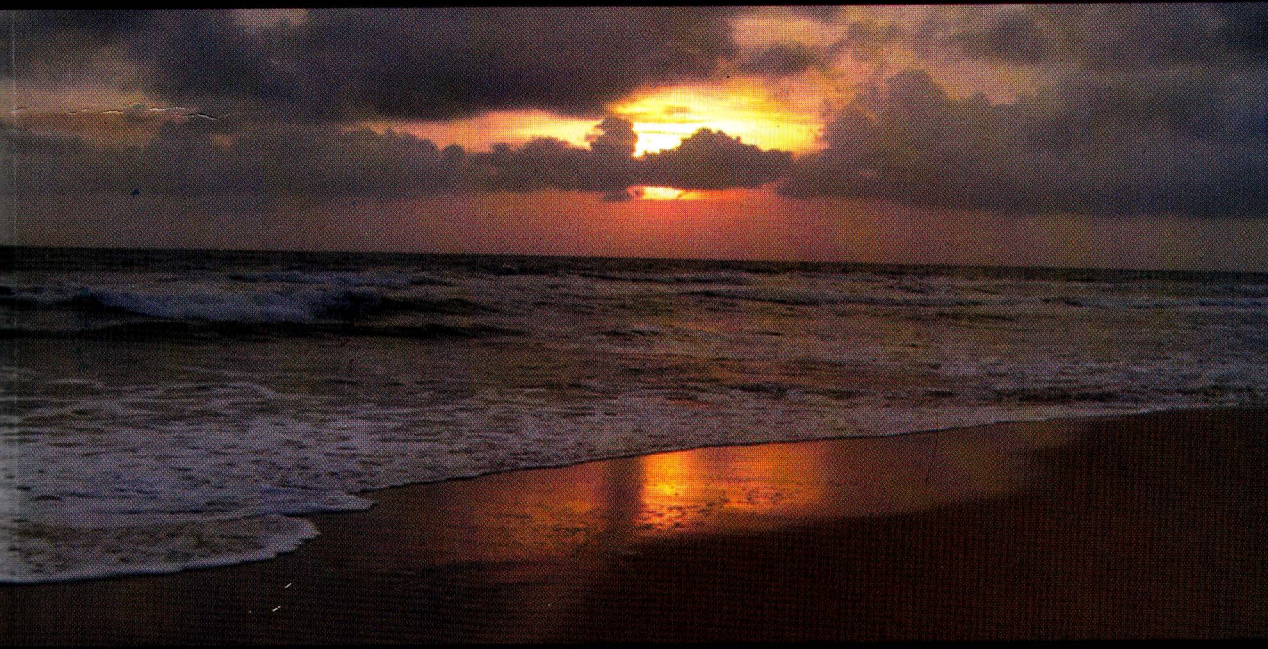


SUSTAINABLE EXIT STRATEGIES FOR TSUNAMI RELATED PROGRAMMES



Sanayi Marcelline



SUSTAINABLE EXIT STRATEGIES

FOR

**TSUNAMI RELATED
PROGRAMMES**

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International Centre for Ethnic Studies, Sri Lanka

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Executive Summary

Background

This study on 'sustainable exit strategies for tsunami related programmes' was conducted by the International Centre for Ethnic Studies (ICES) Colombo, Sri Lanka in collaboration and with financial support from Oxfam International. The study seeks to identify good practices in implementing closure for post disaster relief programmes, drawing on the experiences of aid organizations/INGOs and implementing partners, working on tsunami related rehabilitation and reconstruction programmes and on the perceptions of the beneficiary communities. The main focus of the study is to identify how aid organizations/INGOs could formulate exit strategies that ensured the sustainability of programmes once aid interventions have come to an end.

Main Findings and the Way Forward

The study revealed that aid organizations/INGOs have adopted strategies to ensure the sustainability of projects upon exit through a process of partnering with the local community – either state actors or local organizations such as NGOs. The study also found that this process has been partially successful but that there are numerous challenges to programme sustainability; namely that programme sustainability depends on financial and motivational capacities of the partners.

Moreover, there is a need to recognize and prioritise the beneficiary communities' capacity to sustain programmes, as they are the principle stakeholders of these programmes. Where aid interventions move beyond relief in to rehabilitation, reconstruction and development; economically and socially empowering the beneficiary community should be a primary goal. It is only by drawing upon local knowledge and skills and working to enhance the capacities of the beneficiaries to identify and work with other stakeholders to sustain and further develop the projects, that an effective exit strategy can be implemented.

Key Recommendations

Recognize that Beneficiary Communities are the Principle Owners of a Project

The very practice of establishing partnership with local NGOs has to be reviewed in terms of local contexts. The practice of institutionalizing the linkage between the partner NGO and the beneficiaries should be taken into consideration where sustainability of the project cannot be ensured through alternative means. However, it is important to consider local capacity by assessing whether beneficiary communities can take responsibility for the sustainability of projects. If the beneficiary community has the capacity to be the principle owners of a project, donor organizations/INGOs need to focus on strengthening the beneficiary communities' capacities with a view of handing over sole ownership of the project to the beneficiaries.

Focus on Strengthening Beneficiary Community Based Organizations (CBOs)

The skills of the beneficiary CBOs to actively participate in decision-making and to take responsibility to sustain the projects need to be developed. Rather than the partner NGOs acting as intermediaries or representatives, the community needs to be guided on negotiating with various actors such as government agencies, banks, and in the case of livelihood projects, promoting and establishing a stable market for their products. In order to carry out this form of capacity building, the donor organizations/INGOs either need to work for a longer period of time with the beneficiary community or ensure that partner NGOs can carry on the process of capacity building with the objective of empowering the community.

As part of capacity building of beneficiary CBOs, aid organizations/INGOs or partner NGOs have to identify the leaders in the beneficiary community with the ability to lead and build their capacity to give leadership to beneficiary CBOs.

Enhance the Role of Stakeholders in Developing and Sustaining Projects

Reduce the relationship of dependency between donor organizations/INGOs and local communities, such as government agencies and local organizations. Create a

shift from significant financial support to building the capacities of partner organizations to identifying their own needs and raise funds accordingly.

Build the capacities of beneficiary organizations to raise funds on their own

Capacity building should also include a component that encourages beneficiary communities to set aside financial savings. In some livelihood programmes, beneficiary CBOs charge minimal membership fees which are collected as a fund for the members to draw on in times of emergency. Local communities engage in a traditional revolving credit system where members contribute a monthly fee to a fund where one member at a time draws the money that is collected.

Identify the roles and responsibilities of local partners

There is a need to specify the implementing partners who will be taking over the project once the donor organization exits. In the case of housing and resettlement, the beneficiaries have to be made aware of the relevant government agencies they should approach in order to ensure that the basic amenities and infrastructure for the housing scheme is provided for and maintained. This information has to be made available to beneficiaries at the regional offices of Donor organizations/INGOs or the offices of implementing partners.

Enhance the role of women by creating awareness within the community

Gender sensitivity/equality and capacity building for women should target not only beneficiary communities but also the whole village or groups of villages. It is necessary to encourage/train women to take on leadership roles by carrying out long-term awareness programmes for whole communities. These programmes have to target community leaders i.e. religious leaders, grassroot level political leaders, people from the educational, administrative and law enforcement sector at the community level.

Work with local state agencies to protect investments from future disasters

DRR and DRM have to be streamlined into programme implementation and exit. As the threat of disaster will change from one region or locality to another, Aid organizations/INGOs should work with state agencies in the area of disaster management to develop a system of risk assessment (in the form of a Risk Assessment Certificate issued by the Ministry of DRM) as a part of programme closure.

Work with local knowledge to identify local threats to programme sustainability

Aid organizations/INGOs can work with the local beneficiary community and utilize local knowledge to identify and develop an action plan to mitigate local hazards such as fire that can pose a threat to the sustainability of projects. Such an action plan can include a savings scheme to strengthen the communities' financial capacities in order to face sudden damages to houses or livelihood assets.

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සුනාමි ආශ්‍රිත වැඩසටහන් සඳහා තිරසාර පිටවුම් මූලෝපායයන් (Sustainable exit strategies for Tsunami related programmes) පිළිබඳව වූ මෙම අධ්‍යයනය ශ්‍රී ලංකාවේ කොළඹ ජනවාර්ගික අධ්‍යයනයන් සඳහා වූ ජාත්‍යන්තර කේන්ද්‍රය මගින් ජාත්‍යන්තර ඔක්ස්ෆමී සංවිධානයේ (Oxfam International) මූල්‍යාධාර සහ සහයෝගය ඇතිව කරන ලදී. මෙම අධ්‍යයනයේ අරමුණ වන්නේ පශ්චාත් සුනාමි ව්‍යසන සහන වැඩසටහන් නිමාකිරීමේ දී ප්‍රශස්ත භාවිතයන් කුමක් දැයි හඳුනාගැනීමයි. එම හඳුනාගැනීමේදී සුනාමි සම්බන්ධ පුනරුත්ථාපනය සහ නැවත ඉදිකිරීමේ ව්‍යාපෘතින් ක්‍රියාත්මක කරන අධාර දෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන ව්‍යාපෘතින් දියත් කරනු ලැබූ පාර්ශවයන්ගේ අත්දැකීම් සහ ප්‍රතිලාභි ප්‍රජාවගේ අදහස් විමසුමට ලක්කරන ලදී. ආධාර ලබාදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධානවල අත්දැකීම් මත පදනම් වෙමින් ව්‍යසන සහන සැලසීමේ වැඩසටහන් අවසාන කිරීමේදී එම ව්‍යාපෘතින්වල තිරසාර භාවය හා කල් පැවැත්ම තහවුරු කිරීම සඳහා ගත යුතු පියවර හඳුනාගැනීම මෙම අධ්‍යයනයේ මූලික අරමුණු වේ.

ප්‍රධාන සොයාගැනීම් හා ඉදිරිය.

මෙම අධ්‍යයනය මගින් ආධාර ලබාදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍යනොවන සංවිධාන රාජ්‍ය පාත්‍රයන් හෝ රාජ්‍යනොවන සංවිධාන ආකාරයේ දේශීය ප්‍රජාවන් සමග හවුල් වීමේ ක්‍රියාවලියක් ඔස්සේ ඔවුන්ගේ ව්‍යාපෘති නිමකර පිටවීමේ දී එම ව්‍යාපෘතිවල තිරසාර බව තහවුරු කිරීමේ මූලෝපායයන් යොදාගන්නා බව හෙලිදරව් විය. මෙම ක්‍රියාවලිය අර්ධ වශයෙන් සාර්ථක වුවද වැඩසටහන් වල තිරසාර බව තහවුරු කිරීමේදී අභියෝග ගණනාවක් පවතින බවද මෙම අධ්‍යයනය මගින් සොයා ගැනිණි. මෙම වැඩසටහන් වල තිරසාර බව හවුල් කරුවන්ගේ මූල්‍යමය හා අභිප්‍රේරණාත්මක හැකියාවන් මත පදනම් වන බව පැහැදිලි විය.

මීට අමතරව මෙම වැඩසටහන් වල ප්‍රධානතම කොටස්කරුවන් වන්නේ ප්‍රතිලාභි ප්‍රජාවන්ය. මෙම වැඩසටහන් තවදුරටත් පවත්වා ගැනීම සඳහා ඔවුන් සතු හැකියාවන්ට ප්‍රමුඛත්වය ලබාදිය යුතු බව හඳුනා ගැනීම එක් අවශ්‍යතාවයකි. ආධාර ලබාදීමේදී මැදිහත් වීම, සහන සැලසීම ඉක්මවා පුනරුත්ථාපනය, නැවත ගොඩනැංවීම වැනි ක්‍ෂේත්‍ර වෙත යොමුවන

විට මෙම ප්‍රතිලාභ ලබන ජන කොටස් ආර්ථික හා සමාජයීය වශයෙන් බලගන්වීම මූලිකම පරමාර්ථයක් විය යුතුය. සාර්ථක පිටවුම් මුලෝපායයන් ක්‍රියාත්මක කළ හැක්කේ දේශීය දැනුම හා හැකියාවන් භාවිතා කරමින් සහ වැඩසටහන් තවදුරටත් පවත්වාගෙන යාමටත් වැඩිදුර සංවර්ධනය කිරීමටත් ඉවහල්වන වෙනත් කොටස් කරුවන් හඳුනා ගැනීමටත් ඔවුන් සමග කටයුතු කිරීමටත් ප්‍රතිලාභ ලබන ප්‍රජාවන් සතු හැකියාව ප්‍රවර්ධනය කිරීමට කටයුතු කිරීමෙනුත් පමණකි.

වැදගත් නිර්දේශයන්

ව්‍යාපෘතියක ප්‍රධානතම හිමිකරුවන් වන්නේ ප්‍රතිලාභ ලබන ප්‍රජාව බව හඳුනාගන්න.

දේශීය රාජ්‍ය නොවන සංවිධාන සමග හවුල්කාරිත්වයන් ඇතිකර ගැනීමේ අභ්‍යාසය දේශීය සංදර්භය අනුව යලි සලකා බැලිය යුතුය. හවුල්කාරී රාජ්‍ය නොවන සංවිධානය සහ ප්‍රතිලාභි ප්‍රජාවන් අතර සම්බන්ධය ආයතන ගතකිරීමේ අභ්‍යාසය සැලකිල්ලට ගතයුත්තේ ව්‍යාපෘතියේ තිරසාර බව විකල්ප මාර්ගයකින් තහවුරු කල නොහැකි අවස්ථාවකදී පමණි. කෙසේ නමුත් දේශීය ප්‍රජාවගේ හැකියාව සලකා බැලීම වැදගත්ය. ව්‍යාපෘතිවල තිරසාර බව සම්බන්ධයෙන් ප්‍රතිලාභ ලබන ප්‍රජාවට වගකීම බාරගත හැකිද යන්න පිළිබඳව ඇගයීමක් කරන්න. ප්‍රතිලාභ ලබන්නන්ට ඒ සඳහා හැකියාව ඇත්නම් අධාරදෙන සංවිධාන /ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන, ව්‍යාපෘතියක පූර්ණ හිමිකාරිත්වය එහි ප්‍රතිලාභි ප්‍රජාවන්ට ලබාදීමේ අදහස ඇතිව ප්‍රතිලාභි ප්‍රජාවන්ගේ හැකියාවන් ප්‍රවර්ධනය කිරීම සඳහා අවධානය යොමුකළ යුතුය.

ප්‍රතිලාභි ප්‍රජාවල සංවිධාන ශක්තිමත් කිරීම පිළිබඳ අවධානය යොමුකරන්න.

තිරණ ගැනීමේදී සක්‍රීයව ඊට සම්බන්ධවීමටත් ව්‍යාපෘති පවත්වා ගැනීම පිළිබඳව වගකීම් දැරීමටත් ප්‍රතිලාභි ප්‍රජා මූල සංවිධාන සතු හැකියාවන් සංවර්ධනය කළ යුතුය. හවුල්කාරී රාජ්‍ය නොවන සංවිධාන මැදිහත්කරුවන් හෝ නියෝජිතයන් ලෙස ක්‍රියාත්මකවීමට, වඩා රාජ්‍ය ආයතන, බැංකු, වැනි පාත්‍රයන් සමග ගනුදෙනු කරන්නේ කෙසේද යන්න පිළිබඳව ප්‍රතිලාභි ප්‍රජාවට මග පෙන්වීම් ලබාදිය යුතුය. ජීවනෝපාය සම්බන්ධ ව්‍යාපෘතිවලදී නම් ඔවුන්ගේ නිෂ්පාදන සඳහා ස්ථාවර වෙළඳ පලක් ඇති කර ගැනීම හා එය ප්‍රවර්ධනය කර ගැනීම පිළිබඳව මග පෙන්වීම් කළ යුතුය. මෙම ආකාරයෙන් හැකියා සංවර්ධනයක් ක්‍රියාත්මක කිරීම සඳහා එක්කෝ අධාරදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන ප්‍රතිලාභ ලබන ප්‍රජාව සමග දීර්ඝ කාලයක් තිස්සේ වැඩ කල යුතුය. නැතහොත් හවුල්කාරී

රාජ්‍ය නොවන සංවිධානවලට ප්‍රජාව බල ගැන්වීමේ අරමුණු සහිතව මෙම හැකියා සංවර්ධනය කිරීමේ ක්‍රියාවලිය කල හැකි බව තහවුරු කළ යුතුය.

ප්‍රතිලාභි ප්‍රජා මූල සංවිධානවල හැකියාවන් ප්‍රවර්ධනය කිරීමේ කොටසක් ලෙස ආධාර ලබාදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන හෝ හවුල්කාරී රාජ්‍ය නොවන සංවිධානවලට ප්‍රතිලාභි ප්‍රජාව තුළින් නායකත්ව හැකියාව සහිත නායකයන් හඳුනාගැනීමටත් ප්‍රතිලාභි ප්‍රජාමූල සංවිධානවලට නායකත්වය ලබාදීමට ඔවුන්ට ඇති හැකියාව වැඩි දියුණු කිරීමටත් සිදුවේ.

ව්‍යාපෘති වැඩිදියුණු කිරීමේදී හා පවත්වා ගැනීමේදී කොටස්කරුවන්ගේ භූමිකාව ප්‍රවර්ධනය කරන්න.

අධාරදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන සහ දේශීය ප්‍රජාව අතර පවතින යැපීමේ සම්බන්ධය සීමා කළ යුතුය. මූල්‍යාධාර සැපයීමේ සිට රාජ්‍ය ආයතනවල සහ දේශීය සංවිධාන වැනි හවුල්කාරී සංවිධානවලට ඔවුන්ගේ අවශ්‍යතා හඳුනාගැනීමටත් ඒ අනුව අරමුදල් රැස්කිරීමටත් අවශ්‍ය හැකියාවන් ලබාදීම දක්වා විතැන් විය යුතුය.

ප්‍රතිලාභ ලබන සංවිධානවලට තමන් විසින්ම අරමුදල් රැස්කර ගැනීමට ඇති හැකියාව ප්‍රවර්ධනය කරන්න.

ප්‍රතිලාභ ලබන ප්‍රජාවන් මූල්‍ය ඉතිරිකිරීමේවලට හුරු කිරීමද, ඔවුන්ගේ හැකියා ප්‍රවර්ධනයේ අංගයක් විය යුතුය. ඇතැම් පීචනෝපාය වැඩ සටහන්වලදී ප්‍රතිලාභි ප්‍රජාමූල සංවිධාන විසින් අවම සාමාජික මුදලක් එකතු කරනු ලබන අතර, එමගින් සාමාජිකයන්ට හදිසි අවස්ථාවකදී මුදල් ලබාදෙනු ලැබේ. දේශීය ප්‍රජාවන් සිටිටු ක්‍රම ක්‍රියාත්මක කරනු ලැබේ.

දේශීය හවුල්කරුවන්ගේ භූමිකාවන් සහ වගකීම් හඳුනාගන්න.

ආධාර දෙන සංවිධාන ඉවත්ව ගිය පසු ව්‍යාපෘතිය බාරගෙන ක්‍රියාත්මක කරන හවුල්කරුවන් නියමිතව දැක්වීමේ අවශ්‍යතාවයක් ඇත. නිවාස සහ නැවත පදිංචිකිරීමේ කටයුතු වලදී නම්, නිවාස යෝජනා ක්‍රමය සඳහා අවශ්‍ය මූලික අවශ්‍යතා සහ යටිතල පහසුකම් ලබාගැනීමත්, ඒවා පවත්වා ගැනීමත් සඳහා සම්බන්ධකර ගතයුතු රාජ්‍ය ආයතන පිළිබඳව ප්‍රතිලාභි ප්‍රජාව දැනුම්වත් කළ යුතුය. මෙම තොරතුරු ප්‍රතිලාභි ප්‍රජාවන්ට අවශ්‍ය වූ විටක ලබාගැනීම සඳහා ආධාර දෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධානවල කලාප කාර්යාල තුළ හෝ ක්‍රියාත්මක කරන හවුල්කරුවන්ගේ කාර්යාල තුළ ලේඛන ගත කළ යුතුය.

කාන්තාවන්ගේ භූමිකාව වැඩි දියුණු කිරීම සඳහා ප්‍රජාව දැනුවත් කිරීමට කටයුතු කරන්න.

ස්ත්‍රී පුරුෂ සමාජ භාවය පිළිබඳ සංවේදීත්වය/සමානාත්මතාවය සහ ස්ත්‍රීන්ගේ හැකියාවන් ප්‍රවර්ධනය කිරීමේදී ප්‍රතිලාභ ලබන ප්‍රජාව පමණක් නොව සම්පූර්ණ ග්‍රාමයම හෝ ග්‍රාම කණ්ඩායමම ඉලක්ක කළ යුතුය. සම්පූර්ණ ප්‍රජාව තුළම දීර්ඝ කාලීන දැනුවත් කිරීමේ වැඩ සටහන් ක්‍රියාත්මක කිරීම මගින් කාන්තාවන් නායකත්වය සඳහා දිරි ගැන්වීම/පුහුණු කිරීම කළ යුතුය. මෙම වැඩ සටහන් සඳහා ඉලක්ක කල යුත්තේ ප්‍රජාවේ නායකත්වය දරන්නන් එනම්, ආගමික නායකයන්, බිම් මට්ටමේ දේශපාලන නායකයින් සහ ගම් මට්ටමේ අධ්‍යාපන, පරිපාලන සහ නීතිය ක්‍රියාත්මක කිරීම යන අංශවලට සම්බන්ධ පුද්ගලයින් ය.

ව්‍යාපෘති ආයෝජන අනාගතයේ ඇතිවිය හැකි ආපදාවන්ගෙන් ආරක්ෂා කර ගැනීම සඳහා ප්‍රාදේශීය රාජ්‍ය ආයතන සමග කටයුතු කරන්න.

ආපදා අවදානම අඩුකිරීම (DRR: Disaster Risk Reduction) සහ ආපදා අවදානම කළමනාකරණය (DRM: Disaster Risk Management) ප්‍රදේශයෙන් ප්‍රදේශයට ආපදාවන් පිළිබඳ තර්ජනය වෙතත් වන හෙයින් ආධාර දෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන ප්‍රදේශයේ ආපදා කළමනාකරණය පිළිබඳ කටයුතු කරන රාජ්‍ය ආයතන සමඟ එක්ව අවදානම ඇගයීමේ ක්‍රමවේදයක් සකස් කළ යුතුය. සුනාමි සම්බන්ධ ව්‍යාපෘතින් අවසන් කිරීමේ ක්‍රියාවලියේ කොටසක් වශයෙන් කළ යුතු වේ.

වැඩ සටහන්වල පැවැත්මට එල්ලවිය හැකි දේශීය තර්ජනයන් හඳුනා ගැනීමට දේශීය දැනුම භාවිතා කරන්න.

ප්‍රාදේශීය වශයෙන් ඇතිවිය හැකි ගින්නක් වැන්නකින් ව්‍යාපෘතියට පැවැත්මට තර්ජනයක් එල්ල විය හැකි අතර, එවැනි අවදානම් අවම කිරීම සඳහා ආධාර ලබාදෙන සංවිධාන/ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධානවලට ප්‍රතිලාභි ප්‍රජාවන්ගේ දැනුම භාවිතා කොට ක්‍රියාකාරී සැලැස්මක් සකස් කළ හැකිය. එවැනි ක්‍රියාකාරී සැලැස්මක නිවාසවල හෝ සිය පිවන වෘත්තියේ හදිසි අභිමිච්ඡකට මුහුණ දීමට හැකි ආකාරයේ ජනයාගේ මූල්‍ය හැකියාව වැඩි දියුණු කිරීම සඳහා වූ ඉතිරිකිරීම් යෝජනා ක්‍රම යනාදිය අන්තර්ගත කළ හැකිය.

சுருக்கம்

“சுனாமியுடன் தொடர்பான செயற்றிட்டங்களுக்கான நீடித்து நிலை நிற்கக்கூடிய தந்திரோபாயங்கள்” பற்றிய இவ்வாய்வானது ஒக்ஸ்பாம் இன்ரந்னல் (Oxfam International) என்ற நிறுவனத்தின் ஒத்துழைப்புடனும் நிதியுதவியுடனும், இலங்கையின் கொழும்பில் அமைந்திருக்கும் சர்வதேச இனத்துவக் கற்கைகளுக்கான மையத்தினால் (ICES) மேற்கொள்ளப்பட்டது. அனர்த்தத்திற்குப் பின்னரான புனர்வாழ்வு நிகழ்ச்சித்திட்டங்களை நிறுத்திவிடுவதனை அமுலாக்குவதற்கான சிறந்த நடைமுறைகளை, பயனாளி சமூகங்களின் புலக்காட்சிகள், உதவி நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்கள் ஆகியவற்றின் அனுபவங்கள் மூலமும், சுனாமி தொடர்பான புனர்வாழ்வு மற்றும் புனரமைப்புச் செயற்றிட்டங்களில் பணி யாற்றும் அமுலாக்கப் பங்களர்கள் ஆகியோரிடமிருந்தும் இவ்வாய்வு அடையாளம் செய்தது. உதவித் தலையீடுகள் முடிவுக்கு வரும் பொழுது நிகழ்ச்சித்திட்டங்களின் நிலை நிற்கும் தன்மையை உறுதிப்படுத்துவதற்கான வெளியேதல் உபாயங்களை உதவி நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்கள் (INGOs) எவ்வாறு வடிவமைக்கலாம் என்பதை அடையாளம் செய்வதே இவ்வாய்வின் பிரதான மையக் குவிவாகும்.

பிரதான கண்டுபிடிப்புக்களும் முன்னோக்கிய பாதையும்

அரசு செயற்பாட்டாளர் அல்லது அரசு நிறுவனங்கள் போன்ற உள்ளூர் ஸ்தாபனங்களைக் கொண்ட உள்ளூர் சமூகத்துடன் இணைந்து பங்கேற்கும் செயன்முறையினுடாக நிதி நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்கள் வெளியேறும் நிலையிலுள்ள செயற்றிட்டங்களின் நிலைநிற்கும் தன்மையினை உறுதிப்படுத்துவதற்கான உபாயங்களை ஏற்றுக்கொண்டுள்ளன. இச்செயன்முறை ஓரளவு வெற்றியை அடைந்துள்ளதென இவ்வாய்வு கண்டுள்ளதெனினும் செயற்றிட்டத்தின் நிலைநிற்கும் தன்மை பல்வேறு சவால்களை எதிர்கொள்வதைக் காணலாம். இதில் செயற்றிட்டத்தின் நிலைநிற்கும் தன்மையானது பங்களர்களின் நிதி மற்றும் செயலூக்க இயலளவில் தங்கியுள்ளமை குறிப்பிடத்தக்கது. மேலும், இந்தச் செயற்றிட்டங்களின் முக்கிய பங்களர்களான பயனாளி சமூகங்கள் இச்செயற்றிட்டங்களினை நிலைத்தோங்கச் செய்வதற்கான அவர்களின் இயலளவினை அடையாளம் செய்யவேண்டிய தேவையும் உள்ளது. புனரமைப்பு, மீள்கட்டுமானம் மற்றும் அபிவிருத்தி போன்ற புனர்வாழ்விற்கு அப்பாலான உதவித் தலையீடுகள் ஏற்படும் பொழுது பொருளாதார, சமூகரீதியாக பயனாளி சமூகத்தினை வலுவூட்டல் முதன்மை இலக்காக இருக்கவேண்டும். உள்ளூர் அறிவு மற்றும் நுட்பங்கள் ஆகியவற்றினைக் கவனத்திற் கொள்வது மட்டுமன்றி பயனாளிகளின் ஆற்றலை

மேம்படுத்தவும் வேண்டும். ஏனைய பங்காளர்களை இனங் கண்டு நிலைநிற்கும் தன்மைக்குப் பணியாற்ற வேண்டும். அத்துடன், பயனுறுதியான வெளியேறல் உபாயத்தினை அமுலாக்கும் வகையில் செயற்றிட்டங்கள் மேலும் விருத்தி செய்யப்பட வேண்டும்.

முக்கிய பரிந்துரைகள்

செயற்றிட்டமொன்றின் முக்கிய உரிமையாளர்களே பயனாளி சமூகங்கள் என்பதை அடையாளம் செய்தல்

உள்ளூர் அரசுசாரா நிறுவனங்களுடன் கூட்டுப் பங்காண்மையை ஸ்தாபிப்பதற்கான உண்மையான நடைமுறையை உள்ளூர் ஏதுநிலையின் அடிப்படையில் பரிசீலனை செய்யவேண்டும். பங்காளி அரசுசாரா நிறுவனத்திற்கும் பயனாளிகளுக்கும் இடையிலான இணைப்பினை நிறுவனமயப்படுத்தும் நடைமுறையானது, மாற்று வழிகளி னூடாக செயற்றிட்டத்தின் நிலைநிற்கும் தன்மையை உறுதிப்படுத்த முடியாத நிலையிலேயே கவனத்திற் கொள்ளப்பட வேண்டும். இருப்பினும், உள்ளூர் இயலான வினைக் கவனத்திற்கொள்வது முக்கியம். செயற்றிட்டங்களின் நிலைநிற்கும் தன்மைக்கான பொறுப்பினைப் பயனாளி சமூகங்கள் ஏற்றுக்கொள்ளுமா என்பது பற்றிய மதிப்பீட்டினை மேற்கொள்ளல் வேண்டும். செயற்றிட்டமொன்றின் பிரதான உரிமையாளராக மாறுவதற்கான ஆற்றலினைப் பயனாளி சமூகம் கொண்டிருந்தால், கொடை நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்களின் செயற் றிட்டத்தின் முழுமையான உரிமையையும் பயனாளிகளுக்குக் கையளிக்கும் நோக்கில் பயனாளி சமூகங்களின் இயலாவினை வலுப்படுத்துவதில் கவனம் செலுத்தவேண்டிய தேவை உள்ளது.

பயனாளி சமூகங்களை அடிப்படையாகக் கொண்ட நிறுவனங்களை (CBOs) வலுப்படுத்துவதற்கான மையக்குவிவு

பயனாளி சமூகத்தினை அடிப்படையாகக் கொண்ட நிறுவனங்களின் திறன்களானது (skills) தீர்மானம் எடுத்தலில் ஆர்வத்துடன் பங்கேற்கவும், செயற்றிட்டங்களினை நிலைநிற்கச் செய்வதற்கான பொறுப்பினை ஏற்றுக்கொள்ளவும் விருத்தி செய்யப்பட வேண்டும். நடுவர்களாக அல்லது பிரதிநிதிகளாகச் செயற்படும் அரசுசார்பற்ற பங்காளி நிறுவனங்கள் போலல்லாது சமூகத்துக்கு வழிகாட்டுவதற்கான தேவை யாகவும் உள்ளது. அரசாங்க முகவரகங்களுடான தொடர்பு, வங்கிகளுடனான பேச்சுவார்த்தை, தமது உறுப்பினர்களுக்கு உறுதியான சந்தையை ஸ்தாபிக்கின்ற, மேம்படுத்துகின்ற வாழ்வாதாரச் செயற்றிட்டங்கள் போன்ற பல்வேறு செயற்பாட்டாளர் களுடன் பேச்சுவார்த்தையை மேற்கொள்ளும் வகையில் வழிகாட்டுவதற்கான தேவை யும்

உள்ளது. இத்தகைய வடிவிலான இயலளவைக் கட்டியெழுப்புதல் தொடர்ந்து மேற்கொள்ளப்பட வேண்டுமாக இருந்தால், கொடை நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்கள் பயனாளி சமூகத்துடன் நீண்ட காலத்துக்குப் பணியாற்ற வேண்டிய தேவை ஏற்படும் அல்லது சமூக வலுவூட்டல் என்ற நோக்கத்துடன் இயலளவினைக் கட்டியெழுப்பும் செயன்முறையைத் தொடர்ந்து முன்னெடுப்பதனைப் பங்களி அரசுசாரா நிறுவனங்கள் உறுதிப்படுத்த வேண்டும்.

பயனாளி சமூகத்தினை அடிப்படையாகக் கொண்ட நிறுவனங்களின் இயலளவினைக் கட்டியெழுப்புதலின் ஒரு பகுதியாக, உதவி நிறுவனங்கள் அல்லது அரசுசாரா நிறுவனங்கள் அல்லது பங்களி அரசுசாரா நிறுவனங்கள் பயனாளி சமூகத்தில் தலைவர்களை அடையாளம் செய்ய வேண்டும். இத்தலைவர்கள் பயனாளி சமூகங்களை அடிப்படையாகக் கொண்ட நிறுவனங்களுக்கு (CBOs) தலைமைத்துவத்தைக் கொடுக்கும் தமது ஆற்றலைக் கட்டியெழுப்பவும், தலைமையேற்று நடத்தவுமான திறமையையும் கொண்டிருக்க வேண்டும்.

செயற்றிட்டங்களினை விருத்தி செய்வதிலும் நிலைநிறுத்துவதிலும் பங்களாளர்களின் வகி பங்கினை மேம்படுத்தல்

கொடை நிறுவனங்கள் அல்லது அரசுசாரா நிறுவனங்களுக்கும், அரசாங்க முகவரகங்களிலிருந்து உள்ளூர் ஸ்தாபனங்கள் வரைபட்ட உள்ளூர் சமூகங்களுக்கும் இடையிலான தங்கியிருக்கும் தொடர்பினைக் குறைத்தல், பங்களி நிறுவனங்களின் இயலளவினைக் கட்டியெழுப்புவதற்கான முக்கிய நிதிசார் உதவி தொடக்கம் அவர்களின் சொந்தத் தேவைகளை அடையாளம் செய்வதற்கும், அதற்கேற்ப நிதிகளைப் பெறுவதற்கும் நகர்வு ஒன்று உருவாக்கப்பட வேண்டும்.

பயனாளி நிறுவனங்கள் தமது சொந்த நிதிகளைப் பெறுவதற்கான இயலளவினைக் கட்டியெழுப்புதல்

நிதியியல் சேமிப்புக்களை உருவாக்குவதற்கு பயனாளி சமூகங்களைத் தூண்டுகின்ற அம்சத்தில் இயலளவினைக் கட்டியெழுப்புதல் என்பது உள்ளடக்கப்பட வேண்டும். சில வாழ்வாதார நிகழ்ச்சித்திட்டங்களில் குறைந்தளவிலான அங்கத்துவக் கட்டணம் அறவிடப்படுகின்றது. அவசரகால நிலைமைகளில் அங்கத்தவர்கள் பெற்றுக் கொள்வதற்கான நிதியமாக அது சேகரிக்கப்படுகின்றது. உள்ளூர் சமூகங்கள் மரபுரீதியான கடன் சுழற்சி முறைமையில் ஈடுபடுகின்றன. இங்கு அங்கத்தவர்கள் மாதாந்தக் கட்டணத்தை நிதியத்துக்கு வழங்குவதுடன் சேகரிக்கப்பட்ட இப் பணத்தில் ஓர் அங்கத்துவர் ஒரு முறையில்தான் பணத்தைப் பெறமுடியும்.

உள்ளூர்ப் பங்காளர்களின் பங்கினையும் பொறுப்புக்களையும் அடையாளம் செய்தல்

கொடை நிறுவனங்கள் வெளியேறிய பின்னர் செயற்றிட்டத்தினை யார் பொறுப்பேற்றுக் கொள்வதென்பதை அமுலாக்கல் பங்காளர்கள் தெளிவுபடுத்த வேண்டிய தேவையுள்ளது. வீடமைப்பு மற்றும் மீள்கூடியேற்றம் என்பதைப் பொறுத்தவரை பயனாளிகள் பொருத்தமான அரசாங்க முகவரகங்களைக் கவனத்திற் கொண்டு அவர்களை அணுகி வீடமைப்புத் திட்டத்திற்கு வழங்கப்பட்டு, நிர்வகிக்கப்பட்டு வரும் அடிப்படை வசதிகள் மற்றும் கட்டுமானங்களை உறுதிப்படுத்திக் கொள்ளல் வேண்டும். இத்தகைய தகவல்கள், அமுலாக்கல் பங்காளர்களின் அலுவலகங்கள் அல்லது கொடை நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்களின் பிராந்திய அலுவலகங்களில் பயனாளிகளுக்குக் கிடைக்கக் கூடியதாக இருக்க வேண்டும்.

சமூகத்துக்கான விழிப்புணர்வை உருவாக்குவதே பெண்களின் வகி பங்கினை மேம்படுத்துவதின் மையக்குவிவாகக் காணப்படவேண்டும்

பால் சமத்துவம் மற்றும் பெண்களுக்கான ஆற்றலைக் கட்டியெழுப்புவதல் என்பது பயனாளி சமூகங்களை மட்டும் இலக்காகக் கொண்டிருக்காமல் முழுக் கிராமத்தினையும் அல்லது கிராமப் பிரிவுகளையும் இலக்காகக் கொண்டிருக்க வேண்டும். முழுச் சமூகங்களுக்குமான நீண்ட கால விழிப்புணர்வு நிகழ்ச்சித் திட்டங்களை மேற்கொள்வதற்கான தலைமைத்துவ வகிபங்கினைப் பெற்றுக் கொள்வதற்கு பெண்களுக்கு ஊக்குவிப்பும் பயிற்சியும் அவசியமானது. இத்தகைய நிகழ்ச்சித்திட்டங்கள் சமூகத் தலைவர்களை, உதாரணமாக சமயத் தலைவர்கள், அடிமட்ட அரசியல் தலைவர்கள், சமூக மட்டத்தில் கல்விசார், நிர்வாக மற்றும் சட்டத்தினை நடைமுறைப்படுத்தும் துறைகளில் உள்ள மக்களை இலக்காகக் கொண்டிருக்க வேண்டும்.

எதிர்கால அனர்த்தங்களில் இருந்து முதலீடுகளைப் பாதுகாப்பதற்கு உள்ளூர் அரசு முகவரகங்களுடன் இணைந்து பணியாற்றல்

வெளியேறாதல் மற்றும் நிகழ்ச்சித்திட்ட அமுலாக்கலுடன் DRR மற்றும் DRM ஒன்றிணைக்கப்பட வேண்டும். அனர்த்த அச்சுறுத்தல் பிரதேசத்துக்குப் பிரதேசம் மாற்றமடைந்து காணப்படக் கூடும். நிதி நிறுவனங்கள் அல்லது சர்வதேச அரசுசாரா நிறுவனங்கள் அரசாங்க முகவரகங்களுடன் இணைந்து அனர்த்த முகாமைத்துவம் தொடர்பாக நிகழ்ச்சித்திட்ட இடைநிறுத்தலின் ஒரு பகுதியாக இடர் மதிப்பீட்டு (DRM அமைச்சினால் வழங்கப்பட்ட இடர் மதிப்பீட்டு சான்றிதழ் வடிவமாக) முறைமை யொன்றினை விருத்தி செய்யவேண்டும்.

நிகழ்ச்சித்திட்டத்தின் நிலைநிற்கும் தன்மைக்கான உள்ளூர் அச்சுறுத்தல்களை அடையாளம் செய்வதற்கு உள்ளூர் அறிவுடன் இணைந்து பணியாற்றல்

நிதி நிறுவனங்கள் அல்லது சர்வதேச அரசுகாரா நிறுவனங்கள் என்பன உள்ளூர் பயனாளி சமூகத்துடன் இணைந்து பணியாற்றலாம். செயற்றிட்டங்களின் நிலை நிற்கும் தன்மைக்கு அச்சுறுத்தலாக இருக்கும் தீ போன்ற உள்ளூர் இடர்களைக் குறைப்பதற்கு செயற்றிட்டத்தினை விருத்தி செய்யவும், அடையாளம் செய்யவும் உள்ளூர் அறிவினைப் பயன்படுத்தலாம். இத்தகைய செயற்றிட்டமானது, வீடுகள் மற்றும் வாழ்வாதாரச் சொத்துகள் ஆகியவற்றுக்கு ஏற்படக் கூடிய சடுதியான இழப்பு களை எதிர்கொள்வதற்கான சமூகங்களின் நிதியியல் இயலாவினை வலுப்படுத்து வதற்குரிய சேமிப்புத் திட்டமொன்றினை உள்ளடக்கியிருக்க வேண்டும்.

Introduction

Four years after the tsunami hit Sri Lanka, aid organizations that stepped into provide relief and rehabilitation to the disaster-affected communities in the island have terminated or are in the process of phasing out their tsunami related programmes. As aid organizations leave the country or transfer their funds into other programme areas, it is important to consider the impact their exit may have on the communities they worked with. There is a need to ensure that in phasing out, aid organizations take positive steps to leave behind a legacy of sustainable benefits in the hands of an empowered beneficiary community. Moreover, where aid organizations are shifting to other programme areas, it is important to mainstream exit strategies into programme conceptualization. In order to do this successfully, it is important to identify and learn from the positive outcomes as well as the shortcomings that have characterized programme implementation and closure in tsunami related projects.

This study conducted by the International Centre for Ethnic Studies (ICES) in collaboration with Oxfam International seeks to review the extent to which aid organizations have adopted sustainable exit strategies for tsunami related programmes by incorporating local contexts and higher order issues into their programme closure. The former includes taking cognizance of relevant social, political, economic, cultural and environmental risks and opportunities in aid programmes. By higher order issues, we mean incorporating local communities in exiting, prioritising the rights of women and engaging in disaster risk reduction.

Objectives of the Study

The objective of the study is to inform aid organizations on good practices for exiting or transforming from their tsunami response programmes. It also aims to share information on good practice with other tsunami responders, including government bodies.

Scope and Methodology

The study was carried out using informal interview techniques and focus group meetings principally with beneficiary communities. This method was used to encourage the communities who are the principle stakeholders, to identify

problem areas in aid programme implementation and how it can impact on exit and to generate their own ideas on possible solutions.

Though the original intention of the study was to engage in Participatory Action Research (PAR) methods – a methodology that draws many of its practices from social anthropology and progressive social movements theory, limitations in time for fieldwork constrained the ability of the researchers to engage the beneficiary communities on the research questions over a significant period of time in all three districts.

The basis of PAR is to take grassroots knowledge as a starting point and to systematize and amplify it through action, in collaboration with external agents – such as the researchers – in order to build and strengthen the power of grassroots organizations. Therefore, PAR as a methodology is viewed as a total experimental process that encompasses adult education, scientific research and political action¹. To obtain positive outcomes from PAR it was felt that it would require a collaborative engagement with communities over a significant period.

Three districts were identified for the study; two from the south of Sri Lanka and one in the East. Researchers interviewed aid organizations, local NGO partners and beneficiary communities in Ampara, Hambantota and Matara by using unstructured questionnaires based on five themes – Involving the community in the exit, investing in local capacity, protecting the equal rights of women, engaging in disaster risk reduction and taking local contexts into account. Good practices that incorporated higher order issues and local contexts were identified through a survey of aid organization/INGO literature on the tsunami intervention and feed back from aid organizations/INGOs, and implementing partners working on tsunami programmes. At the second stage, through informal focus group meetings, beneficiary opinions were obtained to test the applicability of these international definitions of good practices².

¹ Orlando Fals Borda, 'Building countervailing power in Nicaragua, Mexico and Colombia', in Ponna Wignaraja (ed.), *New social movements in the south: empowering the people*, (New Delhi, 1993), pp.196-198. (195-217).

² Focus group meetings with beneficiaries were carried out in the following villages – Chitragala, Gandhara, Marakolliya and Medilla, Maruthamunai, Nintavur, Pandiruppu, Sainthamaruthu, Siribopura, Tallala, and Wahegoda.

Outline of the Study

The first section of the study looks at the international definitions of good practices on exit strategies and the experiences of aid organizations/INGOs, and implementing partners working on tsunami programmes in implementing these good practices. The second section deals in brief on the transition from immediate disaster intervention to long-term tsunami related programmes and then moves on to a detailed examination of shelter and livelihood projects and beneficiary attitudes towards successful programme closure.

හැඳින්වීම

ශ්‍රී ලංකාව සුනාමි ව්‍යසනයට ලක්ව සිටි වසරක් ඉක්ම ගොස් ඇති මෙම මොහොතේ, සුනාමි ව්‍යසනයෙන් විපතට පත් ප්‍රජාව වෙත ඝෂණික සහනාධාර හා පුනර්ත්ථාපන කටයුතු දියත් කිරීම උදෙසා දිවයිනට පැමිණ ආධාර ලබා දෙන සංවිධාන, ස්වකීය සුනාමි ආශ්‍රිත ව්‍යාපෘතීන් නිමාවට පත්කර හෝ දියත් කරන ලද ව්‍යාපෘති අවසන් කිරීමේ ක්‍රියාවලියක නිරතව ඇත. ආධාර ලබා දෙන සංවිධාන රටින් නික්ම ගිය පසු හෝ තම අවධානය වෙනත් ක්‍ෂේත්‍රයක් වෙත යොමුකළ විට එතෙක් ඔවුන්ගෙන් ආධාර ලබාගත් ප්‍රජාවන්ට ඔවුන්ගේ නික්ම යාමෙන් ඇතිවන බලපෑම කෙබඳු වන්නේදැයි සැලකිල්ලට ගැනීම වැදගත් වේ. බලාත්මක කළ ප්‍රතිලාභි ප්‍රජාවක් වෙත ස්ථිරසාර ආධාර හිමිකර දීම උදෙසා ධනාත්මක පියවරක් තැබූ බවට සහතිකයක් ලබා දීමට ආධාර දෙන සංවිධානයන්ට තම නික්ම යාමේදී හැකියාව තිබීම වැදගත්ය. තවද වෙනත් ක්‍ෂේත්‍රයක් වෙත යොමුවීමේදීද වැඩසටහන් නිර්මාණය උදෙසා, සුනාමි ආශ්‍රිත ව්‍යාපෘතීන් දියත් කිරීමේදී ඉස්මතු වූ සාර්ථකත්වයන් හා ආසාර්ථකත්වයන් හඳුනාගැනීම හා අධ්‍යයනය වැදගත් වේ.

ජාත්‍යන්තර ඔක්ස්ෆම් සංවිධානය (Oxfam International) සහයෝගය හා මූල්‍ය ආධාර ඇතිව ජනවාර්ගික අධ්‍යයනය උදෙසා වූ ජාත්‍යන්තර කේන්ද්‍රය මෙහෙය වූ මෙම අධ්‍යයනයේදී කෙතරම් දුරට ආධාර ලබාදෙන සංවිධාන ස්වකීය සුනාමි ව්‍යාපෘතීන් නිමා කිරීම උදෙසා දේශීය සන්දර්භයන්ට හා ඉහළ මට්ටමේ විෂයයන්ට අනුගත වෙමින්, ස්ථිරසාර නික්ම යාමේ උපක්‍රම භාවිතා කර ඇත්ද යන්න සොයා බලනු ලැබීය. දේශීය සන්දර්භයන් යන්නෙන් අදහස් වන්නේ ආදාල සමාජ ආර්ථික, දේශපාලනික සංස්කෘතික හා පාරිසරික අභියෝගයන් සැලකිල්ලට ගැනීම පිළිබඳවය. ඉහළ මට්ටමේ විෂයන් යන්නෙන් අදහස් වන්නේ නික්ම යාමේදී ප්‍රජාව සමග සම්බන්ද වීම, කාන්තා අයිතිවාසිකම් උදෙසා ප්‍රමුඛත්වය ලබාදීම හා ව්‍යසන හානි අවම කරලීමත් අදහස් වේ.

අධ්‍යයනයේ අරමුණු

මෙම අධ්‍යයනයේ අරමුණ වන්නේ ආධාර ලබා දෙන සංවිධාන, නික්ම යාමේදී හෝ වෙනත් ක්‍ෂේත්‍රයක් වෙත යොමුවීමේදී යොදාගත හැකි ප්‍රශස්ත භාවිතයන් පිළිබඳව දැනුවත් කරලීම වේ. එමෙන්ම රාජ්‍ය ආයතන ඇතුළත්ව සුනාමි වැඩසටහන් හා සම්බන්දව සිටින වෙනත් පාර්ශවයන් සමඟද ප්‍රශස්ත භාවිතයන් පිළිබඳ තොරතුරු හුවමාරු කර ගැනීමට අරමුණු කර ඇත.

ක්‍රමවේදය

ප්‍රතිලාභි ප්‍රජාවන් සමග පැවැත්වූ ඉලක්ක තණ්ඩායම් සාකච්ඡා හා අවධිමත් සම්මුඛ සාකච්ඡා ක්‍රමවේදය මූලික ලෙස යොදාගනිමින් මෙම අධ්‍යනය සිදු කරනු ලැබීය. ආධාර ව්‍යාපෘතීන් දැයත් කිරීමේදී මතුවන ගැටළු හා එම ගැටළු ව්‍යාපෘතිය නිමා කිරීමේදී කෙබඳු බලපෑමක් කරන්නේද යන්න හඳුනාගැනීමටත්, ඒවා විසඳා ගැනීම උදෙසා ස්වකීය විසඳුම් ඉදිරිපත් කිරීමේ හැකියාවෙන් යුත් මූලිකතම පාර්ශ්වය වන ප්‍රතිලාභි ප්‍රජාව දිරිමත් කරලීම උදෙසාත් මෙම ක්‍රමය යොදාගනු ලැබීය.

මෙම අධ්‍යයනය උදෙසා පළමුව නිර්දේශ වූයේ සමාජ මානව විද්‍යාඥයන් හා ප්‍රගතිශීලී සමාජ ව්‍යාපාර න්‍යායන්හිදී බහුලව භාවිතා කරනු ලබන සහසම්බන්ධිත ක්‍රියාකාරී පර්යේෂණ ක්‍රමවේදයයි. (PAR)

මෙම ක්‍රමවේදය භාවිතයේදී සමස්ත දිස්ත්‍රික්ක තුන තුළදීම නිශ්චිත කාල සීමාවක් තුළ ප්‍රතිලාභි ප්‍රජාව සමග පර්යේෂණ ගැටළු සාකච්ඡා කිරීමට පර්යේෂකයන්ට අපහසු විය. මන්ද මෙය ප්‍රතිලාභි ප්‍රජාව සමග දීර්ඝ කාලීනව කළයුතු ක්‍රමවේදයකි. බිම් මට්ටමේ දැනුම පුරුද්ද සාධකයක් ලෙස ගෙන, පර්යේෂකයන් වැනි බාහිර නියෝජිතයන්ගේ සහයද සමගින් එම දැනුම ක්‍රමානුකූල කිරීම හා ක්‍රියාවලිය උදෙසා අනුගත කරලීම හරහා බිම් මට්ටමේ සංවිධාන ගොඩනැංවීමට හා ශක්තිමත් කරලීමට ඇති හැකියාව වර්ධනය කරලීම සහසම්බන්ධිත ක්‍රියාකාරී පර්යේෂණ ක්‍රමවේදයෙහි (PAR) මූලික පදනම ලෙස සැලකිය හැකිය.

එම නිසා සහසම්බන්ධිත ක්‍රියාකාරී පර්යේෂණ ක්‍රමවේදය (PAR) යනු වැඩිහිටි අධ්‍යාපනය, විද්‍යාත්මක පර්යේෂණ හා දේශපාලනික ක්‍රියාකාරීත්වය සමග බැඳී ඇති පුර්ණ පර්යේෂණ ක්‍රියාවලියක් ලෙස සැලකිය හැකිය.³ ඉන් අදහස්වන්නේ සහසම්බන්ධිත ක්‍රියාකාරී පර්යේෂණ ක්‍රමවේදය (PAR) තුළින් සාර්ථක ප්‍රවීච්ච අත්කර ගැනීමට නම් ප්‍රජාව සමග නිශ්චිත කාලයක් සහයෝගිව ක්‍රියාකිරීම අත්‍යවශ්‍ය වන බවයි.

අධ්‍යයනය උදෙසා පළමුව දිස්ත්‍රික්ක තුනක් හඳුනාගනු ලැබීය. ඉන් දෙකක් ලංකාවේ දකුණු ප්‍රදේශයෙන්ද එකක් නැගෙනහිරින්ද වේ. නික්ම යාමේදී ප්‍රජා දායකත්වය, දේශීය තත්වයන් තුළ ආයෝජනය කිරීම, ස්ත්‍රීන්ගේ සම අයිතින් ආරක්‍ෂා කිරීම, ව්‍යසන භානි අවම කිරීම

³ Orlando Fals Borda, 'Building countervailing power in Nicaragua, Mexico and Colombia', in Ponna Wignaraja (ed.), *New social movements in the south: empowering the people*, (New Delhi, 1993), pp.196-198.

හා දේශීය සන්දර්භයන් සැලකිල්ලට ගැනීම යන ප්‍රධාන තේමාවන් පහක් යටතේ සකස් කළ ව්‍යුහගත නොවන ප්‍රශ්නාවලියක් යොදාගනිමින් අම්පාර, හම්බන්තොට හා මාතර දිස්ත්‍රික්කයන්හි ආධාර ලබා දෙන සංවිධාන, දේශීය රාජ්‍ය නොවන සංවිධාන පාර්ශවයන් හා ප්‍රතිලාභී ප්‍රජාව සමඟ පර්යේෂණයන් විසින් සම්මුඛ සාකච්ඡා පවත්වනු ලැබීය.

ආධාර ලබා දෙන සංවිධාන, සුනාමි මැදිහත්වීම පිළිබඳ රාජ්‍ය නොවන සංවිධානයන්හි සාහිත්‍යය හා ආධාර ලබා දෙන සංවිධාන විසින් සැපයූ ප්‍රතිපෝෂණ මත පදනම් වෙමින් දේශීය සන්දර්භයන්ට හා ඉහළ මට්ටමේ විෂයන්ට අනුගත වූ ප්‍රශස්ත භාවිතයන් හඳුනා ගනු ලැබීය. දෙවන අදියරේදී ප්‍රශස්ත භාවිතයන් පිළිබඳ ජාත්‍යන්තර නිර්වචන කෙතරම් දුරට ක්‍රියාවෙහි යෙදවිය හැකිද යන්න පරීක්ෂා කිරීම උදෙසා, අවිධිමත් ඉලක්ක කණ්ඩායම් ක්‍රමය භාවිතයෙන් ප්‍රතිලාභීන්ගේ අදහස් රැස්කරනු ලැබීය⁴.

අධ්‍යයනයේ සැකැස්ම

අධ්‍යයනයේ ප්‍රථම භාගය තුළදී ප්‍රශස්ත භාවිතයන් පිළිබඳ ජාත්‍යන්තර නිර්වචන සහ සුනාමි ආශ්‍රිත ව්‍යපෘතීන් දියත් කිරීමේදී ආධාර ලබා දෙන සංවිධාන, ජාත්‍යන්තර රාජ්‍ය නොවන සංවිධාන හා ව්‍යපෘතීන් දියත් කරනු ලැබූ පාර්ශවයන් තම ව්‍යපෘතීන් තුළදී උක්ත ප්‍රශස්ත භාවිතයන් පිළිබඳව ලැබූ අත්දැකීම් පිළිබඳ පරීක්ෂාකර ඇත.

දෙවන භාගය තුළදී ඝෂණික ව්‍යසන මැදිහත්වීම්, දර්ඝ කාලීන සුනාමි ආශ්‍රිත වැඩසටහන් බවට පත්වූ ආකාරය කෙටියෙන් දක්වා ඇති අතර, පසුව නිවාස හා පිවන වෘත්තීන් සම්බන්ධ ව්‍යපෘතීන් පිළිබඳව හා සාර්ථක ව්‍යපෘති නිමාවක් පිළිබඳ ප්‍රතිලාභීන්ගේ ආකල්ප දර්ඝ ලෙසද විමසා බලා ඇත.

⁴ ප්‍රතිලාභීන් සමග ඉලක්ක කණ්ඩායම් සාකච්ඡා පහත සඳහන් ගම්මානයන්හිදී පවත්වනු ලැබීය-විතාගල, ගන්ධර්, මාරකෝල්ලිය හා මැඩිල්ල, මරදමුහෙයි, නින්තවුර, පාන්ඩිරැජපු, සෙන්නදමරු, සිරිබෝපුර, තලල්ල සහ වගේගොඩ.

அறிமுகம்

இலங்கையில் சனாமியின் தாக்கம் ஏற்பட்டு நான்கு வருடங்களின் பின்னர் தீவின் பேரழிவினால் பாதிக்கப்பட்ட சமூகங்களுக்கு புனர்வாழ்வு மற்றும் புனரமைப்பு உதவிகளை வழங்கி வந்த உதவி நிறுவனங்கள் தமது சனாமியுடன் தொடர்பான நிகழ்ச்சித் திட்டங்களை முடிவுக்குக் கொண்டு வந்துவிட்டன அல்லது முடிக்கும் கட்டத்தில் இருக்கின்றன. உதவி நிறுவனங்களின் நாட்டை விட்டு விலகிச் செல்லல் அல்லது தமது நிதிகளை வேறு நிகழ்ச்சித்திட்டப் பகுதிகளுக்கு மாற்றுவதல் காரணமாக அவர்கள் வெளியேறுவதினால் அவர்கள் உதவி செய்த சமூகங்களில் ஏற்படக்கூடிய தாக்கத்தினைக் கவனத்திற் கொள்வது முக்கியமானது. இவ்வாறு விலகிச் செல்லும் உதவி நிறுவனங்கள் விலகிச் செல்லுமிடத்து வலுவூட்டப்பட்ட, நன்மைபெற்ற சமூகமானது தொடர்ச்சியாக அந்நன்மைகளைப் பெறுவதை உறுதிப்படுத்துவதற்கான உடன்பாடான நடவடிக்கைகளை அவை மேற்கொள்ளவேண்டிய ஒரு தேவை இருக்கின்றது.

மேலும், நிதி நிறுவனங்கள் ஏனைய நிகழ்ச்சித் திட்டப் பகுதிகளுக்கு மாறிச் செல்லும் பொழுது பிரதான வெளியேறல் உபாயங்களை நிகழ்ச்சித்திட்ட கருத்தியலாக்கத்திற்குள் இணைத்துக் கொள்வது முக்கியமானது. இதனை வெற்றிகரமாக செய்வதற்கு உடன்பாடான விளைவுகள், நிகழ்ச்சித் திட்ட அமுலாக்கத்தில் காணப்பட்ட குறைபாடுகள் மற்றும் சனாமி தொடர்பாக செயற்றிட்டங்களை முடிவுக்குக் கொண்டு வந்தமை என்பவற்றிலிருந்து பலவற்றைக் கற்றுக் கொள்ளல் வேண்டும்.

இவ்வாய்வானது ஒக்ஸ்பாம் அமெரிக்காவின் ஒத்துழைப்புடன் இனத்துவக் கற்கைகளுக்கான சர்வதேச நிலையத்தினால் நிகழ்த்தப்பட்டது. அத்துடன் இவ்வாய்வானது நிதி நிறுவனங்கள் தமது நிகழ்ச்சித்திட்டத்தை நிறுத்திக் கொண்டபோது அதில் எந்தளவுக்கு உள்ளூர் அம்சங்களையும், உயர் ஒழுங்குப் பிரச்சினைகளையும் அவற்றில் உள்ளடக்குவதன் மூலம் சனாமி தொடர்பான நிகழ்ச்சித் திட்டங்களுக்கான உபாயங்களில் நிலை நிற்கக்கூடிய வெளியேற்ற உபாயங்களை அவை எந்தளவுக்கு கையாண்டுள்ளன என்பதனை மீளாய்வு செய்வதையும் இவ்வாய்வு நோக்கமாகக் கொண்டுள்ளது. இங்கு நிதி நிகழ்ச்சித்திட்டத்தில் சமூக, அரசியல், பொருளாதார, கலாச்சார மற்றும் சூழலியல் அபாயங்கள் மற்றும் வாய்ப்புக்கள் தொடர்பாக கவனம் செலுத்துவதையும் உள்ளடக்கி உள்ளது. உயர் ஒழுங்குப் பிரச்சினை என்னும் பொழுது பெண்களின் உரிமைகளுக்கு முன்னுரிமை வழங்குதல், அனர்ந்த அபாயத்தினைக் குறைப்பதில் ஈடுபாடு கொள்ளல் ஆகியவற்றில் உள்ளூர் சமூகங்களை உள்ளடக்குவதை நோக்கமாக கொண்டுள்ளது.

ஆய்வின் நோக்கங்கள்

இவ்வாய்வின் நோக்கமானது வெளியேறுவதற்கான சிறந்த நடைமுறைகள் பற்றி அல்லது அவர்களின் சுனாமி தொடர்பான நிகழ்ச்சித்திட்டங்களை மாற்றி அமைத்தல் தொடர்பாக நிதி நிறுவனங்களுக்குத் தகவல்களை வழங்குதல் ஆகும். அரசாங்கத்தின் பல்வேறு அமைப்புகள் உள்ளிட்ட சுனாமி தொடர்பான ஏனைய நடவடிக்கைகளை மேற்கொள்பவர்களோடு சிறந்த நடைமுறை பற்றிய தகவல்களைப் பகிர்ந்து கொள்வதும் முக்கிய நோக்கமாக உள்ளது.

ஆய்வுப் பரப்பும் முறையியலும்

இவ்வாய்வானது முறைசாரா நேர்காணல் நுட்பங்களையும், பிரதானமாக பயனடைந்த சமூகங்களுடன் குவிமையக் குழுக் கூட்டங்களை நடத்துவதன் ஊடாக மேற்கொள்ளப் பட்டது. உதவி நிகழ்ச்சித்திட்ட அமுலாக்கலில் ஏற்படும் பிரச்சினைகளை இனம் காணுவதற்கு பிரதான பயனாளிகளான சமூகங்களை ஊக்குவிப்பதற்கு இவ்வழி முறை பயன்படுத்தப்பட்டது. அத்துடன் சாத்தியமான தீர்வுகள் பற்றிய அவர்களது சொந்தக் கருத்துக்களை உருவாக்குவதற்கும், வெளியேறுதல் தொடர்பாக ஏற்படக்கூடிய தாக்கம் எவ்வாறு காணப்படும் என்பதனையும் அறிதல் அவசியமானது.

பங்கேற்பு செயற்பாட்டு ஆய்வு (Participatory Action Research-PAR) முறைகளினை பயன்படுத்துவது இவ்வாய்வின் உண்மையான நோக்கமாகக் காணப்பட்டாலும் (இந்த முறையியலானது சமூக மானிடவியல், முற்போக்கு சமூகவியல் கொள்கை ஆகியவற்றி லிருந்து பெறப்பட்டது) வெளிக்களப் பணிகளைச் செய்வதற்கான கால நேரம் மட்டுப் படுத்தப்பட்டதாக இருந்தது. அதாவது, ஆய்வாளர்கள் மூன்று மாவட்டங்களிலும் உள்ள பயனடைந்த சமூகங்களிடம் ஆய்வுப் பிரச்சினைகளை முன்வைத்துப் பணியாற்ற ஆய்வாளர்களுக்கு அதிக வாய்ப்புக் கிட்டவில்லை.

பங்கேற்பு செயற்பாட்டு ஆய்வின் (PAR) அடிப்படையானது அடிமட்ட அறிவினை ஆரம்பப் புள்ளியாக எடுத்துக் கொள்வதுடன் ஆய்வாளர்கள் போன்ற வெளிவாரி முகவரகங்களுடன் இணைந்து மேற்கொள்ளப்படும் நடவடிக்கைகளின் ஊடாக ஓர் ஒழுங்கமைப்பை ஏற்படுத்துகின்றது. மேலும், அடிமட்ட நிறுவனங்களின் அதிகாரத் தினைக் கட்டியெழுப்புவதற்கும் வலுப்படுத்துவதற்கும் இது உதவுகின்றது. எனவே பங்கேற்பு செயற்பாட்டு ஆய்வு என்பது ஒரு முறையியலாக மட்டுமன்றி அரசியல்

நடவடிக்கை⁵, விஞ்ஞான ஆய்வு மற்றும் வளர்ந்தோர் கல்வி ஆகியவற்றினை உள்ளடக்குகின்ற ஒட்டுமொத்தமான பரிசோதனை செய்முறையாகவும் நோக்கப்படுகின்றது. பங்கேற்பு செயற்பாட்டு ஆய்வு மூலம் சிறந்த பலன்களைப் பெற்றுக் கொள்வதற்கு ஒரு குறிப்பிட்ட காலத்தில் சமூகங்களுடன் ஒத்துழைத்துப் பணியாற்றுவது அவசியமானது.

ஆய்விற்காக இலங்கையின் தெற்கிலிருந்து அம்பாறை, ஹம்பாந்தோட்டை ஆகிய இரண்டு மாவட்டங்களும், கிழக்கிலிருந்து மாத்தளை மாவட்டமும் என மூன்று மாவட்டங்கள் இனங்காணப்பட்டுள்ளன. அம்பாறை, ஹம்பாந்தோட்டை, மாத்தளை மாவட்டங்களில் உள்ள ஆய்வாளர்கள் நிதிநிறுவனங்களையும், உள்ளூர் அரசு சார்பற்ற பங்காளர்கள், பயனாளிகள் சமூகங்கள் ஆகியவற்றினை சந்தித்து நேர்காணலை மேற்கொண்டனர். இங்கு கட்டமைக்கப்படாத கேள்விக் கொத்துக்கள் நேர்காணலுக்குப் பயன்படுத்தப்பட்டது. இவ்வினாக் கொத்துக்கள் ஐந்து விடயங்களினை உள்ளடக்கியுள்ளது. வெளியேறுதலில் ஈடுபட்டுள்ள சமூகத்தை உள்ளடக்குதல், உள்ளூர் ஆற்றலில் முதலீடு செய்தல், பெண்களின் சம உரிமைகளைப் பாதுகாத்தல், அனர்த்த அபாயத்தைக் குறைத்தலும், உள்ளூர் அம்சங்களைக் கவனத்தில் கொள்ளலிலும் ஈடுபடுதல் ஆகிய கருப்பொருட்களை அடிப்படையாக கொண்டிருந்தது. உயர் ஒழுங்குப் பிரச்சினைகள் மற்றும் உள்ளூர் அம்சங்கள் ஆகியவற்றினை உள்ளடக்கியுள்ள சிறந்த நடைமுறைகள் நிதிநிறுவனம்/ சர்வதேச அரசுசார்பற்ற நிறுவன இலக்கிய ஆய்வின் ஊடாக அடையாளம் செய்யப்பட்டது. அத்துடன் சுனாமி நிகழ்ச்சித் திட்டம் பற்றிப் பணியாற்றும் மற்றும் அமுல்படுத்தும் பங்காளர்கள் மற்றும் நிதிநிறுவனங்கள்/ சர்வதேச அரசுசார்பற்ற நிறுவனங்கள் ஆகியவற்றிடமிருந்தும் கருத்துக்கள் கேட்டறியப்பட்டன. இரண்டாவது நிலையில் முறைசாரா பிரிவினருடனான சந்திப்புக்கள் மூலமாகப் பெறப்பட்ட பயனாளிகளின் கருத்துக்களினை அடிப்படையாகக் கொண்டு சிறந்த நடைமுறைகளின்⁶ சர்வதேச வரையறைகளின் பிரயோகத்தன்மை சோதனை செய்து பார்க்கப்பட்டது.

⁵ Orlando Fals Borda, "Building countervailing power in Nicaragua, Mexico and Colombia", in Ponna Wignaraja (ed.), *New social movements in the south: empowering the people*, (New Delhi, 1993), pp.196-198. (195-217)

⁶ சித்திராகல, கந்தாரா, மரக்கொலியா, மெதிலா, மருதமுனை, நிந்தாவூர், பாண்டிருப்பு, சாய்ந்தமருது, சிறிபோபுர, தள்ளாளல, வெகேகொட ஆகிய கிராமங்களில் வாழும் பயனாளிகளுடன் குழுக் கூட்டங்கள் நடாத்தப்பட்டன.

ஆய்வின் சட்டகம்

கற்கையின் முதலாவது பகுதியானது வெளியேற்றல் உபாயங்களின் சிறந்த செயன் முறைகள் தொடர்பான சர்வதேச வரைவிலக்கணங்களை நோக்குகின்றது. அத்துடன், உதவி ஸ்தாபனங்களின் அனுபவங்கள் / சர்வதேச அரசகாரா நிறுவனங்களின் அனுபவங்கள் மற்றும் சுனாமி நிகழ்ச்சித் திட்டங்களில் செயலாற்றுகின்ற நிறைவேற்றுப் பங்காளர்கள் ஆகியோரது அனுபவங்களையும் இவ்வாய்வு நோக்குகின்றது.

இரண்டாவது பகுதியானது, உடனடியான அனர்த்தம் தொடர்பான தலையீட்டிலிருந்து நீண்டகால சுனாமி தொடர்பான நிகழ்ச்சித் திட்டங்களுக்கு மாறிச் செல்வதைச் சுருக்கமாக நோக்குகின்றது. அத்துடன் வெற்றிகரமான முறையில் நிகழ்ச்சித் திட்டத்தை முடிவுக்குக் கொண்டுவரும் வகையில் உறையுள், வாழ்வாதாரச் செயற்றிட்டம் மற்றும் நன்மை பெறுனரின் உடன்பாங்கு என்பவற்றை விரிவாகப் பரிசீலனை செய்கின்றது.

1. International Definitions of Good Practices for Exit

While a significant corpus of literature has been generated regarding how to exit from humanitarian aid programmes, their focus is the allocation of material, financial and human resources in programme closure. This study focuses on the following questions.

1. To what extent have and can aid organizations incorporate local contexts such as relevant local political, economic, cultural, social, and environmental factors that might pose risks to the projects implemented into exit strategies?
2. To what extent have and can higher order issues such as investing in local capacity, involving the community in the exit, promoting and protecting equal rights for women, and engaging for disaster risk reduction be incorporated into exit strategies?

An Oxfam-ICES literature survey of practices from aid organizations, donor groups, NGOs and government organizations identified five key areas that will formulate a sustainable exit strategy based on local contexts and higher order issues¹.

1.1 Involving the Community in the Exit

Aid organization literature emphasises the relevance of community participation. AusAID's AusGuideline 6.4, *Promoting Practical Sustainability*, says that "the critical factor in promoting sustainability is the role of stakeholders, particularly those directly concerned with the activity, especially the partner government, the implementing agency, and those who stand to benefit"². The emphasis here is on a bottom-up approach that strengthens stakeholder ownership and commitment to projects. One of the ways of ensuring community participation is in ensuring that the community itself has a stake in the programmes. In forming partnerships,

¹ This section is drawn from the Literature Review/Desk Study by Kate Tighe and ICES research team on 'OI Participatory Action Research Proposal, Leaving a Legacy of Sustainable Benefits'.

² *AusGuide Part 6.4: Promoting Practical Sustainability*. Government of Australia, AusAID, October 2005. <http://www.ausaid.gov.au/ausguide/pdf/ausguideline6.4.pdf>

The Education Development Centre study says, “Consider diverse types of organizations, including those from non-governmental, corporate, and public sectors, as potential partners. The study further states, “Commit to clear goals that have been established with input from all partners”³. All said however, aid distribution needs to take account of how local patronage networks based on caste, ethnicity or political affiliations can impact the manner in which aid is channelled.

1.2 Investing in Local Capacity

The Educational Development Centre study on Exit Strategies sums up thinking about capacity building to sustain benefits as follows: “When private and public sector actors have the capacity to design and deliver high-quality services, they are well positioned to ensure that benefit streams continue to positively impact individual beneficiaries (children in school or vulnerable, pregnant women). The holistic approach to aid interventions emphasises the need for communities to be pro-active in their own development. Exiting agencies must ensure that their activities contribute to a solidification of the behavioural changes achieved by programme participants”⁴. Building local capacity also includes identifying capacity that already exists. The Tsunami Evaluation Commission found that the tsunami response diminished previously existing capacities and networks⁵.

The Swedish International Development Co-operation Agency, SIDA, has advocated heavily for focusing programmatic attention on Capacity Building. They made the commitment in 2000 to focus a portion of their programmes on national systems of education, training and research. They advocate that aid organizations should “develop the *knowledge* and *competence* of individuals” especially those who will be staying behind after aid organization’s pull out.

³ Levinger, Beverly and Jean McLeod. “Hello, I must be Going: Ensuring Quality Services and Sustainable Benefits through Well-Designed Exit Strategies.” Education Development Center, Inc. October 2002.(9).

⁴ Levinger, Beverly and Jean McLeod. “Hello, I must be Going: Ensuring Quality Services and Sustainable Benefits through Well-Designed Exit Strategies.” Education Development Center, Inc. October 2002.(11).

⁵ Ibid.

SIDA takes a broad approach to Capacity Building, helping people build an identity not only as economic contributors, but as members of families, citizens in societies, and part of a multi-cultural world. To SIDA, Capacity Building means helping individuals be successful in all of their roles.

The Tsunami Evaluation Coalition on the other hand, gives a word of caution on strengthening centralism at the expense of localism – creating agreements with national authorities and ignoring local authorities. Moreover, the ICES survey revealed that there is a need to identify the structural weaknesses that can reduce the capacities of local communities such as implementing organizations. Local authorities and local state agencies, specifically service providers, face difficulties in sustaining projects for numerous reasons, from the lack of funds to the beaureacrat lack of commitment. Funding from the Central government to local authorities may vary according to political patronage or the perceived importance of the district.

1.3 Protecting the Equal Rights of Women

Canada International Development Agency (CIDA) has created a framework for

- 1) Institutionalizing gender mainstreaming within an aid organization; and
- 2) Mainstreaming gender into an aid programme⁶.

Care International's main focus on women's empowerment emphasises the need to change structures and relationships. For example, if a microfinance programme and corollary training enable a woman to earn her own money and have more decision making power in the household, it will not be sustainable, unless an investment is made in changing how men and other women in the community think about women earning money; and in changing marriage customs if, for example, a woman's assets can still be garnered by her husband⁷.

⁶ "CIDA's Framework for Assessing Gender Equality Results." Canadian International Development Agency. Copyright: Her Majesty the Queen in the right of Canada: 2005. <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/8525711600526F0A852571370070A406?OpenDocument>

⁷ CARE, "Women's Empowerment," 2005.

1.4 Engaging in Disaster Risk Reduction

In terms of mobilizing local and external resources for DRR, there are a number of options to consider when exiting (from the Educational Development Center's Study):

- 1) The donor funds local organizations directly;
- 2) Other external (international) donors fund local organizations;
- 3) Community resources help fund activities;
- 4) Public sector actors (local, regional or national government) contribute resources;
- 5) Other local donors, including private sector contribute resources;
- 6) Local organizations introduce fees for services.

CARE has been committed to Disaster Risk Reduction by partnering with the government on a disaster risk reduction programme, which entails organizing disaster drills, stocking emergency rescue and floating kits, training for community members on disaster response, and developing contingency and mitigation plans. CARE has taken measurable steps toward making sure that future disasters will not have the tsunami's devastating effect. Other initiatives which CARE has undertaken include partnering with financial institutions to provide insurance to 5,500 coastal families⁸.

The Tsunami Evaluation Coalition points out that immediately after a disaster there is a "window of opportunity" to engage in disaster risk reduction, since political will, public awareness and funding are all coalesced. The report argues though that DRR has not been mainstreamed in the way its proponents hoped it would be at the outset of the tsunami response. The report argues that "building back better" was confounded by some with "building back nicer," and the invisible structural work necessary has been overwhelmed by the pressure to have visible activities taking place on the ground. A third challenge to disaster risk

⁸ Care International. "Indian Ocean Tsunami: Care's Work," <http://www.care.org/careswork/emergencies/tsunami/careswork.asp>

reduction is that it is hard to sell to the media. Firstly because it is hard to see, and secondly because if it is successful, it will be successful in the lack of another disaster in the future (which is not a news event.) These must be overcome in order to exit better, to exit in a way that protects the investments aid agencies have made on the ground⁹.

Taking Local Contexts into Account

Oxfam's Participatory Action Research Programme stresses the importance of carrying out research that engages in social processes, using local researchers and facilitating the methodical gathering of qualitative and quantitative data from participatory processes with villagers, IDPs, NGO actors, local government and academia and other civil society members. It goes on to observe that the participatory action research methodology has clearly demonstrated that much of the benefits of the research actually occurs in the full process of the research – bringing stakeholders and end-users together to discuss the research topic, thereby building relationships and trust, discussions with communities and decision-makers who begin to make changes in policy and practice because of those discussions.

In Sri Lanka, Oxfam commissioned research, using PAR on *Improving Aid Delivery in Communities Divided by Social Tension* has raised awareness and suggested improvements to the conflict sensitivity of aid delivery. Through the report, meetings, and workshops, the findings are used to assist the government and NGOs develop guidelines and practices for improving aid delivery. A *Study on the Coir Sector* evaluated the coconut husk industry, a traditional livelihood for many poor communities (especially women) affected by the tsunami along the coastal belt in Sri Lanka. This assisted Oxfam, partners and communities, with developing a viable market model and tsunami response programme for this very important livelihood. The *Review of the Disaster Management Policy and Practice* recommended that decision makers build upon the existing coping strategies of affected peoples and engage with the private sector on issues such as insurance,

⁹ Ian Christoplos, "Links Between Relief, Rehabilitation and Development in the Tsunami Response". Tsunami Evaluation Coalition. July 2007. (73)

telecommunications, banking, and media. The Government accepted a number of the recommendations and changed policy and practice¹⁰.

¹⁰ Oxfam International, “Tsunami Risk Disaster Reduction and Participatory Action Research Programme”, <http://www.oxfamamerica.org/whatwedo/emergencies/fieldstudies/program-documents/Tsunami%20Research%20Program%20Strategic%20Framework%200708.doc>.

2. The Perspective of Aid Organization/INGOs on Implementing Exit

2.1 Involving the Community in Project Implementation and Exit

In Sri Lanka, the method adopted by most aid organizations/INGOs to ensure programme sustainability, was by partnering with the local community. This process of partnering followed three paths: firstly some organizations partnered with a local community organization, in which case the capacity of that organization is built to ensure that it can sustain the project's activities and/or achievements after exit. Secondly, the programme created a brand new company, which was often vested in the community itself. This is especially true for microfinance projects. Finally, and most commonly, the programme was handed over to a local government partner.

According to officials at MERLIN, local contexts were taken into consideration when planning out and implementing various programmes, especially in relation to ethnicity and religion. From the very outset, local community participation was encouraged at all levels of the programmes. Certain programmes were modified or tailored to suit the needs and desires of the community. As MERLIN worked with and through the Ministry of Health from the start, the manner in which the programmes would be handed over, and how the programmes would continue to function after MERLIN's departure, were already planned out. Slow exit and phase out were carefully arranged with regard to local contextual details.¹¹

According to C. Getman, community based approaches were incorporated in all their programme activities. Their partnership with the Sri Lankan Red Cross was a part of their sustainability strategy.¹² Malteser International has ensured that projects were designed and initiated only after participatory assessment involving community members. Local knowledge was also utilized by handing over the

¹¹ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: MERLIN, Colombo, May 2008.

¹² ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: C. Getman, Colombo, May 2008.

management of most projects to local organisations that had a presence and experience working in Sri Lanka for a considerable period of time¹³.

Malteser International has implemented all projects through local partner organizations, while providing them with advice and project monitoring. Exit strategies and the termination of projects were planned out from the start, together with the community members. In doing so, they have ensured that the community's needs are catered to, as the Sri Lankan partner organizations and community representatives know the country, its people and their needs. Most of the programmes were handed over to the local organizations such as CBOs.

Highlighting the problems encountered, Malteser pointed out that most of the community members who received assistance were not willing to contribute to the operation and maintenance of projects. Furthermore, in certain cases, donor funds for most projects were limited in funding duration, thus reducing the chance of implementing sustainability measures.

In some projects, such as hospital rehabilitation, local authorities and ministries/departments were involved in planning and all stages of the implementation process. Material was purchased locally to ensure that the local economy was boosted, and recruitment of local masons and other workers ensured that local expertise is further enhanced and income increased. Recruitment at a local level also ensured that employment was increased in the target areas¹⁴. Malteser International undertook frequent mid term evaluations to ensure that the community was fully involved in the process, while social, cultural and political sensitivities were considered during the planning stage. Furthermore, community leaders were consulted at every stage of the implementation process.

2.2 Assessing the Capacities of Partners

The success of the strategy of partnering with local communities however clearly depended on the capacities of partnering organizations in terms of finances, knowledge and commitment. While one respondent noted that the local government partner had not kept to promises made before exiting and this has

¹³ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Malteser International Colombo, May 2008.

¹⁴ Ibid.

damaged prospects for project sustainability, the commonly held view is that the local government actor is a more reliable partner than a CBO. This is because there is greater accountability involved, channels through which post-handover concerns can be addressed, and so on. That said, once funding is at an end, the sustainability of the programme is reliant on the availability of funds in the government budget. This is often a problem and with some exceptions, most provincial governments do not have large pools of funds. This is particularly true when the handover is to a service-provider.

According to Malteser, though the local authorities were meant to take on the responsibility of continuous maintenance in their hospital rehabilitation programmes, these authorities lacked adequate funds to sustain the projects on a long-term basis¹⁵.

Likewise, post-project monitoring carried out by Mercy Corps has revealed that government bodies have not fulfilled their responsibilities in sustaining their projects. In the case of infrastructure projects, it has been uncovered that many local government actors have not ensured sustainability of programmes as originally promised during the project implementation stage. In general, Mercy Corps has found community-based projects to be relatively healthy upon post-project monitoring, whereas the projects in partnership with local government bodies suffered from inadequate management/maintenance upon post-project monitoring. The business development projects are also functioning well upon post-project monitoring, although a certain minority portion of entrepreneurs assisted have shifted to alternative livelihoods strategies over time¹⁶.

For some respondents however, such as MERLIN, a specialist health care agency, forming partnerships with local government bodies has ensured the sustainability of their projects¹⁷. All the programmes were designed in conjunction with, and with reference to, Ministry of Health guidelines and policies. By designing the programmes together with the Ministry, and by sharing ownership at the clinical,

¹⁵ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Malteser International, Colombo, May 2008.

¹⁶ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Mercy Corps, Colombo, May 2008.

¹⁷ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: MERLIN, Colombo, May 2008.

district and central level, MERLIN has ensured that the programmes will continue to function successfully after their phase out.

According to MERLIN, all programme components have been (or will be) handed over to relevant district authorities. Although each programme area has faced different, but similar difficulties related to responsibility, financial resources and actions of authorities, overall, the handover procedure has been successful. For instance, the mobile dental units were taken over and are now being used by the Regional Dental Surgeon (RDS) (or counterparts) in the district. Furthermore, gully sucking from tsunami camps in Kalmunai was handed over to the Municipal Council (after a number of months of gradual phase out). The Infection Control Programme continues to successfully function with the support at the district/provincial level.

Save the Children formed a partnership with the Ministry of Education to construct school buildings. An agreement was signed and systematic planning with local and school authorities enabled them to phase out at the end of the project. School Development Committees were made responsible for the sustainability of the programme. **However, Save the Children also brought in other community stakeholders by working in partnership with local organizations and consulting with communities, especially children, in planning their work**¹⁸.

2.3 Identifying and Building Local Capacity

In partnering, aid organizations/INGOs have worked at strengthening the capacities of partner organizations as a part of programme sustainability.

Malteser has carried out programmes that have helped to build up capacities within local organizations, and improved the expertise of local organizations and their potential to apply for international funds from other donor agencies once Malteser International leaves the country. Training has been conducted for a cadre of local volunteers from within the communities, to handle future roles that need

¹⁸ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Save the Children, Colombo, May 2008.

further follow up after exiting. These volunteers were given incentives such as bicycles and a small allowance for their participation¹⁹.

According to Mercy Corps, most of the capacity building and organizational strengthening (CBO, LNGO, intermediary organization) objectives of the strategy have been met, while the livelihoods and infrastructure rehabilitation and development-related objectives are for the most part in the process of being met. Organizational strengthening objectives are measured through capacity indices, while other project outcomes are measured through indicators such as sales/value of production, employment generated, public health indicators, etc. Most outcomes have a high likelihood of sustainability because they are related to capacity building at the organizational and community level, and because projects are market oriented and income-generating²⁰.

2.4 Paying Attention to Local Contexts

Aid cannot target everybody and therefore aid interventions are bound to cause latent conflict and resentment within communities or even exacerbate existing divisions and rivalries. The challenge to aid organizations/INGOs has been to minimize such negative impacts on communities that in turn can pose a threat to programme sustainability.

Apportioning aid by MERLIN was generally done based on need. For instance, aid was provided to those whose health status was poorest, but with regard to overall “do no harm” principles. MERLIN has worked with all populations throughout the Batticaloa and Ampara districts. Their work at the Batticaloa Teaching Hospital, Ampara General Hospital and the Kalmunai Base Hospital ensured quality health care for Tamil, Sinhala and Muslim populations alike²¹.

Mercy Corps had made use of a scored relationship mapping exercise, to understand influential positive and negative relationships in the communities in

¹⁹ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Malteser International, Colombo, May 2008.

²⁰ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Mercy Corps, Colombo, May 2008.

²¹ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: MERLIN, Colombo, May 2008.

which they worked, and between these communities and neighbouring communities. The information obtained through this exercise and other more standard participatory methods allowed them to understand the local contexts more comprehensively, and to ensure that principles of “do no harm” are followed. In terms of apportioning aid, site and beneficiary, selection was carried out systematically in a manner that included stakeholder meetings and other methods to make aid apportionment more transparent²².

For organizations working in the conflict affected parts of Sri Lanka, tsunami reconstruction and rehabilitation posed additional challenges, sometimes even resulting in shifts in programme objectives. Mercy Corps and Save the Children pointed out how insecurity issues in the North and the East negatively affected their work in the areas. Restrictions on building material led to the incompleteness of construction projects, and escalation of hostilities, especially in the North, has displaced the tsunami affected people all over again. In such instances, long term development programmes had to be postponed in favour of immediate emergency relief programmes²³.

2.5 Protecting the Equal Rights of Women

A number of programmes have ensured that the rights of women are factored into project planning. For example, in housing projects, aid organizations attempt to ensure the long-term wellbeing of the woman by making out papers in both the wife and husband’s names. Similarly, other legal papers and documents were also made out in this manner. However, in the absence of educational programmes that ensure attitudes towards women’s equal rights are changing, these programmes may only act to pull wool over one’s eyes. In the final analysis, legal documentation can be undermined by structural impediments.

MERLIN and Malteser International carried out special programmes on maternal and child health, while women’s concerns are mainstreamed in all their programmes. In all stages of implementation, it was ensured that there was balanced gender representation in CBOs and among beneficiaries. Steps were

²² ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Mercy Corps, Colombo, May 2008.

²³ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondents: Mercy Corps and Save the Children, Colombo, May 2008.

taken to make sure that balanced leadership (men and women) was respected in the Community Based Organizations that were formed by their projects²⁴.

According to Mercy Corps they mainstream equal gender representation, and some economic opportunities and activities are specifically designed to provide employment opportunities for women. Their work to strengthen community groups (under community development and revitalization activities) also requires not only that women are equally represented in community groups but also that under-represented members of the community (youth, elderly, minority groups or people from remote hamlets, etc.) are represented in community groups²⁵. Save the Children has carried out a Household Economic Security programme, which targeted female headed households²⁶.

2.6 Protecting Investments from Future Disasters

In Sri Lanka, disaster risk reduction has coalesced around the implementation of a 'tsunami warning system', for which work has begun, but this should not preclude funding for other programmes aimed at disaster risk management. A number of organizations that were contacted have, or are, giving serious thought to ensuring that disaster risk mitigation is considered carefully upon exiting. This included child-led initiatives in DRR for community and school projects. In general, a trend to incorporate communities in education and community-based disaster risk management techniques is seen. Aid organizations are mainstreaming DRR into their project activities, largely by making DRR an element of capacity-building, both through the training of trainers, and the subsequent training of the community in DRR practices. That said, some organizations surveyed are not involving DRR in their project activities at all.

According to MERLIN, DRR techniques have been mainstreamed into all their programmes and projects. In designing various constructions, special attention was given to DRR with regard to the use of materials utilized and location of

²⁴ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondents: MERLIN and Malteser International, Colombo, May 2008.

²⁵ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Mercy Corps, Colombo, May 2008.

²⁶ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Save the Children, Colombo, May 2008.

construction. In establishing water and sewage treatment plants, it was ensured that there was minimal waste and damage to the environment. In MERLIN's healthcare programmes, the equipment was approved by Bio-medical engineers to ensure that should there be any breakdown, they can be easily repaired, and that the skills needed to do so are available in Sri Lanka. All construction work was carried out using Ministry of Health blue prints, which particularly highlighted disaster resistance elements.

As MERLIN works with a 'systems strengthening framework', all their programmes are deemed acceptable, appropriate and sustainable. Training has been carried out in relation to disease outbreak response and disaster preparedness training. These programmes included participants from various levels such as Public Health Inspectors, Public Health Midwives, Regional Epidemiologist and Regional Directors of Health Services. Working with communities, volunteers were educated and trained to identify and rectify possible problems, and to reduce vulnerability. Programmes were carried out in schools so that they can become less vulnerable, more aware, and empowered to handle emergency situations in some capacity. The programmes highlighted topics such as hygiene, nutrition, sexual health and daily exercise, and introduced school children to follow better health practices. Furthermore, they were encouraged to empower themselves and to solve their own problems with PTAs and school health committees. In addition, vulnerability reduction was promoted focussing mothers and children by promoting good health practices in relation to breast feeding, nutrition, and hygiene²⁷.

In programmes designed by C. Getman, disaster risk reduction is a cross-cutting theme. A comprehensive disaster preparedness programme has been implemented with SLRCS and in partnership with the government disaster management centre, which will be their main focus for the next 2 years. This is a community and school-based programme which ensures local ownership and empowerment of disaster risk reduction and management techniques²⁸.

²⁷ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: MERLIN, Colombo, May 2008.

²⁸ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: C. Getman, Colombo, May 2008.

Save the Children has introduced child led DRR to communities and schools in which they work. Children are trained to identify hazards in their communities and also provide measures to mitigate the risks. They help children in other schools to do the same. This has also been accepted by the Ministry of Disaster Management and is part of the Road Map. District Disaster Management Committees also work in close co-operation with these programmes²⁹.

²⁹ ICES, Study on Post-Tsunami Exit Strategies: Survey – Respondent: Save the Children, Colombo, May 2008.

3. Description of Immediate Post Tsunami Aid Delivery in Sri Lanka

The immediate relief response following the tsunami consisted of material and financial aid to the tsunami affected, by numerous international and local organizations and private donors. Aid interventions consisted of the provision of support from the construction of temporary shelters, to financial and material aid, provision of healthcare facilities, sanitation, to psychosocial support. Aid distribution by international donor organizations was carried out through local partners who were state and non-state actors.

3.1 Transitioning from Immediate Relief to Reconstruction and Rehabilitation

The aid organizations and local NGOs had gradually transformed their programmes on immediate relief into long-term reconstruction and rehabilitation. This process entailed a number of complications as noted by INGO/NGO respondents.

The lack of immediate information - data, statistics, beneficiary lists – was critical. The government was in charge of this, but the reliability of this list was suspect. Many organizations were bound to the beneficiary list, but a number of NGO respondents noted that the beneficiary lists were incomplete. Some tsunami-affected households were not included at all. This also meant that services were distributed unequally, sometimes drastically. Where shelter projects were given the go-ahead, the allotment of land was organized via the beneficiary list and the sites chosen by the government. The aid organizations were not given a say in this issue. Further, more houses were commissioned than required. Some were built outside these parameters. For example, one organization was asked to build 300 houses by the Government (GOSL) and this subsequently came down to 150 because other organizations were building houses.

In transforming programmes from temporary shelter into resettlement and permanent shelter, some respondents attempted to follow a co-ordinated approach by holding district level meetings with other NGOs, representatives of state and local government agencies and local experts. Awareness and consultation programmes with beneficiaries as well as beneficiary validation were carried out in

order to identify the appropriate beneficiaries. Throughout the process of reconstruction, field staff worked closely with the community.

More generally, one respondent noted that it was an invaluable exercise to not only speak to the community before project design and implementation, but to speak to local experts (i.e. if the organization has a Sri Lankan core staff) about *what* is required and *where*. Often, the projects that were hastily arranged and implemented ended up spending a lot of money on issues that were less relevant to the local community than other issues. Alternatively, support went to a community that has already received ample support at the expense of another community. Without speaking to the local staff and seeking local knowledge, it was impossible to identify the most affected communities. Ideally, extensive community consultation would also take place before project implementation. However, caution in such cases was also necessary since the community in question would always be favourable towards new projects in their area, which is why a more neutral viewpoint was invaluable. Significantly, discussions with implementing partners and beneficiary communities revealed that the complexities that arose in project implementation shaped the way in which programme closure occurred in the livelihood and shelter programmes.

Lessons for the Future

The Testimonies of a Fishing Community in Gandhara, Matara

In the case of a fishing community in Gandhara, a number of organizations distributed fishing boats and fishing gear to the affected families. According to the beneficiary fisher folk, though aid organizations competed with each other in the distribution of livelihood assets, the aid interventions were unco-ordinated resulting in duplication and inequality in aid distribution. Communities who were not traditionally part of the fishing community received boats through patronage networks and political affiliations while fishermen who were affected by the tsunami were overlooked, while in other instances, fishermen were given boats but not the fishing gear. *The results of the aid intervention has had little positive outcome as local knowledge was not utilized to identify the communities that needed aid. A number of the victims of the disaster who lost their livelihood assets were left out or were given inadequate support to rebuild what they had lost.*

The concerns of the beneficiaries

- The livelihood assets were distributed without consultation with the affected community, and without any form of needs assessment.
- As the fishermen engage in deep-sea fishing and shallow water fishing, they stated that they would have preferred to obtain technologically advanced fishing gear that would enable them to engage in deep-sea fishing, which enables them to obtain a bigger catch.
- The fishermen do not have direct access to the market as *mudalalis* buy the fish from them at low prices. Direct access to the market will strengthen their community economically.
- Distribution of livelihood assets should incorporate community development aims such as a community project to produce and sell canned fish.
- The fishing community expressed dissatisfaction with the role of local NGOs and government agencies. They expressed a preference to deal directly with donor organizations/INGOs as they had little confidence in the integrity of governmental and non governmental intermediaries.

Protecting the Equal Rights of Women

In the distribution of livelihood assets, aid interventions occurred along patriarchal lines. Beneficiary communities were given livelihood assets based on the perceived notions of gendered roles in economic production. In the case of a beneficiary fishing community in Matara, only the men were given boats and fishing gear, while the women in the fishing community who lost their spouses to the tsunami were not identified by aid organizations as 'beneficiaries' in the distribution of fishing related livelihood assets.

Aid interventions were carried out based on traditional notions of gender roles by differentiating between female/male related livelihoods activities.

4. Description of Long-term Rehabilitation and Reconstruction Programmes

When looking at post-tsunami reconstruction projects on livelihood and shelter, the transition from temporary shelter to resettlement and permanent shelter was a process that involved state actors, since aid organizations in all three districts who undertook the responsibility of constructing permanent shelters had to work in partnership with government agencies. Whereas in the case of livelihood projects, the implementation process was not as clear-cut, aid organizations worked through local partner NGOs or through their regional offices or both. This study identified three types of activity streams in livelihood programmes. These were programmes that focused on rehabilitating communities into traditional livelihoods, rehabilitating away from traditional livelihoods into new income generating activities and distributing livelihood assets. The overall objectives of these projects varied, some focused on immediate material assistance or livelihood rehabilitation with a component on skills training and capacity building while some projects implemented came under the focus of community economic development, with the objective of poverty alleviation and community capacity building.

4.1 Overview of Permanent Shelter

In the districts of Hambantota and Ampara where projects on resettlement and shelter were studied, donor organizations or INGOs worked through partner organizations or their regional offices at the local level in implementing the projects. Overall, in the resettlement schemes that were studied, donor organizations undertook the responsibility of construction of houses, while the land for resettlement was provided by the state. In Ampara, the construction was owner driven, where the beneficiaries received funding to construct their own houses with guidance from the implementing NGO. In Hambantota, the beneficiaries chose not to construct the houses and therefore the donor organization hired contractors. Basic amenities for the housing schemes/projects have been provided by state agencies.

Concerns Raised by Beneficiaries

1. Where the sustainability of the housing units is concerned, the beneficiaries stated that they were not satisfied with the quality of housing in instances where construction of houses was carried out by contractors. The use of low quality building materials were cited as the main reason, the illegal siphoning of building materials by some unscrupulous contractors was also identified as a cause for substandard construction work.

Recommendation: In consultation with the community, donor organizations should set aside a time-frame of 1-2 months within the project deadline for exit, to address structural shortcomings in the housing units. Thereafter the responsibility of maintaining the housing units can be made the sole responsibility of the beneficiaries.

2. In owner-driven housing projects, the finances allocated were cited by beneficiaries as insufficient. Two reasons were given: one was that price increases in building materials over a period of time was not taken into account and secondly, environmental conditions such as the need to fill out marshlands in allocated resettlement areas resulted in additional cost to the beneficiaries.

Recommendation: Implementing partners and beneficiary communities have a better understanding of local complexities relating to the construction of houses. Donor organizations/INGOs need to utilize this local knowledge in making decisions on the allocation of finances for owner driven houses.

3. In sustaining the housing schemes there is a lack of a systematic process in establishing partnerships with government agencies to ensure that basic amenities are provided. Ideally, state agencies will be responsible for the provision of basic amenities such as water, electricity and access roads in the resettlement schemes; but there is an absence of a clear understanding of responsibilities and taking over processes. The donor organizations/INGOs have signed Memorandums of Understanding with the government to construct a specific number of houses; the agreements did not incorporate a clear statement of the responsibilities of state agencies in providing and maintaining other amenities. Owing to the duplication of responsibilities among state agencies, beneficiary communities stated that they

were confused about what relevant state agency to approach, in order to ensure the maintenance of services. For example in Hambantota, access roads to the housing scheme were in a poor condition but the beneficiaries did not know who was responsible for the construction and maintenance of the roads. In Ampara the basic amenities for the resettlement scheme had to be obtained by the beneficiaries by means of political linkages.

Recommendation: There is a need to specify the implementing partners who will be taking over the project once the donor organization exits. In the case of the housing scheme, the beneficiaries have to be made aware of the relevant government agencies they should approach in order to ensure that the basic amenities and infrastructure for the housing scheme is provided for and maintained. This information can be made available to beneficiaries at the regional offices of donor organizations/INGOs or the offices of implementing partners.

4. There is inadequate capacity building of beneficiary communities which has reduced their ability to engage in collective bargaining to further improve the housing schemes. The beneficiaries have formed community based organizations (CBOs) at the request of the donor organization/INGO or implementing NGOs. However, there is no monitoring mechanism in place to ensure that the CBOs continue to function, neither is there a system of incentives to encourage the beneficiaries to work collectively to further develop and protect their investment i.e. their houses. As a result, while the CBOs were active at the inception, the commitment on the part of beneficiary members to maintain the CBOs have waned, beneficiaries feel that the time spent on participating in CBO activities is unproductive.

Empowering the Beneficiaries

Beneficiaries who have maintained CBOs have been successful in obtaining further support from donor organizations/INGOs. A beneficiary community in Hambantota obtained a commitment from the donor organization for further training in capacity building for their CBO. The training incorporates a development plan with strategies for the maintenance of the housing scheme. The strength and commitment to maintain the CBO is rooted in the beneficiary communities' social and economic background. Prior to the tsunami they were located in an urban area, they are of a middle income earning class with a high level of education – and as such they are more aware and articulate of their rights as beneficiaries.

5. In the area of protecting the housing units from future disasters, aid organizations/INGOs have increased the height and foundations of the houses on the recommendations of government bodies. However, the beneficiary communities' capacities to financially cope with threats to their housing units are not strong.

Recommendation: Incorporate awareness on the need to insure housing units or set aside financial savings to meet future threats to their houses in community capacity building programmes.

Lessons for the Future

Strengthening channels of communication and accountability between donor agencies/INGOs and beneficiaries

The lack of communication between aid organizations and beneficiaries resulted in gaps in communication between what donor organizations were willing to deliver and what beneficiaries expected. From the perspective of donor organizations and partner NGOs, housing construction in all three districts was carried out in close consultation with the beneficiary community. In Hambantota land blocks were allocated to beneficiaries with their active consent, a model house was constructed for the beneficiaries to give their approval/disapproval and housing design was changed to suit cultural norms. In Ampara, as owner driven projects, the beneficiary communities constructed their own houses with guidance from experts hired by the implementing NGOs. However, from the perspective of the beneficiaries, the aid interventions fell short of their expectations. In Hambantota, the expectations on the part of the beneficiaries were for all participants in the project to receive shelter and livelihood support. The beneficiaries stated that the aid delivery was not well co-ordinated nor was it comprehensive (*ekabaddhawu widhimath veda piliwelak kerune ne*). Problems arose because the commitment on the part of the donor organization was to provide permanent shelter to all the beneficiaries (a total of 150) who were part of the project and livelihood support only for a selected number of beneficiaries who had lost their livelihood due to the tsunami.

In Ampara the beneficiaries constructed two storey houses though the financial assistance they received was for single storey housing units. At present most of the houses remain incomplete. The reasons cited by the beneficiary communities in Ampara to build two storey houses was to safeguard against a future tsunami, and the fact that houses are a symbol of social status (people in the area having two storey houses). A number of the beneficiaries cited plans to offer the house as dowry for their daughters.

Recommendation: Be clear about the diverse responsibilities of the actors involved in the project. The donor organization/INGO needs to clearly state to the beneficiaries what they are committed to carry out within the duration of the project. This information and financial details relating to a project can be made available to beneficiaries at the district office of the donor organization/INGO or the office of the partner/implementing NGO and/or government institutions such as the District Secretariat office.

4.2 Overview of Livelihood Programmes

The livelihood projects in the three districts consisted of three types of activity streams. These were: projects that focused on rehabilitating communities into their traditional livelihood activities, projects that helped communities establish new forms of livelihood activities and the direct provision of livelihood assets.

Rehabilitating Communities into Traditional Livelihoods

Projects that rehabilitated communities into traditional livelihoods were carried out in diverse ways. One method has been through the establishment of micro-finance programmes that helped tsunami affected communities to rebuild the livelihoods they lost to the disaster. The second has been the provision of livelihood assets to the affected communities such as to goldsmiths in Ampara, and coir rope weaving communities in Matara and the third method is to establish a community based company with the whole production process and administration of the scheme in the hands of the community; which is the case with the brick making factory in Hambantota. All of these programmes incorporate long-term goals in strengthening the communities' capacity to continue the project through the creation of micro-credit schemes at the community level and strengthening the beneficiaries' abilities to market their products.

Rehabilitating Away from Traditional Livelihoods

Programmes that rehabilitated communities away from their traditional livelihoods focused on introducing new forms of income generating activities to the beneficiary community. One method by which these projects were carried out is in the form of micro credit programmes that helped communities to develop new forms of livelihood activities as in Matara, where women beneficiaries who were traditionally lace makers were given financial support and guidance to develop alternative livelihoods ranging from home gardening, drying fish, to boutique keeping and in Hambantota where women beneficiaries were provided with financial and technical support on mushroom cultivation. Another method has been through the establishment of community based company such as the setting up of a factory for the production of virgin coconut oil in Hambantota.

Concerns Raised by the Beneficiaries

1. Beneficiary communities were dissatisfied with the manner in which exit was communicated. Some projects were characterized by a lack of communication and contact between the aid organizations/INGOs, the implementing partners and the beneficiaries.

As aid organizations/INGOs, the implementing partners were not explicit about programme objectives and time-frames the communities were left in, with the mistaken idea that either donor organizations will work with them for long periods of time or that programme closure has already taken place. In some instances, though the projects are still operational, beneficiaries are not involved in project implementation and therefore are of the opinion that the aid organization has already exited from the project. A community of coir rope weavers in Matara stated that they had dropped out of the project as they had no stable market for their produce. However, the programme closure occurs only in 2011 – a fact the beneficiary community was not aware of. In a micro-credit programme in Ampara, beneficiaries have no notion of when the local NGO will phase out and they believe that the partner NGO will work with them for an indefinite period. This lack of communication has an adverse impact on the sustainability of projects in two ways. In one, beneficiaries believing that the aid organization/INGO had exited and the project had ceased, stopped engaging in the livelihood activity in the absence of stable market linkages. In the other, the sustainability of the project will depend on the implementing NGO working with the community.

Recommendation: Be clear about exit deadlines. Where the projects are still in the process of implementation, there is a need for an intermediate plan to ensure that beneficiaries are not left out of the day to day operation of the project. As in the coir rope weaving project in Matara, where project duration covers a period of five years, beneficiaries need to obtain good quality raw materials and sell their products until the donor funded coir mills go into operation. Such intermediate measures should be developed in consultation with the beneficiaries, the partner organization and the local business community.

2. The sustainability of projects where donor organizations/INGOs partnered with local NGOs in project implementation showed mixed results. While some beneficiary communities felt that, this process helped to ensure the sustainability of projects, others expressed dissatisfaction over the role played by partner/implementing NGOs. In Hambantota, two projects that established community owned businesses brought out this complexity. In the projects, the implementing NGO along with the beneficiaries was a shareholder with representation in the board of directors. As the projects had short implementation deadlines, this was a strategy to ensure the sustainability of the projects so that the local NGO could continue to work with the beneficiaries in giving them support and guidance. One beneficiary community expressed satisfaction with the role played by the implementing NGO. As the beneficiary community was introduced into a new type of income generating activity in the form of a virgin coconut oil production plant of which they had little knowledge, the partner NGO has played a significant role in obtaining the technological knowledge and establishing the market linkages for the business. However, a beneficiary community at a brick-making plant expressed dissatisfaction with the role of the implementing NGO as a long-term partner in the community owned business. As traditional brick-makers the beneficiary community has knowledge of the industry as well as the experience and ability to market their products. Therefore they did not require the continued support and guidance of the implementing NGO. The beneficiary community expressed the opinion that their capacity to direct activities in the company has been limited by the partner/implementing NGO by representatives of the organization being shareholders in the company and members of the board of directors. At present, the project is at a standstill. The institutionalized partnership between the implementing NGO and beneficiaries was identified as an obstacle to the sustainability of the project by the beneficiary community.

Recommendation: The very practice of establishing partnerships with local NGOs has to be reviewed in terms of local contexts. The practice of institutionalizing the linkage between the partner NGO and the beneficiaries should be taken into consideration where sustainability of the project cannot be ensured through alternative means. However, it is important to consider local capacity. Where the beneficiary community has the capacity to carry on the project, donor organizations/INGOs need to focus on strengthening the beneficiary communities'

capacities with a view to handing over sole ownership of the project to the beneficiary community.

3. Where the implementing partner is a local NGO or the regional office of a donor organization/NGO there is a relationship of hierarchical dependence between the funding organization and the local community. Some locally based implementing NGOs are heavily dependent on donor/INGOs for their financial survival. Likewise, beneficiary communities are financially and psychologically dependent on the funding organizations and implementing partners. Where implementing partners had acted as intermediaries in obtaining funding and technical expertise and training for projects, this dependent relationship was more apparent. From micro-credit schemes in Ampara to mushroom growing in Hambantota, the beneficiaries stated that they continue to turn to representatives from implementing NGOs for guidance and support.

Recommendation: Reduce the dependent relationship between donor organizations/INGOs and local communities. Create a shift from significant financial support to building the capacities of partner organizations and beneficiaries to identify their own needs and raise funds accordingly.

4. The commitment on the part of communities to maintain beneficiary CBOs at an active level is low. Communities are ready to engage in CBO activities as long as the partner NGO works with them. The CBOs are formed by the beneficiary community at the behest of the donor organization/INGO or local/implementing NGO. The commitment on the part of the local community to mobilize at the grassroots level depends on the implementing partner/local NGO. Where the working relationship between partner NGOs and beneficiary community is not consistent, the beneficiary CBOs are no longer operational or have lost their momentum. The coir rope weavers in Matara who have little contact with the donor organization/INGO or implementing NGO are no longer organized into a CBO. The beneficiaries who are all women stated that they had little faith in community mobilization. They also cited lack of time as a factor for not maintaining the CBO.

Recommendation: Create a system of rewards and incentives to encourage beneficiary communities to participate and develop CBO activities.

Building CBO Capacity Through Rewards and Incentives

The beneficiary communities are provided with an incentive to engage in CBO activities, through a method of monitoring beneficiary involvement in CBO activities, which are then tied to a system of rewards and incentives. In the virgin coconut oil production project, as the project is still in the process of completion, the local NGO has developed a system of rewards and monitoring to direct the activities of the CBO. The 25 member CBO is divided into three sub groups and each group as well as each member is awarded points for participation, activity and commitment. Based on their scores, the members are given leadership responsibilities. The 15 beneficiaries with the highest score will receive jobs in November 2008 and the rest receive employment in March 2009.

5. As an outcome of the dependent relationship between donor organizations/INGOs or implementing NGOs, only a limited number of beneficiary CBOs were in a position to generate funds on their own.

Recommendation: Build the capacities of beneficiary organizations to raise funds on their own. Such capacity building should also include a component that encourages beneficiary communities to set aside financial savings. Traditional revolving credit systems that local communities engage in can be utilized to create saving schemes.

Strengthening the Financial Capacities of Beneficiaries

In some livelihood programmes, CBOs charge minimal membership fees which are collected as a fund for the members. The CBOs in the livelihood programme for goldsmiths and the micro-credit programme in Ampara have their own fund made up of subscriptions from members. In the case of the goldsmiths community in Ampara they also raise money by renting the jewellery cutting machines to its members at a nominal rate. The CBO also has a plan to generate more funds by renting their machines to non-members. The funds of the organization go to help its members by way of loans.

6. Implementing partners/NGOs play a significant role in directing the activities of projects, from identifying market linkages to dealing with relevant government agencies. The dominant role played by implementing NGOs has negative outcomes as the sustainability of projects depends on the active participation of the local NGO. Beneficiary communities have limited capacity to carry on the projects by themselves.

Recommendation: The beneficiary CBOs need to be trained to actively participate in decision-making and to take responsibility to sustain the projects. Rather than the partner NGOs acting as intermediaries or representatives the community needs to be guided on negotiating with various actors such as dealing with government agencies, negotiating with banks and in the case of livelihood projects promoting and establishing a stable market for their products. In order to carry out this form of capacity building, the donor organizations/INGOs either need to work for a longer period of time with the beneficiary community or ensure that partner NGOs can carry on the process of capacity building but with the objective of empowering the community.

As a part of capacity building of beneficiary CBOs, aid organizations/INGOs or partner NGOs have to identify the leaders in the beneficiary community with the ability to lead and build their capacity to give leadership to CBOs.

Taking Responsibility

Some Community Development Projects include a component on identifying and establishing links with various stakeholders. The beneficiary community is constantly involved in the process. Identifying and strengthening ties with various stakeholders in a programme is no longer carried out by the aid organization/INGO or implementing partner on behalf of the beneficiary community. Members of the beneficiary community participate from programme planning and throughout programme implementation in working with the stakeholders, so that they know whom to approach and how to approach the different parties involved, once project handover has been carried out³⁰.

Niranjala is a mother of three children, one of who suffers from chronic kidney disease. In addition to the loan she received from the bank to set up a mushroom growing hut, she added her own saving to expand production of mushrooms to three huts. She approached a local supermarket chain to explore the possibility of establishing a long term buyer for her mushrooms. While the supermarket was receptive to the idea, she is unable to produce the required amount of mushrooms by herself. She wants to organize other beneficiary women in the community to come together and sell their mushrooms collectively. She has approached numerous donor organizations/INGOs in Hambantota to obtain their help to buy a motorcycle to transport the mushrooms but since Niranjala's efforts are at an individual level, it has not been successful.

³⁰ ICES interview with Mercy Corp, Colombo, (December 2008).

7. Beneficiary communities stated that they are unable to question the actions of donor organizations/INGOs and implementing NGOs. The field research indicated that the relationship between donor organizations/INGOs and implementing NGOs and beneficiary communities is one of hierarchical dependence. Given this relationship, cultural constraints meant that beneficiaries were reluctant to voice dissent in the presence of representatives from donor organizations/INGOs and implementing NGOs.

Recommendation: Observe transparency and accountability in project implementation and closure. The donor organization has to maintain a constant and stable channel of communication with beneficiaries; this should include sharing information on project spending and project targets. Periodic reviews giving details of project budgets, the work accomplished, the remaining time duration of the programme and the work that needs to be completed can be shared with the community by putting up notices at common locations such as the village community centre, at the local offices of donor organizations/INGOs or implementing NGOs. Periodic community opinion surveys can be carried out to gauge the views of beneficiaries as well the community as a whole on aid interventions.

8. Beneficiary communities expressed uncertainty on the issue of the presence of implementing NGOs, while most beneficiary communities were aware of programme closure on the part of the aid organizations/INGO. Some of the beneficiary communities were unaware of the length of time implementing NGOs were going to work with them. This was more significant where implementing NGOs were locally based. The local presence of the organizations increased the dependent mentality of beneficiary communities.

Recommendation: There has to be a clear expression of the role of the partner NGO, as a stakeholder in sustaining the project. This has to include information on the length of time that partner NGOs will work with beneficiary communities, once aid organizations have exited. The exit strategy must incorporate an assessment of whether beneficiary communities/CBOs need to work with partner NGO for a longer period of time or are capable of sustaining the projects by

themselves. Since assessments of this nature will be local and project specific, aid organizations/INGOs need to work with local experts on this matter.

9. In most livelihood projects, women are prioritized in beneficiary selection; this is done by identifying areas that are traditionally income-generating activities engaged in by women such as home gardening, drying fish, weaving or new activities that women can engage in within their own homes such as growing of mushrooms or brick making. The majority of beneficiaries therefore are women. However, the women beneficiaries rarely take on leadership roles. In the micro-credit project in Ampara, the project targets women beneficiaries and the CBO is made up of women. However, according to the beneficiaries, not all livelihood activities are carried out by the women. Though the women obtained the loans, money was utilized for their husbands to develop income-generating activities. Women are directly involved in rearing poultry and cattle and pounding rice, but other areas of income generation i.e. shop-keeping, masonry and paddy cultivation are carried out by men. In Matara, beneficiaries engaged in coir rope weaving and home gardening were women. They expressed a reluctance to form a beneficiary CBO, citing household duties as a reason for not working collectively to advance their interests.

Recommendation: Gender sensitivity/equality and capacity building for women should target not only beneficiary communities but also the whole village or groups of villages. It is necessary to encourage/train women to take on leadership roles by carrying out long-term awareness programmes for whole communities. These programmes have to target community leaders i.e. religious leaders, grassroots level political leaders, people from the educational, administrative and law enforcement sector at the community level.

10. In marketing their products women beneficiaries do not like to move outside of the locality/village. In a number of projects, women cited the lack of availability of markets or their inability to command an adequate price for their goods by being at the mercy of *mudalalis* (middle men). This situation arose because the beneficiaries expected buyers to visit their homes rather than working collectively to establish more stable markets outside of the village, preferring instead to generate a sufficient income for their day-to-day expenses. The coir rope weavers

and beneficiaries of a micro-credit scheme in Matara and mushroom growers in Hambantota, cited cultural constraints and household duties in expressing a reluctance to travel outside of the village.

In Matara, though the revolving credit scheme provided the beneficiaries with financial assistance and skills training to start up new forms of livelihoods, the project had not taken account of the need to identify and strengthen the linkage between beneficiaries and the market. The beneficiary community shifted into alternative livelihoods due to the lack of a stable market in lace making. Nevertheless, even in the new livelihoods, the beneficiaries are at the mercy of local businessmen (*mudalalis*) when marketing their products. In spite of creating a beneficiary CBO, their capacity to identify markets and establish market linkages is limited. Though dissatisfied at having to sell their products to local *mudalalis* (middlemen) women beneficiaries lack the motivation to develop entrepreneurial skills.

Recommendation: Skills training for women beneficiaries needs to include a dual approach. Capacity building programmes for women beneficiaries to market their products have to incorporate a component on raising awareness among the community on the positive aspects of improving womens' economic status.

11. The training and awareness that beneficiary communities have received in disaster risk reduction has been limited and unsystematic. Various institutions and organizations have provided the beneficiaries with some level of awareness on disasters and hazards, namely areas such as how to respond to a tsunami or flood. The goldsmiths in Ampara have received training through seminars on disaster risk management. In Matara, the communities have been trained in disaster risk reduction techniques in the event of another tsunami. However, overall disaster risk reduction and disaster risk management have not been streamlined into programme implementation or programme closure in livelihood projects.

Recommendation: DRR and DRM have to be streamlined into programme implementation and exit. As the threat of disaster will change from one region or locality to another, aid organizations/INGOs should work with state agencies in the area of disaster management to develop a system of risk assessment (in the form of a Risk Assessment Certificate issued by the Ministry of DRM) as a part of programme closure.

12. In order to strengthen the communities' capacity to protect their investments, there is a need to move beyond textbook definitions of disasters. The principle natural disasters to affect Sri Lanka are listed as follows: tsunami, wind storm, floods, flood/landslide, epidemic and drought. In addition, civil strife is listed as a manmade disaster³¹. The Road Map for DRM in Sri Lanka in addition to the above mentioned 'disasters' further cites cyclones, and coastal erosion as well as lightening strikes and environmental pollution as a part of the hazard profile for Sri Lanka. Deforestation, indiscriminate coral, sand and gem mining and industrial pollutants are identified as "human-induced hazards"³²

Beneficiaries expressed the opinion that they lacked the capacity to protect their investments from more mundane threats as opposed to large-scale disasters. The beneficiaries in a mushroom growing project in Hambantota stated that the loans they received were insufficient for them to construct technologically effective mushroom growing units. The growing of mushrooms require a hygienic environment, but at present the mushrooms are cultivated in small huts made of clay, *cadjan* and mosquito nets, and it is with difficulty that the community protects their industry from natural elements and rodents. The coir rope weavers in Matara faced the same threat to their industry. A number of beneficiary communities expressed the fear of losing livelihood assets to fire.

Recommendation: Aid organizations/INGOs can work with the local beneficiary community to identify and develop an action plan to mitigate local hazards that can pose a threat to the sustainability of projects. Such an action plan can include a saving scheme to strengthen the communities' financial capacities to face sudden losses to livelihood assets.

³¹ "Disaster management policy and practice in Sri Lanka: sharing lessons among government, civil society and private sector", (Research Studies: Environmental Economic Policy Series No. 11, Oxfam – IPS, Colombo, 2007), p.2.

³² Ministry of Disaster Management and Human Rights, *Towards a safer Sri Lanka: road map for disaster risk management: project proposals, vol.2, (DMC, 2006)p1.*

Vidatha (Transfer of Technology) Programme

The community involved in the livelihood project to set up a virgin coconut oil production plant in Hambantota obtained the technological knowledge and training for the industry from the Vidatha programme. Beneficiary communities can obtain technological guidance to further build their industries by linking with Vidatha Resource Centres.

The Vidatha Technology Transfer Programme originated as a special Budget Proposal introduced in 2005 on the request of Tissa Vitarane, Minister of Science & Technology. It envisages transferring technology from Science and Technology Research and Development Centres to village population, so that they could start Micro- Small- and Medium Enterprises, for finding self-employment and enhancing their income for poverty alleviation.

The Vidatha programme commenced in 2005 and continued in 2006, 2007 and 2008 as well. Its project period is three years from 2005. The programme aims at transferring technology to rural areas via Vidatha Resource Centres, with a view to creating employment opportunities and alleviating rural poverty.

The target had been to establish 352 Vidatha Resource Centres covering all Divisional Secretariats, for the successful implementation of the Vidatha Programme transferring technologies to the village.

Transfer of Technology

Under the Vidatha Programme of the Ministry of Science and Technology, 394 technology transfer programmes were conducted by the Technology Transfer Unit under the theme "*Gamata Thakshanaya*".

The Industrial Technology Institute has conducted 203 workshops covering 120 Divisional Secretariats; thereby it has introduced new technologies to 2465 beneficiaries. These new technologies include baked products, cashew products, rice based products, yoghurt production, dehydration of vegetables and fruits, new *kithul* tapping technology and dustless chalk production, etc.

New technologies were developed by the National Engineering Research. Workshops were held in 60 Development Centres on bio-gas production, low-cost house construction technology and precast item manufacturing, cement and soil blocks and white coconut oil production. These technologies have been introduced to 1705 beneficiaries in 37 Divisional Secretariats.

The Arthur C. Clarke Institute has contacted 16 Divisional Secretariats to transfer technologies on antenna designing, computer hardware, lightning prevention, mobile phone repair, practical electronic course and radio and television repairing to 386 beneficiaries.

Established Vidatha Resource Centers upto September 2006

District	Total no. of VRCs	No. of VRCs January - September 2006
Gampaha	11	08
Kalutara	12	03
Ratnapura	10	06
Ampara	07	06
Matara	12	10
Pollonnaruwa	02	02
Galle	13	06
Hambantota	12	05
Nuwara Eliya	01	01
Kandy	13	05
Colombo	04	01
Badulla	06	03
Jaffna	01	01
Puttalam	04	02
Anuradhapura	10	04
Kurunegala	10	02
Matale	07	04
Kegalle	1	-
Moneragala	02	-
Batticaloa	02	-
Mannar	01	-
Total	149	69

5. Conclusion

While aid organizations/INGOs have adopted strategies that take local contexts and higher order issues into account in implementing their exit, there are numerous challenges to programme sustainability when the beneficiary communities' ability to take on the responsibility of sustaining programmes is taken into account. If the sustainability of the shelter programmes is taken into consideration, the capacity of the beneficiary communities to identify and negotiate with state agencies if there is a break down in the provision of basic amenities for housing schemes is limited. In the case of livelihood programmes, the beneficiary community's capacity to build on their investments, to move beyond local markets and to establish more stable markets outside the village or even the district, to work with other stakeholders in the project to ensure programme sustainability, is again limited. The practice of collaborating with the local community – either state actors or local organizations – has been partially successful. However, as highlighted in the study, the sustainability of programmes then depends in the long term on the capacities of partners. Moreover, when partnerships are formed with local organizations such as NGOs or CBOs, this raises the issue of aid interventions, further entrenching dependent hierarchical relationships at the local level between local organizations and beneficiary communities. The principle lesson to be learnt from the experiences of aid organizations/INGOs and beneficiaries is that where aid interventions move beyond relief in to rehabilitation, reconstruction and development; empowering the beneficiary community should be a primary goal. For it is by working closely with the beneficiaries and enhancing the 'people's power' at the grassroots that long term sustainability of programmes and thereby a responsible and successful exit can be achieved.

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Appendix I

Description of Projects

Housing and Resettlement

Housing Scheme Hambantota

The beneficiary community, a total of 150, were drawn principally from the Hambantota town area. These houses were built through consultation with the community. A meeting was held where the beneficiaries were shown a model town/housing scheme. They were also shown the location in which their houses were to be constructed, and given the freedom to visit and inspect the construction site. The houses have been constructed and the beneficiaries have been in occupation since 2006. Some basic amenities such as water and electricity are available. Access to healthcare, educational facilities is limited. People have to travel to the town for medical purposes and for their children's education. There is inadequate transport – only two buses and no local cemetery.

Housing Scheme I, Ampara

The project involved providing financial assistance to 100 beneficiaries to construct their own homes. A local NGO acted as the implementing partner. The project commenced two and half years ago, and the houses are partially built with the beneficiaries in occupation. However, the houses are incomplete due to the beneficiaries building two storey houses. The beneficiaries are organized into a CBO of which 70 members are women and 30 are men.

Housing Scheme II, Ampara

The project involved relocation and resettlement of the tsunami affected community. Owner driven houses were provided for 51 beneficiaries. There are two implementing partners. Part of the money for the housing construction came from the government and part of it was provided by a donor organization. The money for construction was released in instalments but the possible increase in the price of building materials was not taken into account. As a result the houses are not completed though the beneficiaries are in occupation. The provision of water, electricity and temporary access roads have been obtained by the beneficiaries through political linkages.

Livelihoods

Coir Rope Weaving in Matara

The project is part of a long-term development programme where initially the beneficiary community was provided with individual spinning units to restart their traditional livelihood. In addition to the individual spinning units, the beneficiaries were also given electric spinning machines and training on how to operate the machines. The time-frame of the project is 2005/2006 – 2011. The donor organization is in the process of constructing coir mills to provide good quality raw materials for the production of coir rope and creating a stable market for the coir rope by establishing the necessary market linkages. The project involves developing a business plan that includes developing a marketing strategy and ensuring a stable market for the products. A monitoring programme will be implemented to facilitate communication between the beneficiaries and the donor organization. The project began in 2005 and will continue until 2011.

Micro-credit Scheme in Matara

The 33 women beneficiaries who were traditionally lace makers have been rehabilitated into new forms of livelihoods. These livelihoods include home gardening, boutique keeping and preparation of dry fish. The women are organized into a CBO that maintains its activities by holding sub group meetings every fortnight and monthly CBO meeting. The local NGO has provided skills training for the beneficiaries as well as the provision of some livelihood assets.

Brick Making in Hambantota

The project was developed in consultation with the community and a number of the beneficiaries are brick-makers by profession, and have prior experience. The programme involved the setting up of a factory where the beneficiaries could burn the bricks, and sell the finished products. The beneficiaries are involved in every step of the project, from brick cutting to operating the kiln where the bricks are burnt, to marketing the bricks. The beneficiaries number 51 and work as a CBO. The Project duration is one year. The project involves all the beneficiaries along with three members of the partner NGO registering as a limited liability company. The board of directors also consists of beneficiaries and representatives from the partner NGO. Under the project, a factory site has been set up for burning bricks, the tools/implements for brick making have been provided to 35

families who were also provided with funds to set up a *gadol maduwa*. Thirty-five beneficiary families are involved in brick production; this process is carried out in their own homes, where they cut and sell bricks for an agreed sum to the company which burns the bricks at the kiln/factory and finds a market for the end product. Fifteen beneficiaries are engaged in the task of operating the kiln, transportation, supplying wood. A manager, an accountant and a driver are additional employees who were to be paid through project funds for the first year of the project.

Virgin Coconut Oil Plant in Hambantota

There are 25 beneficiaries who have formed a CBO and a community based company. The board of directors is made up of the beneficiaries and the partner/local NGO. Eighty % of the shares in the company are held by the beneficiaries and 20% by the partner NGO. The idea to establish a production plant for virgin coconut oil originated from the partner NGO, and was developed into a project proposal on livelihood through consultation with the community. The factory will be operated and managed by the beneficiaries. The project is being implemented with short deadlines, the factory had to commence operations in November 2008 and project completion is March 2009.

Mushroom Production in Hambantota

The duration of the project is one year and involves 55 beneficiaries. The project was initiated by a local NGO. Loan schemes and technical training to start mushroom growing activities were organized through the interventions from the local NGO. The loan scheme that the beneficiaries entered into with the Bank entitled them to a loan of Rupees. 30,000 each, to be paid over a period of 5 years at the rate of 12% (amounting to Rupees. 1200 per month). Many of the beneficiaries also invested some of their own savings to get the project going. Skills training in mushroom production consisted of a monthly training programme and the technical aspects about mushroom cultivation were given with the help of specialists from the University of Ruhuna. Through the interventions of the local NGO, the beneficiaries also received the first stock of soil for the growing of mushrooms, at a concessionary rate. The beneficiaries have also undergone training in bookkeeping. All most all the beneficiaries are women; they are principally female heads of households, and some are tsunami widows. There are only 7-8 men in the project. The mushroom cultivation is carried out in their own

homes, in an enclosure specially constructed for mushroom cultivation, but some beneficiaries use rooms in their houses to store and packet the mushrooms.

Micro-credit Scheme in Ampara

The programme involved the setting up of a revolving fund to help the beneficiaries to rebuild their traditional livelihoods. The beneficiary families are involved in cattle rearing, running a small restaurant, poultry, masonry, paddy cultivation, pounding rice and keeping (single) ox cart. The programme gives priority to women and therefore all those who received the loan are women but most of the activities are being carried out by their husbands. The women beneficiaries are organized into a CBO.

Goldsmiths in Ampara

The project involved helping a goldsmith community by tradition to rebuild their livelihoods through the provision of financial aid and livelihood assets. The beneficiaries are formed into a community consisting of 85 men. The community organization has its own fund with the subscriptions raised from membership fees and the money earned by renting the machines to its members at a nominal rate. The machines are repaired and maintained by the beneficiary CBO and the beneficiaries also rent out the machines to non-members. It repaired and maintained the machines on its own. The beneficiary CBO is working with the implementing NGO on the possibility of producing costume jewellery with shells, plastic, beads, seeds, and establishing a showroom for their products in the tourist town of Hikkaduwa.

Appendix II

Aid Organizations/INGOs, Local NGOs and Government Agencies Interviewed

1. Affected Women's Forum (AWF)
2. Consortium for Humanitarian Agencies (CHA)
3. Eastern Rehabilitation and Relief Organization (ERRO Lanka)
4. Save the Children Sri Lanka
5. Action Aid
6. Malteser International
7. Muslim Foundation for Culture and Development (MFCD)
8. Al Ameen Community Development Centre
9. Lanka Evangelical Alliance Development Service (LEADS)
10. CARITAS
11. Care International, Hambantota
12. Ruhuna Rural Ladies Organization (RRLO)
13. Environmental and Development Institute (EMI)
14. Sewa Lanka Foundation
15. International Relief and Development (IRD)
16. Sri Lanka Centre for Development Facilitation (SLCDF)
17. Sarvodaya
18. Sahana
19. Mercy Corps, Colombo
20. Malteser International, Colombo
21. Save the Children, Colombo
22. MERLIN, Colombo
23. C.Getman, Colombo

Government Agencies

National Water Supply and Drainage Board, Hambantota

Disaster Management Centre, Colombo

Appendix III

Participants – First Workshop, Colombo – 17.06.08

Name of participant		Organisation
01	Khemray Upadhyaya	Action Aid
02	Munas Kalden	Amcross
03	Sunil Bastian	Independent Consultant
04	Todd Wassel	COHRE
05	Adrian Ouvry	Amcross
06	Mala Singleton	Oxfam G.B
07	Gaya Hapuarachchi	Amcross
08	Mallika R. Samaranayake	IPID
09	Aruna Dayarathna	Oxfam International
10	Suchi Ratnatunga	Mercy Corps
11	Gauthaman	Oxfam Australia
12	Joan Sumers	Oxfam G.B
13	Nanditha Hettitantri	Oxfam America
14	Prashangani Dunuge	Oxfam America
15	Simon Harris	

Appendix IV

Participants – Workshop at Weeraketiya, Hambantota

Name of Participant	Organisation
01 Daya Dadallage	Ruhunu Rural Women's Organisation, Hambantota
02 Sumanaseeli de Silva	Ruhunu Rural Women's Organisation, Hambantota
03 Ranil Wikkaramasinghe	Ruhunu Rural Women's Organisation, Hambantota
04 H. A. Anusha Nishadi	Ruhunu Rural Women's Organisation, Hambantota
05 Ruwan Hewameddawatte	Ruhunu Rural Women's Organisation, Hambantota
06 Eesha Kumari Madurawela	Ruhunu Rural Women's Organisation, Hambantota
07 Pushpa Punchihewage	Ruhunu Rural Women's Organisation, Hambantota
08 Suvinitha Andrahennadi	Ruhunu Rural Women's Organisation, Hambantota
09 W. S. Wasanthi Preethika	Ruhunu Rural Women's Organisation, Hambantota
10 Hema Jayawathi	Ruhunu Rural Women's Organisation, Hambantota
11 S. P. Sandunalatha	Ruhunu Rural Women's Organisation, Hambantota
12 T. M. Renuka	Ruhunu Rural Women's Organisation, Hambantota
13 K. H. P. Irangani	Ruhunu Rural Women's Organisation, Hambantota
14 Sunethra Jayasinghe	Ruhunu Rural Women's Organisation, Hambantota
15 W. H. Priyanka Krishanthi	Ruhunu Rural Women's Organisation, Hambantota
16 P. H. Shammi Vishani	Ruhunu Rural Women's Organisation, Hambantota
17 Charlet Samarajeewa	Ruhunu Rural Women's Organisation, Hambantota
18 A. D. Himawathi	Ruhunu Rural Women's Organisation, Hambantota
19 W. Jayaratne	Environmental Management and Development Institute (EMI), Hambantota
20 A. K. A. Leelwana	SLCDF, Hambantota
21 R. P. Sanath	HRODF (Hambantota Rural Organisation Development Foundation)

Appendix V

Participants – Workshop at SLFI, Colombo – 31.10.08

Name of Participant	Organisation
01	Rajith Lakshman University of Colombo
02	K. Amirthalingam University of Colombo
03	J. D. Jayawardena University of Colombo
04	Munas Kalden Technical Advisor, Disaster Preparedness Programme, American Red Cross
05	Priyantha Rathnayake Community Development Advisor, Mercy Corps
06	Nanditha Hettitantri Disaster Risk Reduction and Research Specialist for Sri Lanka, Oxfam International
07	Gaya Hapuarachchi American Red Cross
08	A. H. Yasawathie Sahana Foundation, Devinuwara
09	P. Nalani Sahana Foundation, Devinuwara
10	Wimala Bogahawatte Sahana Foundation, Devinuwara
11	M. M. Ruchira Sahana Foundation, Devinuwara
12	M. P. Jayanthi Sahana Foundation, Devinuwara
13	K. B. Siriyawathi Sahana Foundation, Devinuwara
14	L. H. Chandani Sahana Foundation, Devinuwara
15	Daya Dadallage Ruhunu Rural Women's Organisation, Hambantota
16	N. W. Ratnayake Ruhunu Rural Women's Organisation, Hambantota
17	R. V. K. Wickramasinghe Ruhunu Rural Women's Organisation, Hambantota
18	O. Sumanaseeli Ruhunu Rural Women's Organisation, Hambantota
19	W. A. K. Hemapali Ruhunu Rural Women's Organisation, Hambantota
20	Dilani Dilrukshi Ruhunu Rural Women's Organisation, Hambantota
21	M. I. Jameel Care Housing Scheme, Siribopura, Hambantota
22	W. Jayaratne Environmental Management and Development Institute (EMI), Hambantota

Appendix VI

Participants – Roundtable Discussion, Colombo – 18.12.08

Name of Participant		Organisation
01	S.W.K.J. Samaranyake	Executive Director-IPID, Institutional & Community Development Specialist
02	Rasika Mendis	Research and Policy Officer, Centre On Housing Rights and Evictions [COHRE]
03	Priyantha Rathnayake	Community Development Advisor, Mercy Corps
04	Chaminda Perera	Economic Development Advisor, Mercy Corps
05	Munas Kalden	Technical Advisor, Disaster Preparedness Programme, American Red Cross
06	Joan Summers	Country Director, Sri Lanka Country Programme, Oxfam GB
07	Hasantha Gunaweera	Head of Organizational Effectiveness, ActionAid, International
08	Romesh Fernando	National Manager for Humanitarian Accountability, World Vision
09	Rajith Laxman	Department of Economics, University of Colombo
10	Vijaya Samaraweera	ICES, Colombo
11	K. Amirthalingam	Department of Economics, University of Colombo
12	Tharanga de Silva	Admin/Project Manager, ICES, Colombo
13	Sanayi Marcelline	Senior Researcher, ICES, Colombo
14	Peshala Wimalasena	Researcher, ICES, Colombo
15	Anouk Tyagarajah	Researcher, ICES, Colombo
16	Lakmali Jayasinghe	Researcher, ICES, Colombo

