare

Social and Economic Consequences of Civil War

The Final Report of the Emergency Reconstruction and Rehabilitation programme (ERRP) Phase II of a team of consultants, said that "*in general the civil war had adversely affected the entire population of the North-East region in some form or degree. The vast majority have been displaced for varying periods lasting from several weeks up to 10 years, many, more than once. As it stands at the end of 1994, there are approximately 130,000 families yet to be resettled, 90,000 of whom are living with friends and relatives and 40,000 in welfare centres. In 1991, following the outbreak of the second war, there was a total of 502,895 families displaced in the North East*". The table gives details by district.

Table 9: ***No. of families displaced and settled***

District	1989		1991	
	No. of families displaced	No. of families settled	No. of families displaced	No. of families settled
Amparai	52,155	5,118	51,925	7,470
Batticaloa	10,221	549	90,884	882
Trincomalee	56,333	13,622	58,744	51,652
Mullaitivu	24,252	11,621	25,252	16,463
Vavuniya	23,300	7,369	23,300	12,057
Mannar	26,835	15,486	28,925	24,941
Kilinochchi	27,455	15,010	27,485	20,143
Jaffna	197,375	150,000	196,375	151,577
Total	416,956	232,815	502,895	285,720

Source: Ministry of Rehabilitation, Reconstruction and Social Welfare NEP

Details of those drawing dry rations from welfare centres (WC) as of 31st December 1997, are as follows:

Table 10: ***Issue of dry rations/cash and WFP assistance as at 31/12/97***

District	No. of WCs	In welfare centres		Outside WCs/ staying with friends & relatives		Economically affected (non-displaced		Total		Approx. monthly value of dry rations (in Rs.)
		Families	Persons	Families	Persons	Families	Persons	Families	Persons	
Jaffna	4	407	1678	78507	323237	1500	6150	80414	331065	101321640
Kilinochchi	87	8862	34942	17175	69311			26037	104253	32806620
Mullaitivu	51	6227	25386	18077	69930	2000	9617	24304	95316	30623040
Mannar	14	4021	16016	11498	45333			17519	70966	22073940
Vavuniya	4	1689	5837	8899	31095			10588	36932	13340880
Trincomalee	16	1590	5864	5120	20670			6710	26534	8454600
Batticaloa	2	461	1788	5792	23830			8253	25618	7878780
Amparai	4	907	3587	852	3394			1759	8981	2216340
Puttalam	104	9209	42473	4989	22598			14198	65071	17889480
A'pura	47	2041	9584	1104	4617			3145	14201	3962700
Kurunegala	23	523	2270	388	1927			911	4197	1147860
P'naruwa	8	401	1787	480	2133	622	2488	881	3920	1110060
Colombo	2	129	605	813	4288			1564	7381	1970640
Matale	3	54	243	226	1003			280	1248	352800
Gampaha	1	19	65	1800	7667			1819	7732	2291940
Kalutara				370	1542			370	1542	466200
Badulla				63	274			63	274	79380
Moneragala				52	212			52	212	65520
Ratnapura				14	82			14	82	17640

Kegalle				54	258			54	258	68040
Kandy				211	1074			211	1074	265860
N' Eliya				68	321			68	321	85680
Matara				104	508			104	508	131040
Hambantota				80	376			80	378	100800
Galle				16	70			16	70	20160
	370	36540	152125	156752	635752	4122	16389	197414	804266	248741640

Source: CGES Statistics

The animosity of the civil war, with which civil life has been disrupted, can be gauged by the extent of damage to centres of religious worship.

Table 11: ***Damage to centres of religious worship***

District	Kovils	Mosques	Churches	Temples
Amparai	32	23	4	6
Batticaloa	253	40	3	8
Trincomalee	20	7	4	9
Mullaitivu	6	5	2	0
Vavuniya	49	1	1	0
Mannar	3	2	3	1
Kilinochchi	8	1	2	0
Jaffna	125	1	3	1
Total	496	80	22	25

Source: Ministry of Education, Cultural Affairs and Sports, NE Province

Settlement and Rehabilitation

A resettlement and rehabilitation package per family has been approved by the Government. The components are -

Table 12: ***Resettlement and Rehabilitation package per family***

	Rs.
1. Settling in allowance (SIA)	- 2,000
2. Productive Enterprises Grant (PEG)	- 4,000
3. Housing Grant (temporary)	- 7,000
4. Housing Grant (permanent)	- 25,000
5. Provision of Implements	- 1,000
6. Marriage prosperity allowance	- 25,000
7. Education prosperity Allowance (per student)	- 500
8. Compensation for deaths/injuries to	
Government servants	- 750,000
Public	- 50,000
9. Compensation payment for damage to property to -	
Government servants	- 150,000
Public	- 100,000
10. Compensation to religious places	- 1,000,000
11. Housing loan facility (upto)	- 250,000
12. Commercial loans(upto)	- 500,000

The ERRP Consultants have prepared a budget for Rs.17 Billion as costs of Resettlement. The details are -

Table 13: ***Budget for cost of Resettlement***

	No.	Unit	Rs.	Rs.M
SIA	130,000	Family	5000	650
PEG	190,000	Family	5000	950
Housing	300,000	Family	25000	7,500
Displaced families loan	100,000	Family	10000	1,000
Agriculture and livestock loan	15,000	Family	40000	600
Agricultural Implements	130,000	Family	2000	260
Agricultural Equipment Loan				600
Industries loan				4,000
Vocational Training				500
Total				17,060

Agriculture

As the ERRP consultancy stated, *"the NEP is principally an agricultural area. Of the total cultivated land area of 368,850 hectares, only around 100,000 hectares are served by 93 major and medium tanks and further 41,785 hectares are irrigated by 2,402 minor tanks. The province is a surplus rice producing area. It has also a comparative advantage in the production of red onions, dried chilies, black gram and ground nut".*

The cost of reconstruction/rehabilitation, by institution, in the agricultural sector, is estimated to cost Rs.1.6 Billion. This includes buildings, minor irrigation, rural roads, vehicle and machinery, plant and equipment, furniture and office equipment, inventory, coconut subsidy, cashew planting and palmyrah replanting. The details, by different agency, are given below:-

Table 14: ***Cost of Reconstruction/Rehabilitation by Institution in Agriculture***

District	Agrarian Services	Agriculture	Coco Cult. Bd.	Paddy Marketing Bd.	Palmyrah Develop-ment Bd.	Cashew Corp.	Total (Rs. 000s)
Jaffna	39915	48645	20610	12600	23930	-	145,700
Kilinochchi	46220	60295	53710	45460	750	5645	212,080
Mannar	42520	49705	21575	42065	2050	23845	181,760
Vavuniya	49775	38480	14000	22000	1300	-	125,555
Mullaitivu	89825	22025	25480	30625	220	-	168,175
Trinco	50060	28460	35940	59500	77	6245	180,280
Batticaloa	108185	104040	70310	120000	1330	5395	409,260
Amparai	21415	36745	37200	49720	-	-	145,140
Total	447915	388355	278825	381474	29655	41130	1,567,850

Fisheries

The length of the coast line is as follows:-

Table 15: ***Length of Coastline***

District	No. kilometres
Mannar	163
Jaffna/Kilinochchi	390
Mullaitivu	96
Trincomalee	141
Batticaloa	250
Amparai	115
Total (NEP)	1155
Sri Lanka	1730

Source: Adm. Report Ministry of Fisheries

The fresh water and brackish water areas are as follows:-

Table 16: ***Fresh water areas and brackish water areas (hectares)***

District	Fresh water	Brackish water
Mannar	4867	3828
Jaffna/Kilinochchi	6711	
Jaffna	-	45525
Kilinochchi		11917
Mullaitivu	8595	9233
Trincomalee	8133	18317
Batticaloa	9541	13682
Amparai	18642	7235
Vavuniya	1805	-
Total (NEP)	58296	109737
Sri Lanka	188150	158017

Source: Adm. Reports, Ministry of Fisheries

60% of Sri Lankan fishermen live in the NEP

Table 17: ***Number of Fishermen***

District	Number
Mannar	5684
Kilinochchi	1103
Jaffna	24839
Mullaitivu	4353
Trincomalee	6502
Batticaloa	12843
Amparai	10744
Total (NEP)	66063
Sri Lanka	111335

Source: Adm. Reports, Ministry of Fisheries

Coastal Fish production from 1981 - 1991 is given below:-

Table 18: ***Coastal Fish production***

Year	NEP	Sri Lanka	NEP, SL (Tons)
1981	99544	175,075	56.86
1982	97547	182332	53.53
1983	90944	178049	57.11
1984	53488	136642	39.14
1985	55189	140266	39.35
1986	57866	144272	40.11
1987	58187	149605	38.89
1988	60120	155099	38.76
1989	61121	157411	38.77
1990	38175	134132	28.46
1991	49704	159151	31.23

Source: Adm.Report Ministry of Fisheries.

Table 19: ***Total Fishing families and Displaced Families (1994)***

District	Total Families	Displaced Families	Resident Families
Mannar	6490	3800	2690
Kilinochchi	2120	520	1600
Jaffna	22380	13470	8910
Mullaitivu	3825	2200	1625
Trincomalee	7540	900	6640
Batticaloa	14890	950	13940
Amparai	10230	145	10085
Total	67475	21985	45490

Source: ERRP Consultancy

Table 20: ***Fishing Boats and Gear Damaged (1994)***

Item	Mannar	Jaffna	Mullaitivu	Trincomalee	Batticlao	Amparai	Total
Multiday Boats	-	-	-	-	-	-	-
3 1/2 Ton	180	489	13	25	12	46	765
17 1/2 FRP Boats	760	1564	435	600	120	77	3556
Outboard Motors	-	-	-	-	117	-	117
Gill nets	-	-	-	-	109	-	109
Mech Tradi Craft	520	1370	238	250	-	83	2461
Non Mech Tradi-Craft	690	1688	74	-	-	-	2457
Vallams	-	1870	75	400	2425	1218	6038
Madel	80	55	108	25	52	49	369
Other gear	650	-	160	500	2317	1648	5275

Source: ERRP Consultancy

The total estimated cost of replacement and production foregone was estimated at Rs.3.2 billion upto 1995.

Industry

Based on the 1981 census the total employment in the industrial sector is as follows:-

Table 21: ***Number employed in Manufacturing (1981)***

District	No.
Jaffna	23191
Mannar	551
Vavuniya	3188
Batticaloa	9897
Amparai	10637
Trincomalee	3741
Total	51185
All Island	416824

Source: Census 1981

As a result of the civil war, it is estimated that there was a loss of 90% in employment and 95% in production. The estimate of damage is as follows:

Table 22: ***Estimate of damage in Manufacturing Sector (NEP)***

	(Rs.Million)
Jaffna	2900
Kilinochchi	1500
Mannar	110
Vavuniya	80
Mullaitivu	650
Trincomalee	660
Batticaloa	560
Amparai	300
Total	6760

Source: ERRP Consultancy

Table 23: ***Estimated Rehabilitation Costs of Industries in NEP (in Rs. Million)***

	Foreign cost	Local Cost	Total
Public Corporations	1735	1725	3460
Medium Industries (Private/Public)	550	390	920
Small Industries (Private/Public)	-	2380	2380
Hotel Industry	90	210	300
Duties & Taxes	-	-	706
Total			7760

Source: ERRP Consultancy

Thus the estimated cost of the rehabilitation of industry is Rs.7.8 Billiion.

Public Service

A large number of public administrative agencies have been affected by the civil war. The rehabilitation costs are estimated at Rs.1.68 Billion.

Summary

The cost of resettlement has already been budgeted at Rs.17.06 Billion by the ERRP. The cost of reconstruction is budgeted at Rs.50.044 Billion by the ERRP. The details are as follows:-

Table 24: ***Cost of Reconstruction***

District	Jaffna	Kililinochchi	Mannar	Vavuniya	Mulaitivu	Trincomalee	Batticaloa	Amparai (Sp)	Total (Mil)
Agriculture	146	212	182	126	168	180	409	145 -	
Livestock	236	75	53	64	59	67	136	95 -	568
Fisheries	1692	81	429	-	295	239	262	208 -	785
Forestry	80	200	200	200	200	180	186	200 -	3207
Industry	3106	1550	130	90	680	770	700	350 340	1446
Regional Planning	7	1	1	1	1	1	2	1 -	7766
Environment	-	-	-	-	-	-	-	5 5	13
Women & Children	2	1	1	1	1	2	1	1 -	5
Health	126	89	15	26	120	156	34	65 -	10
Education	473	239	82	108	167	118	98	150 -	631
Irrigation	540	1400	1250	1500	1300	1300	1200	1010 -	1436
Water supply	233	50	75	50	50	156	160	140 -	9500
Local authority	1093	18	74	122	22	120	109	145 -	914
Roads & Bridges	1175	460	879	501	763	174	404	356 -	1784
Buses	419	64	37	17	55	77	17	17 -	5031
Railway	1115	600	890	700	400	750	500	- -	642
Power	1644	1000	39	87	-	66	70	60 -	4955
Telecommunication	3507	500	637	569	500	-	-	- -	2966
Public Services	890	92	65	33	204	96	179	116 -	5713
									1674
Total	16484	6632	5039	4195	4985	4742	4467	3059 -	500425

Source: ERRP

Cost of Resettlement	17,060
Cost of Reconstruction	50,044
Grand Total	67,104

Opportunities Foregone

The National Peace Council[40] has estimated the benefits that would have been accrued, had there been no war. They are -

1. 1983 - 1996: Economic growth would have been 7% - whereas it was only 4.3% at present.

2. The average household income would have been higher by 40%.

3. The poorest 30% in the country, comprising 1.1 million households, would have had an average monthly income of Rs.5,460 for a household of 5. Presently they have only Rs.3, 900. Out of the 740,000 households with incomes below Rs.4,200 (which is the poverty line for a family of five), around 50% could have moved above the poverty line.

4. The additional jobs created would have been close to the total number of unemployed in 1996, which was 800,000. Unemployment would have been brought down from the present high of 12% to a low level, in the region of 3% to 4%. This is the level of full employment.

5. 1/3 more would have been spent, than now, in providing health services of higher quality and they would have been more readily available to the people.

6. 1/3 more would have been spent on education, providing a better general education, having more vocational and technical education facilities and expanding and improving the quality of higher education. This is critical, if Sri Lanka is to join the information age of the 21st century.

7. Investment would have increased on roads, power, telecommunication, by 1/3. They are now collapsing.

8. With all this, there would have been a balance to reduce domestic borrowing and the budget deficit.

Since 75% of the people of Sri Lanka are the majority community, they have paid the highest foregone opportunities.

[40] Cost of the War; National Peace Council, Colombo, 1998

Future Prospects

The world is going through a fusion of small states into larger ones, examples being ASEAN, EU, NAFTA etc. In this scenario it will be unfortunate if a process of fission achieves success in Sri Lanka. The saddle point, where it could move either way is, however, fast approaching. If the process of fission is not to lead to its inevitable conclusion, political, economic and social strategies have to be adopted, covering the immediate, intermediate and long-term. But before that is broached, a core issue has to be resolved: the nature of the post-colonial State of Sri Lanka.

The most urgent requirement, operating within the plural framework, is to get refugees back to their own villages and places of domicile, and enable them, both actively and passively, to rediscover their traditional relationships, both within their own group and between groups, to the external world. To do so, they have to be assisted with the fundamentals of infrastructure, roads, water, electricity, sanitation, schools, health facilities etc. Based on this infrastructure, a well thought out programme of social engineering has to be mounted at all levels, ranging from its senior citizens to school children. In this effort, women have to be given special attention for it would be no advance if they go back to exploitative patriachical relationships.

The present ethnic conflict is both a crisis and an opportunity. The opportunity offers Sri Lanka a terrain to be a laboratory. The NGOs being disinterested observer-participants of goodwill, are being offered an excellent occasion to fulfill their mandates. It is hoped that they will rise up to meet their obligations.

CHAPTER 4

Response of Donors

This chapter attempts to present a perspective on contemporary donor policies and a sample of their grantees. It is not exhaustive to the extent that, details of all donors and their programmes are not found here. Further, the perspectives found here represent grants to non-State agencies. Hence, the full measure of donor contributions in Sri Lanka remain to be read.

Canadian High Commission

Canadian development assistance to Sri Lanka is delivered within a framework of a general agreement on development co-operation between the Governments of Canada and Sri Lanka, and is an all-grant programme.

The Canadian development programme in Sri Lanka is supported by one Canadian official and two locally engaged staff, based at the Canadian High Commission and eight development advisors and support personnel at the CIDA Programme Support Unit.

The overall programme goal is to support institutions that can address the political, social and economic causes of the conflict in Sri Lanka. The objectives of Canadian development assistance are:

- To support key institutions which can improve policies related to economic reform and promote human rights and democratic values

  Country-to-Country programmes
  Human rights fund phase II (1994 - 1999)
  Training general fund phase IV (1994 - 1998)
  Peace Fund (1995 - 1999)

- To strengthen community-level institutions and support programmes promoting economic activity, employment creation, and provision of basic social services among those whose unfulfilled aspirations have fuelled the conflict

  Country-to-Country programmes
  Sri Lanka Canada Development Fund (1991 - 2001)
  Small farmers and landless credit (1990 - 1999)
  Soya promotion and privatisation (1991 - 1998)
  Credit Union Development (SANASA) (1991 - 1999)
  Sarvodaya Rural Development III (1993 - 1998)
  Shakti Gender Equity Project (1996 - 2001)

Gender and Development Fund IV (1994 - 1998)
Canada Fund (renewed annually)

Regional Programmes
South Asia partnership (1996 - 1999)
South Asia Regional Gender Fund (1995 - 1997)
UNICEF Iodine deficiency diseases control (1995 - 1997)

- To assist in reconstruction and rehabilitation in the areas affected by the conflict

  Country-to-Country programmes
  Rehabilitation through education and training
  Phase II and III (WUSC) (1993 - 2002)
  Food security in conflict areas (CARE) (1996 - 2000)

  Humanitarian Programme
  MSF(H)
  CARE

Other Canadian programmes in Sri Lanka include the Industrial Co-operation Programme (private sector development), the Canadian Executive Service Organisation (business consulting), University and College linkages, the International Development Research Centre, Commonwealth scholarships and Commonwealth sports development programmes.

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 3,010,000 (Rs. 180,600,000)	• To MSF(H) to support its surgical programme in Mallavi hospital • To CARE for its food security programme in the North & East • Vegetable feed to farmers and promotion of organic and home gardening • General programmes

Royal Netherlands Embassy

Co-operation Programme
The Co-operation Programme of the Royal Netherlands Embassy focuses on three main themes:

1. Rural Development

- IRDPs in Nuwara Eliya and Ratnapura - Both activities will be terminated within 18 months. It is expected however, that certain activities will continue in the framework of REAP.

- Assistance to the Mahaweli Authority for programmes in the System C area, to promote multi-functional household environments

- Social Welfare Programme - Assistance to the enhancement of the living conditions of the estate population through the improvement of housing, water and sanitation, health, education and creches.

- Support to the micro-credit organisation, SANASA.

2. Environment

- Green environment - Activities are aimed at nature management and sustainable exploitation of natural resources, such as the Integrated Resource Management Project in the Wetlands focusing on the Negombo *lagoon*, which will commence in January 1998; and assistance for the "Selected Tropical Rain forests" programme which is being discussed with the Ministry.

- Grey environment - Assistance to the Central Environmental Authority to formulate guidelines for pollution control rules and regulations. Possibilities are being identified to establish structural co-operation links between Dutch and Sri Lankan organisations in the environmental field.

3. Reconstruction and Rehabilitation

- Assistance to Government programmes in the Amparai district for housing and social infrastructure.

- Assistance to local NGOs in the conflict-affected areas, through the Embassy programme

- Assistance to international organisations such as UNHCR, ICRC, UNICEF, MSF and CARE, in their relief operations.

- Areas identified for 1998 - Trincomalee
  Jaffna (regular discussions being held with RRAN)

Other main sectors that are financed are in human rights, research and education. RNE supports a wide range of activities through its Cultural fund, Environmental fund, Gender fund and Small embassy funds. Through its investment subsidy programme, ORET, substantial amounts are made available annually for investment in infrastructure.

Direct Funding Programme (DFP)

The DFP was established to assist Sri Lankan NGOs working in the field of rehabilitation and reconstruction of the North and East. The aims of the DFP are :

- To contribute to the recovery and reconstruction of the areas of Sri Lanka affected by unrest

- To develop a freer, more pluralistic society

Any registered recognised Sri Lankan NGO involved in rehabilitation work in the North and East is eligible to apply for assistance. The following sectors are considered for assistance: Income generation
Education and Training
Resettlement
Women in Development
Human Rights
Institutional building of NGOs

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 9,780,000 (Rs. 586,800,000)	• Rehabilitation of houses and social infrastructure in Amparai • Emergency relief through UNICEF, MSF, ICRC in Jaffna • Emergency repairs to drains, the hospital, and slaughterhouse • Strengthening NGO programmes and support to NGO projects in the North and East

Italian Embassy

Socio-medical field

Health assistance for refugees in the North-East Province
Reconstruction of medical infrastructures and building materials for the restoration of the Trincomalee hospital and the medical centres in the North-East Province

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 580,000 (Rs. 34,800,000)	To MSF(H) for humanitarian activities

Swedish Embassy

Sweden/SIDA channels all its humantarian support to Sri Lanka via the UN organisation, ICRC and other INGOs

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 2,655,000 (Rs. 159,300,000)	• Humanitarian support to mothers and children • To MSF(F) as humanitarian support for Point Pedro Hospital, Jaffna • To ICRC for humanitarian support

Australian High Commission

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 3,020,647 (Rs. 181,238,820)	• Food aid to IDPs in Puttalam, Anuradhapura and Polonnaruwa and implemented by WFP and Dept. of Social Services • To Batticaloa Hospital and mobile clinics implemented by MSF • Community water supply and sanitation in Trincomalee and Batticaloa implemented by Community Aid Abroad • Equipment for Jaffna Technical College through UNDP • Renovation of micro-tanks, training of trainers, housing, income generation • Small-scale project implemented by NGOs, CBOs and GAs

European Commission

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 4,452,941 (Rs. 267,176,460)	• To GTZ for 17 water schemes in Jaffna • To ACF for home gardening in Anuradhapura and Trincomalee • Non-food Relief Items to people in the cleared and uncleared areas, through German Agro Action • Resettlement of three villages in South Vavuniya, through German Development Assistance Association for Social Housing (DESWOS) • To ICRC for the operation of the ship, "Java Gold", between Trincomalee and Jaffna

French Embassy

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 198,000 (Rs. 11,880,000)	For relief and rehabilitation activities

German Embassy

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 2,860,000 (Rs. 171,600,000)	• To ICRC for health and relief programmes • To Deutsche Welthungerhilfe (German NGO) for relief activities in Vavuniya, Trincomalee and Amparai • Import of commodities for rehabilitation projects in Jaffna • Purchase of five bowsers for the Ministry of Ports, Shipping, Relief & Rehabilitation, through UNICEF, for supplying water to IDPs in Vavuniya, Jaffna, Kilinochchi, Mannar and Batticaloa; and five ambulances to be used in the same areas • Purchase of sugar/pulses for WFP • Purchase of five ambulances for the Ministry of Health • To upgrade welfare facilities in refugee welfare centres and resettled villages in Batticaloa

Royal Norwegian Embassy

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 1,399,200 (Rs. 83,952,000)	• Building of 90 shelter units for four transit welfare centres in Vavuniya • To FAO for relief projects • Return and reintegration of Tamil refugees through UNHCR • Assistance to the Batticaloa General Hospital through MSF • Humanitarian assistance through FORUT

Swiss Embassy

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 1,061, 222 (Rs. 63,673,320)	• Construction of rural hospitals in the East • To UNHCR/ICRC programmes • To Swiss Disaster Relief for the construction of two hospitals in Kiliveddi (Trincomalee)

British High Commission

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 2,442,000 (Rs. 146,520,000)	• For the provision of generators and related equipment • Relief and rehabilitation programme managed by Oxfam and SCF • To ICRC for work in the conflict-affected areas

United State Agency for International Development

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 928,150 (Rs. 55,689,000)	• Medical supplies and staff support to teaching hospital • Provision of prosthetic limbs for civilian war victims • Intervention of food security, provision of wells, promotion of organic farming/training • Children affected in conflict • Support to Human Rights Commission

United Nations Development Programme

Disbursement for relief and rehabilitation work in the North and East for 1997

Amount	Purpose
US$ 1,700,000 (Rs. 102,000,000)	• To RRAN, Jaffna Technical College • Resettlement programme • Jaffna Rehabilitation Programme • UN Logistic Centre

CHAPTER 5

Nature of NGO - Government relations

In examining relations of the Non Governmental sector with the State it would be useful to bear in mind, the status of NGOs in Sri Lanka in relation to the form of organisations and manner of accreditation.

Conventionally, it has been the practice to exclude from the term NGO all trade unions, organisations affiliated to political parties, such as Youth Leagues, organisations that are State inspired and State regulated, such as rural development societies and their feminine counterparts, the Kantha Samithis, co-operative societies, Gramodaya Mandalayas (Village councils consisting wholly of members nominated by government) and community centres.41

Similarly omitted from classification, are certain grass root level organisations whose activities are confined to limited locales or specific community purposes, such as funeral aid societies, savings (cheetu) groups, temple management committees, parent-teacher associations, alumni associations, etc. The residual group of NGOs, after the above exclusions, share certain characteristics:

- They are wholly voluntary
- They operate at a national or regional (not grass roots) level
- They are not necessarily organised as legally recognisable entities
- They are non-commercial, but not necessarily non-profit. Profit making activities, if any, are undertaken in pursuit of non-commercial objectives.
- They are non-political in the sense that they do not participate in party political activities or electioneering, but the activities of NGOs include agitation on matters such as human rights, agrarian reform and social justice, which are quasi-political in nature.

The groups of NGOs thus identified, though sharing certain common characteristics, nevertheless defy the formulation of a definition that includes all of these groups but at the same time excludes all those other types of organisations mentioned earlier. This object is more nearly achieved by the listing of the sectors of fields in which the organisaions regarded as NGOs are primarily engaged in. These may be listed as follows :

- disaster relief and rehabilitation
- relief of handicapped and disabled persons
- employment and income generation programme, including employment related training
- provision of safe drinking water

41 Chandra de Fonseka, Chairman, UVAGRAM Foundation, Bandarawela - Country Study on SriLankan Government/NGO relationship & Cooperation, January 1991

- afforestation, social forestry, bio-gas and alternative energy
- family planning
- primary health care, sanitation and nutrition
- women's programmes
- child care
- education including adult and non-formal types
- consumer protection
- rural housing
- environmental and ecological improvement
- group organisation including awareness raising and conscientisation
- action/policy-oriented research on rural society and traditional media
- agitational and protest programmes
- promotion of peace, ethnic and social harmony, human rights and social justice
- religious and cultural activities

The criterion is, whether one or more of the above constitute the primary activity of the NGO. Many of these activities could often be found among the secondary objectives of other organisations such as churches, trade unions and political parties, which are outside the above categorisation of NGOs.

NGOs that do not receive grants-in-aid from the State for their activities can choose to formalise their legal position by utilizing one of the available statutory schemes. There are several options:

1. Registration as mutual provident societies under the 1949 Mutual Provident Societies Act No. 55,

2. Incorporation as limited companies under the 1982 Companies Act. No. 17,

3. Establishment as trusts under the 1917 Trust Ordinance No. 9 (as amended),

4. Registration as "charities" under the 1979 Inland Revenue Act. No. 28, or as,

5. "Approved Charities" under the 1963 Inland Revenue Act No. 4 (the differentiation relates to the level of concessionary taxation), and finally,

6. Incorporation under an Act of Parliament, a measure typically initiated by a Private Member's Bill.

The choice is not determined by the nature of the NGO's activities. Rather, these statutes activate particular attributes of the NGO and bring forth different provisions relating to its operation and accountability. So, for example, if an NGO requires legal recognition but at the same time rejects government intervention, in any form, in its activities, the

path of unincorporated associations is available. On the other hand, if a NGO chooses not to become a legal person, it can do so without sanctions or penalty.

Administrative measures have also been introduced to formalise and link NGOs' work with the State. Thus, under the 1980 National Environmental Act. No. 47 (as amended), seven NGO representatives sit on the Environmental Council. This body is dominated by officials, but nonetheless, plays a significant role in environmental regulation. The last UNP regime saw the establishment of the NGO panel in the Women's Bureau, the NGO Committee of the Children's Secretariat, and the NGO Liaison Unit of the Ministry of Policy Planning and Implementation. The first two are defunct. The third, the NGO Liaison Unit, remains active. Its most important function has been to negotiate Memoranda of Understanding (covering NGO objectives and agreements to conform and abide by local laws, inform Government of their activities, and furnish statements of local disbursements) with many of the international NGOs engaged in Sri Lanka. By 1993, 40 of the 47 INGOs concerned had entered into such bilateral agreements. The memoranda continue to be valid, and INGOs seeking to launch projects in Sri Lanka are required to enter into similar agreements. There have also been efforts to monitor, if not control, financial remittances by INGOs to Sri Lanka through commercial banks and foreign exchange regulations, but with the liberalizing of the economy under the UNP Government, these efforts were discarded[42].

In respect of NGOs originating from countries outside Sri Lanka, a pre-requisite is a Memorandum of Understanding with relevant line Ministries. Further, such NGOs do have multiple relationships with State agencies as well as partner local NGOs.

When one discusses issues pertaining to the humanitarian plane and in particular the North-East, considerations of security agencies and the MoD, impinge on the activities of humanitarian agencies working in the North-East. These considerations extend to reviews over geographical access for personnel, resources and supplies.

Strengths/Weaknesses

The strengths of NGO-Government relations is its expression of civil society working with the State, which is a welcome specter. In many fields, such relationships are found at the centre, as well as where delivery is required. The weaknesses largely stem from the source of the identities of NGOs and Government which are distinctive in nature and cannot be equated. Given this distinct relationship, one is further faced with diverse identities, scales of operation, interest groups, exigencies at that particular moment of time, and interpretations of such policies.

From the point of view of NGOs, a desire to retain a sense of independence in decision making as well as the integrity of identity, makes the distinction that much more acute. Further, the desire on the part of NGO to plan and execute their functions do not always co-relate with the process of execution of the Government sector.

42 Vijaya Samaraweera - Sri Lanka : Politics, National Security and the Vibrancy oNGOs; A Law and Society Trust Report

An Agenda for NGO-Government cooperation

At a conference of Ministers of Social Affairs, the following guidelines for implementing an agenda for action on social development in the ESCAP region was presented and accepted.

Mobilizing NGOs, the private sector and other members of civil society43
There is a consensus that, in most countries, government efforts and resources alone will not be adequate to meet the challenge of socio-economic development. Wider community involvement can be sought on specific projects, such as through NGOs and community groups. For this reason, even at the earliest stage of planning and subsequent implementation of the programmes, it is important to envisage a role for NGOs, the private and corporate sectors and other members of civil society. At all levels of the implementing hierarchy, NGOs and other sectors of civil society should be brought in to participate in policy formulation, coordination, implementation and monitoring and evaluation. NGOs, the corporate sector and other members of civil society should be encouraged to take up various components of the programmes by directly funding them.

To facilitate this, formal implementing mechanism and institutional frameworks should be set up at all levels to allow NGOs, including self-help organisations and representative of the target groups themselves, as well as other members of civil society, to participate as full members. In the interests of transparency and accountability, it is highly recommended that mutually agreed regulations, rules, guidelines or memoranda be drawn up to facilitate their participation.

While it is recognised that some tasks are best done by government, continuing cooperation between governments and NGOs is desirable to attain the comparative advantages of each. Formal consultative mechanism would facilitate more productive cooperation. Governments should appreciate that NGOs often have advocacy roles which may not always agree with government policy. For their part, NGOs should be held accountable for their use of funds and should, themselves, use transparent decision-making systems. NGOs should also consider national and international networking to improve their capacity and strengthen their relations with governments and donors.

Government should create an enabling environment for NGOs by simplifying their oversight of NGOs and not infringing upon their autonomy. Governments could also assist NGOs, for example, with training, to increase their effectiveness and professionalism. Similarly, cooperation with the private sector training programmes could also increase training opportunities, particularly for entrepreneurial and management development.

Promoting research and disseminating information.
Ongoing research is an essential function in implementing the Agenda. Given the limitations of human and financial resources for research and data development, governments in the region may mobilise technical cooperation support for research in

43 ESCAP Region (ST/ESCAP/1700), 1996

such areas as the design of alternative planning models, alternative schemes for social services delivery, resource mobilisation and innovative forms of cooperation with the private sector, including corporate business.

The Agenda and its significance are not widely known among the public at large or even, in many cases, by the agencies key to their implementation. Governments should publicise the Agenda by translating it into the national language(s), by public information and media programmes, and through the organisation of national seminars and workshops. Such measures will provide the impetus to mobilise concerted government action, as well as action by NGOs, the private sector and other members of the civil society.

As much as possible, the media should be mobilised for advocacy, information dissemination and illustration of best practices.

Upgrading personnel capability

1. Needs assessment and training

Each country must periodically assess the required number of personnel and the nature of the skills needed to implement the Agenda.

Effective management requires the training of personnel, to increase their knowledge of social issues and provide analytical and technical skills to diagnose social development problems and identify policy and programme measures to deal with them.

It is urgent to upgrade and acknowledge the skills of government personnel who are at the front line of implementing the Agenda in such roles as teachers, health workers, community organisers, project managers and planners. Training should be promoted in the following areas :

- Gathering information and data at various levels;
- Using social indicators to guide planning, policy making and implementation
- Training of trainers in areas of concern to social development, such as project management, community organisation, resource mobilisation and design, and implementation of appropriate credit and other socio-economic improvement schemes; and
- Formal and non-formal programmes for community leaders and managers

The incentive and morale of government social development workers should be developed through adequate compensation, and benefit packages as well as by special training seminars that cultivate increased sensitivity and commitment towards the work. Instructive experiences of the private sector could be shared with participants from other sectors involved in promoting the implementation of the Agenda. The joint participation of personnel from government, NGOs and the cooperate sector in training programmes could enrich the learning process, as each can draw from others' strengths.

2. Information sharing

Data generated by governments, academia and community organisations should be made freely accessible and exchanged among social development workers from government,

NGOs and the private sector. Wherever, feasible, new information technologies should be employed to hasten the link-ups in communication and date exchange. Venues should be provided for regional and international exchanges for social development workers, including those of NGOs, to exchange experiences, discover strengths and weaknesses in programme implementation and confront and solve well-defined problems. Information and training materials should be produced concerning the various goals and social development objectives and issues in the Agenda for the guidance of all social development workers and members of civil society.

International agencies should be invited to contribute to the process of social development programme formulation and management, especially in the holding of workshops, the preparations of training and information materials, and the administration of educational and training programmes for social development workers.

CHAPTER 6

Key Issues in the Management and Co-ordination of Relief and Rehabilitation

Overview

The principles of interagency co-ordination are well-known; co-ordination should ensure cost effectiveness, appropriateness of assistance policies, the minimization of duplication, effective prioritization and filling of gaps, and should facilitate information-sharing. As self-evident as these principles may be, a variety of constraints often limit the effectiveness of systems, whether due to political constraints, competition between agencies, unwieldy numbers of actors or lack of adequate quantities of reliable information. In addition, linkages between agencies providing relief of civilian populations and agencies which have mainly development mandates are often weak or non-existent, either due to separate structures being maintained for co-ordination or due to intervention at different stages in a conflict.

Experiences in post-conflict situations throughout the world consistently emphasises the need for "preparing the ground" for rehabilitation and reconstruction once stability returns. Post-conflict situations are usually characterized by a number of different features where assistance may be needed, including:

- Resettling and reintegrating displaced persons in their places of origin, ensuring that needs of vulnerable groups are taken into account ;
- Demobilizing former combatants;
- Repairing and reconstructing infrastructure which has been damaged or destroyed
- Rebuilding civil society; and
- Reconciliation

The peak in post-conflict activities often takes place at a time when government services are weak or even absent and economic systems are disrupted. What resources and capacity the government has, tends to be focused on reconstruction of infrastructure, such as roads and electrical supplies, which will play a key role in resuscitating the post-war economy. UN agencies and NGOs can therefore, have a very important complementary role in supporting rehabilitation at a community level and in rebuilding community structures. This combination of enormous needs coupled with relatively weak institutional capacities and the need for a relatively quick and well-directed response, means, that preparations for such a post-conflict situation should not wait for a peace settlement, although the extent of preparations may be subject to security, resource or political constraints.

One of the key components of preparing for rehabilitation and reconstruction is thus the establishment and refinement of systems for interagency co-ordination. The importance

of such systems is particularly important when considering the rapid turnover of agency staff, especially expatriate staff.

Co-ordination systems for humanitarian agencies operating in Sri Lanka

Sri Lanka is somewhat atypical for a country in a civil conflict as the Government's civil administration has been able to continue to function, in the North and East, and has retained a leading role in providing humanitarian assistance. A number of fora have been established by the UN and the CHA in an attempt to complement Government-provided assistance in a co-ordinated fashion, which include the following :

a) Northern Task Group:
The NTG of the Consortium is comprised of 20 operational agencies in the Northern districts.

The Terms of Reference of the Northern Task Group are:

Purpose: To better assist the resident and displaced population in the Vanni and Jaffna;

Specifically to:

1. Provide a forum for discussion and analysis on issues of operational concern in the Vanni and the Jaffna Peninsula;

2. Provide a forum to systematically share information on work (planned and ongoing) undertaken by respective agencies in an attempt to avoid duplication of work and wasted resources;

3. Systematically identify needs and respective organisations' responses to these on a sectoral basis; including water, health, non food relief items, shelter and food issues;

4. Promote co-ordination of organisations' activities regarding access to and from the Vanni/Jaffna and to facilitate communication with appropriate authorities on this and various issues of common concern.

b) Eastern Forum :
The EF of the Consortium consists of an invitees list of 42 agencies, including operational and donor agencies.

Statement of Purpose:

"To facilitate proactively communication and promote relationships between NGOs and others based in Colombo and NGOs in the Eastern province and adjoining border areas".

c) Psycho-social Forum :

The Terms of Reference are:

1. Psycho-social needs : Provide a forum to assist networking on social programming particularly between local and international NGOs;

2. Facilitating the exchange of practical social programming methodologies;

3. With the assistance of the CHA develop a database of relevant materials and project guides;

4. Raise the profile and importance of programmes which concentrate on psycho-social projects highlighting the often long term benefits resulting from such approaches and how these can complement emergency programming.

d) PARinAC :

The PARinAC forum of which the Consortium is the Regional and National Focal Point, is a forum for UNHCR and its micro-project partners.

The ToR for the National focal point are ;

1. Establish a PARinAC forum of member agencies, and such other agencies capable of making a useful contribution to the forum, which could advise on issues relating to the PARinAC process and which sets targets for and monitors the implementation of the PARinAC process;

2. Liaise with the UNHCR Focal Point to agree annual shared objectives; to monitor progress against those objectives and to inform UNHCR of the concerns of humanitarian entities;

3. Ensure that all CHA members, and any other agencies involved in the PARinAC forum group, are aware of the PARinAC process, of their role within the process and of opportunities open to them to inform that process;

4. Ensure that there is full partner consultation with UNHCR in the drafting of UNHCR's Annual Plan of Action for Sri Lanka;

5. Assist PARinAC partners in choosing realistic priorities, in keeping with UNHCR's Annual Plan of Action for Sri Lanka;

6. Together with UNHCR, arrange for the GoSL to be kept informed of the PARinAC process and, as and when appropriate, establish a system of consultation with the GoSL with regard to this process;

7. Liaise with the UNHCR Focal Point to examine and review concerns

arising out of the displacement of Sri Lankans, to maximize the involvement of NGOs and others, and to co-ordinate efforts to find solutions to the problems arising out of these concerns.

Members of the PARinAC forum are : UNHCR, Rural Development Foundation (RDF), Sewa Lanka Foundation, FORUT, Sarvodaya, ZOA, RRAN, MSF (H) and CARE.

e) UN Emergency Task Force (UNETF)

The UNETF was created under the chairmanship of the UN Resident Co-ordinator in November 1995, in the context of the massive displacement of civilian population from Jaffna. The UN, as a number of other aid agencies working in the conflict affected areas, foresaw the possibility for such an emergency back in mid-1995, and hosted a workshop on Emergency Preparedness which recommended to the Government that a tripartite group of the UN agencies, the NGOs and the Government be formed. This proposal was not implemented.

The UN agencies then decided to form the UNETF whose main objectives were ;

- To collect available information and monitor the humanitarian situation in order to make its own assessment of needs and share this information with relevant parties.

- For the UN to co-ordinate its own contribution with the efforts undertaken by the Government, ICRC and non-governmental relief agencies.

The UNETF also agreed to pursuing the following basic objectives:

- To support the efforts of the NGOs in providing humanitarian assistance to the affected population on both sides of the conflict line;

- To maintain access for the UN throughout the country in order to assess the humanitarian situation and provide assistance in an impartial manner;

- To ensure presence in the areas of IDP concentration, in order to monitor the impartiality of the implementation of UN assistance programmes.

- Strengthen the capacity and capability of the Government to assess the humanitarian needs and co-ordinate relief efforts.

While striving towards the above objectives, the UNETF agreed that the UN system should be prepared for providing and mobilising support for rehabilitation, reconstruction and reconciliation as soon as the situation allows.

Support to rehabilitation and reconstruction would however be based on sufficient security and stability in the areas, and conditions being established for the civilians to freely move and resettle in areas of their choice.

Members of the UNETForce are : UN Resident Coordinator/UNDP, UNHCR, WFP, UNICEF, FAO, WHO and UNFPA

f) NGO Donor Forum

The Forum is facilitated by UNDP. In June 1992, the role and objectives of the NGO Donor Forum were agreed upon as follows :

- To improve the quality of the assistance given by the Forum members to the NGO sector in Sri Lanka and to enable organisations in this sector to make better use of resources made available to it by the NGO Donor Forum members.

- To exchange information among the members by conducting regular forum meetings and by creating and maintaining a database through which the members can volunteer to provide information about their individual funding criteria and priorities.

- To liaise as agreed by members with the GoSL on issues pertaining to the NGO sector.

In October 1994 a brief internal review of the Forum was conducted, during one of the meetings, and it was agreed at the time

- that the Donor forum should continue. That its function should be related to information-sharing, be a focal point for discussion of common issues, a forum to mould points of view for conveying to appropriate parties. Comments were made on the need for the forum to cover various aspects of development importance.

- that the forum should invite Government representatives and policy makers.

- that the forum should consider forming working groups or sub-groups, and consider the co-ordination of donor work, including networks at district level.

- that though the forum might endeavour to influence policy makers before major measures are launched, conveying of the positions of individual members to other parties, especially the Government, should be done individually.

Finally at a meeting in July 1996 it was suggested that an ad-hoc group be formed to submit a review paper to the forum. Interested participation were asked to contact UNDP.

g) UNHCR - Micro Project District Steering Committee

The District Steering Committee (DSC) is more a policy formulating body that also performs the function of review and monitoring in the overall context of the programme. The DSC deals with the project at concept stage and in the context of the overall needs and district plans.

- The DSC will act as advisory body at the district level to co-ordinate and monitor all micro-projects, and projects funded by other donors at the district level and ensure that there is no duplication in funding.

- The DSC will review all projects being planned and implemented at the district level and assist in facilitating the integration of new micro-projects into district development plans.

- The DSC will review the technical aspects of micro-project proposals and provide technical assistance and advice, wherever possible. Implementing partners shall remain responsible for ensuring that consultations with the relevant technical departments have been held and all technical approvals are received (including review Bills of Quantity (BoQ), prior to the submission of project proposals to the District Review Boards (DRB) established in 1995 by UNHCR where district administration heads, UNHCR field officers and implementing partners are represented with the respective district NGO Consortia having observer status.

  Government agency representation will consist of :
  - Government Agent (GA) or his representative (Chairperson)
  - Project Director, District Review Coordinating Committee (DRCC)/Asst. Project Director
  - Deputy Director of Planning
  - Divisional Secretaries/Asst. Government Agents
  - Asst. Directors of Planning in the Division
  - Asst. Commissioner of Agrarian Services and his Technical Assistants
  - Regional Director of Education and his Technical Assistants
  - Deputy Provincial Director of Health Services or his representative
  - Divisional Officers of Agrarian Services.
  - Asst. Director of Agriculture
  - Government Veterinary Surgeons
  - District Fisheries Extension Officer
  - Any other district level officers, who are directly involved in implementation of micro projects

The GA (Chairperson) will be responsible for calling the meeting of the DSC which shall meet on a quarterly basis (or as often as needed at their discretion) on a fixed date and time, unless otherwise informed by the Chairperson.

The Steering Committee will monitor progress of micro-projects being implemented, and recommend solutions for any implementation problems.

The Steering Committee will also advise on the setting of district priorities, i.e. Seasonal, Sectoral and Geographical

Project Director (DRCC) will assist the GA in preparing minutes and other secretarial matters connected to the DSC meetings.

Role of Consortium of Humanitarian Agencies

The CHA has since its inception in 1997, initiated a process by which it has satisfied its basic objectives, by servicing the functions of the fora referred to earlier, in addition to promoting best practices in humanitarian work.

Further, the Consortium has initiated bilateral relations with district consortia with a view to maximizing co-ordination, information sharing and on issues pertaining to capacity building and development, details of which are found below[44].

a) Institutional and strategic Management issues for first line managers
b) Organisational and operational Management issues (including budgeting; financial management etc.) for second line management
c) Specific individually tailored training programmes to enhance individual skills (computer knowledge; bookkeeping; time management etc.)
d) Thematic issues for programme officers (gender; environment; human rights; economics etc.)

The first two training types are geared towards improving the functioning of the organisation as such. It reflects on improving the capacities of the organisation to fit better into its context as well as improving the systems and procedures internally, and increasing effectiveness and efficiency. These kinds of training should allow the NGO to make an analysis of its context and its own organisational requirements to function in these contexts, and to serve the community. Based on this, the organisation strategises to enhance its institutional and internal capacities.

The second two training types are of another nature. These kinds of training equip individuals to do their job better. It is the NGO itself that puts certain requirements on its staff and subsequently strategises to enhance their capabilities. The requirements the NGO puts on its staff is in line with their function in society and the service it wants to provide to the community. In other words, a logical sequence of the analysis is done, as described in the previous paragraph. For example, if a NGO has no strategies on enhancing its institutional and internal capacities with respect to gender, it will make no sense to send individuals to a gender training; or if there are no provisions made to improve the financial systems in the organisation it makes no sense to send individuals to a bookkeeping training. Individually tailored training should fit into an overall framework adhering to the requirements for organisational strengthening.

It is a well known fact that the link described in the previous paragraph is often lacking. Strategies for organisational strengthening are set out but no individual capacity building

[44] Memo sent to the CHA Steering Committee from ED, CHA & Mr. Niek Bakker, MDF on December 19th 1997

is followed, or the other way around: individual training programmes are offered and followed but no reference is made to what and how the organisation will benefit from this training.

Within the larger humanitarian community are found a variety of initiatives which imbibe capacity building for individuals as well as institutions on :
Strategic Planning, Household Livelihood Security Assessment, Project Design, Monitoring and Evaluation, Savings/Credit and Management of Revolving Loans, Participatory Technology Development, Participatory Rural Assessment, Farmer Field School Management, Performance Management, Child Rights Programmes, Fund Raising, Entrepreneurship Development, Gender Sensitive Development, Institutional Development & Organisational Training and "Do No Harm".

The listing above is a sample of issues addressed by specialised agencies for audiences which consists of partners, interested stakeholders, as well as on a professional commercial basis. Resources, by way of finances as well as manpower, are derived from within those specialised agencies, and from other professional bodies in the country and overseas.

By virtue of its role as an enabling mechanism for co-ordination of agencies working in areas affected by conflict, linkages have been established with institutions and initiators of specific projects overseas with an interest in Sri Lanka. As a repository of information and having access to sources of information pertaining to humanitarian work, the CHA has begun to act as a point of reference for research and studies for those with an interest for such activities.

Recommendations to improve co-ordination :
Although fora referred to earlier have improved interagency co-ordination for relief and rehabilitation, activities should be explored with the Government to refine and build capacity, to make them more effective and prepare for the additional demands of any future post-conflict scenario. Particular recommendations in this regard include:

- Further development of decentralised systems to delegate more decision-making authority as close as possible to beneficiaries so as to respond more appropriately to "micro-needs" of communities, with central fora progressively evolving into an oversight and support function;

- Enhance capacities to jointly plan, rather than merely share information, through team-building initiatives accompanied by technical training workshops (e.g. planning methodologies);

- Strengthen linkages with Multi-lateral Financial Institutions (e.g. ADB, OECD, World Bank), NGOs and UN agencies and fora which are likely to become primary actors in any post-conflict situation, including acquiring an understanding of their *modus operandi.*

- Collaborate in establishing a database to establish an inventory and systemized collection of information which will be required in needs assessments; and

- Conduct periodic independent reviews of co-ordination systems to improve effectiveness and ensure that more time is not spent in meetings than necessary.

Challenges for the CHA in 1998

By the close of 1997, the CHA had been in existence for seven months. During this short period it grew from a membership of 31 (25 members and six observers), to 39 (29 members and ten observers), and established a strong profile and widespread respect with the humanitarian community in Sri Lanka.

During 1997, the CHA concentrated on introducing and developing a range of services of immediate interest to members. Such services include: the collection and dissemination of information about the humanitarian situation in the country and the programme activities of members; the organisation of regular meetings (e.g. the NTG, the EF) in which members with a particular focus or interest come together to share experience and, as appropriate, plan responses; the provision of training to members and dialogue with State parties and other agencies on behalf of the membership. These services will be strengthened and, where appropriate, streamlined, in the current year.

Entering 1998 with a broad membership, high profile and strong reputation within the humanitarian field offers the CHA the opportunity to develop a broader and bolder range of services and initiatives which can assist members to better achieve their own mandated aims and objectives within the humanitarian field.

Such services and initiatives must be informed by the constantly evolving humanitarian context in which the CHA works. The on-going conflict in Sri Lanka, with no immediate hope of a peaceful resolution, most significantly informs the CHA's service development. New conflicts breaking out in countries not hitherto so afflicted, inevitably shifts international attention and resources away from countries like Sri Lanka, with long-standing problems; changing policy priorities of key donors can also considerably affect, positively and negatively, the availability of humanitarian resources.

A positive trend in the international arena is the interest in standard setting for humanitarian responses, with the promotion, by the International Federation of Red Cross and Red Crescent Societies, of the Code of Conduct for agencies working in disaster relief. Developments in information and communication technology offer new and rapidly evolving facilities to communicate and share experience, both nationally and internationally, across the humanitarian community.

This evolving context offers an array of challenges, and opportunities, for the Consortium of Humanitarian Agencies.

One such challenge is to bring together members and other interested parties to engage in scenario-planning activities to sketch out possible future scenarios for Sri Lanka, given either a cessation or prolongation of the conflict. This, in turn could assist members to develop their perspectives on opportunities for conflict mitigation and to identify and publicise appropriate avenues for reconciliation and rehabilitation.

Having registered it's support for the Code of Conduct with IFRCRCS, the CHA must now find ways of effectively promoting such standards amongst members and other agencies. Similarly, efforts should be made to encourage all members to conform fully to the humanitarian values of the CHA as documented in the Articles of Association.

In the coming year the CHA must further develop dialogue and build relationships with the various State agencies working with the humanitarian community. This dialogue should encourage all parties to better appreciate the aims, motivation and, critically, the constraints with which each must work.

Relationships with donor agencies will need to be strengthened, to create a more strategic partnership and to assist members to resource their humanitarian activities. The CHA's links with district consortia and NGOs in the North and East will also be developed. Where possible, the CHA will provide a bridge between donors and such agencies.

The CHA is beginning to attract interest from overseas projects and institutions looking at issues associated with conflict, with a view to developing work in partnership with CHA and its members. The Complex Political Emergencies Project (CoPE) is one of the first such partnerships; a relationship with the Post-war Reconstruction and Development Unit at the University of York is another. Such partnerships, which can provide CHA with additional resources and expertise with which to support members, should be encouraged.

Whilst the geographical focus of the CHA in its first year has been the North and East of Sri Lanka, CHA should, in keeping with its Articles, find ways to devote attention and resources to the humanitarian situation in the South of the country during the coming year.

Whilst strengthening its profile and extending its activities within the humanitarian community in Sri Lanka and internationally, the CHA also recognizes the very considerable importance of devoting resources to building its own organisational capacities. A possibility being explored is the adoption of a three-year membership cycle, encouraging members to view their relationship with the CHA as strategic and long-term and providing the CHA with some security of funding and support. Staff training will be very much encouraged and initiatives will be undertaken to enhance management and administrative systems. Opportunities to utilise new developments in information and communication technology will also be pursued. Through such initiatives the CHA will use 1998 to continue to build a strong and efficient organisation.

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