

THE SECOND MID-PROJECT EVALUATION OF
THE PVO CO-FINANCING PROJECT (383-0060)
USAID/SRI LANKA

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BASIC PROJECT IDENTIFICATION DATA

1. Country: Sri Lanka
2. Project Title: PVO Co-Financing Project
3. Project Number: 383-0060
4. Project Dates :
 - a. First Project Agreement: August 30, 1979
 - b. Final Obligation: FY 1986 (Actual)
 - c. Project Assistance Completion Date (PACD): August 29, 1989
5. Project Funding:
 - a. A.I.D. Bilateral Funding: \$ 6,539,000 (Grant)
 - b. Other Major Donors: -
 - c. Host Country Counterpart Funds: \$ 6,500,000

TOTAL: \$13,039,000
6. Mode of Implementation: USAID provides subproject grants directly to Private Voluntary Organizations
7. Project Design: USAID/Colombo and the Government of Sri Lanka
8. Responsible Mission Officials for the life of the project:
 - a. Mission Director(s): S.J. Littlefield
Frank D. Correl
 - b. Project Officer(s): Alice Shimamura
N. Mahesan
9. Previous Evaluation(s): April 1983
10. Cost of Present Evaluation:

	<u>Person Days</u>	<u>Dollar Costs</u>
a. Direct Hire:		
(1) AID/W TDY:	-	-
(2) USAID Staff:	35	5,098
b. Contract: 3 Persons	90	9,050
c. Other:		
2 Persons GSL (per diem)		360
Secretarial		150
Printing & Supplies		680 (approx.)
Transportation		735

Executive Summary

Initiating Mission: USAID, Colombo, Sri Lanka

Title: "The Second Mid-Project Evaluation of the PVO Co-Financing Project (383-0060), USAID/Sri Lanka". July 1986.

Brief Project Description: The project purpose is "to enhance the opportunity of local communities to participate in their own development by assisting indigenous and US PVOs in undertaking collaborative activities which improve the lives of the poor." Through the project, USAID provides partial funding to development "subprojects" designed and implemented by Private Voluntary Organizations (PVOs). The subprojects are "co-financed" in that USAID will not support the full cost of PVO subprojects; substantial non-USAID contributions must be demonstrated by the PVO, the Government of Sri Lanka (GSL), and/or local communities before a subproject grant is approved. The minimum non-USAID contribution is 25%, but in general a contribution closer to 50% is expected.

The project is intended to meet eight objectives which are the topical criteria for accepting subproject applications: (1) to enhance the opportunity of the rural poor to participate in their own development; (2) to develop the institutional capacity of indigenous PVOs to effectively collaborate with local communities on development activities; (3) to increase the participation of women and disadvantaged social groups in development activities addressing problems of their socio-economic status; (4) to create employment opportunities and raise incomes of the rural poor; (5) to promote private enterprise; (6) to enhance other aspects of levels of living in poor rural and urban communities, such as health and nutrition; (7) to accelerate the application of appropriate technology at the local level; and (8) to promote community based, integrated rural development on a self-sustaining basis.

Purpose and Method of Evaluation: The purpose was to examine the overall impact of PVO sponsored subprojects and the value of the project as a mechanism for involving PVOs in achieving Mission objectives. This included the effectiveness of PVOs in carrying out development activities and the impact on the intended beneficiaries. The evaluation reviewed the effectiveness and appropriateness of the subproject approval criteria and monitoring and evaluation roles. Recommendations related to the continuation of the project were expected.

The review was conducted near the end of the seventh year of the ten year (as amended) project. Information was gathered by review of USAID project files, particularly related to individual subprojects, interview of USAID officials involved with the project, and visits to 43 subproject field sites and PVO offices.

Major Findings and Conclusions: (1) The project is meeting its purpose. It has had positive impacts related to each of the different objectives except one (promotion of appropriate technology, for which impacts were negligible). No negative impact was identified.

(2) Particularly notable characteristics were (a) strong and fairly effective collaboration with local communities for some subprojects; (b) effective promotion of micro-enterprises in two subprojects; and (c) a good record of effectively involving and benefiting women, with eight projects focused on women and eight others having a high percentage of women participants.

(3) The purpose, objectives, and management structure of the project require no change for a follow-on project or a further extension of the present project. Suggestions which have been made could all be implemented within the present project design.

(4) Most subprojects are for two or three years. Extensions of three months to one year have been required for many.

(5) February 1987 is the critical date by which the bulk of outstanding grant commitments must be made. After that date, two-year subprojects have a high probability of not being completed before the overall project PACD.

(6) The project is behind where it should be in the commitment of grants if all funds are to be used by the PACD. To be completed without an extension of the PACD, approximately \$2.2 million more must be committed by February 1987. Though this requires a much higher rate of commitments than in the past, there is a possibility that it can be done. By September 1986 (the latest time when a new subproject could be submitted and be approved by February 1987) it will be possible to get a fairly accurate reading of this.

(7) The proven sustainable annual level of grant commitments is about \$900,000. It hovered around \$500,000 for the first six years, and jumped to \$1.2 million for the seventh. When the project was extended and the funding increased, it was at an implied annual level somewhat higher than justified by experience to that date.

(8) Management of the project has been sound. Good relationships exist with PVOs. Subprojects are well monitored; there is immediate follow-up whenever problems develop. There is a good balance of firmness and flexibility in dealing with changes requested by PVOs.

(9) Approval of subprojects has been well within the objectives of the project. However, there are informal unwritten criteria which are important in Mission decisions, which are not all consistently applied, and which are not adequately communicated to PVO applicants. The most important and difficult criterion regards "sustainability" of subprojects.

(10) Several aspects of the management of projects and grants are a problem for some PVOs and could be addressed more deliberately and in a sustained way by the project. They include project design, proposal preparation, reporting (both for donors and internal project management), accounting, and evaluation. There also seems to be little discussion among PVOs about common development and implementation issues.

(11) Though the purpose and objectives are being realized through the existing grants, the range of Sri Lankan PVOs which have been funded is narrow. Most funds have gone to a fairly small number of PVOs which have developed the capacity to manage relatively large projects. The team believes the project has not reached its potential for improving the capacity more broadly among national and regional PVOs to manage development activities and funds.

(12) The project has not developed a mechanism to give very small grants to local, community based non-governmental organizations, of which Sri Lanka has many. These cannot be administered in the same way as the present larger grants.

Major Recommendations: (1) The PVO Co-Financing Project should be continued. Plans should be made soon either to extend the project further (five years increasing the funding level by \$4.5 million) or to authorize a follow-on project (suggested eight years at a level of \$5.0 million). Start-up by early FY88 is suggested.

(2) In October 1986, the Mission should reassess whether the bulk of subproject grants can be committed by February 1987. If it appears not, an extension of 6 to 12 months will be sufficient to commit all funds, if that extension is done promptly.

(3) The USAID Mission should define and write out the informal criteria used in considering PVO proposals. These should be included in the guidelines given to PVOs and should help guide PVO Committee deliberations.

(4) Recommendations are made in the text for discussing and defining the sustainability issue for different types of PVO subprojects.

(5) The project should take a more active role in building the capacities of PVOs to implement development projects and increase the level of discussion among PVOs about development. Suggested mechanisms are subproject grants for series of workshops, seminars, and training sessions conducted by PVOs, PVO umbrella organizations, or training institutions.

(6) The cummulation of direct and indirect beneficiaries categories on the quarterly report format needs to be clarified for PVOs.

(7) A USAID Controller's Office staff member should visit any new subproject grantee to help set up an acceptable accounting system before the project gets underway.

(8) USAID should make a concerted, low key effort to expand the list of national and regional PVOs applying for co-financing grants.

(9) USAID should produce a brochure for distribution through PVO channels simply describing the co-financing grants and specifying the criteria for considering subproject proposals.

(10) The team suggests that the project fund an experimental program of "micro-grants" to community-based PVOs through subproject grants to one or more PVOs or umbrella organizations.

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GLOSSARY

Acronyms and Abbreviations

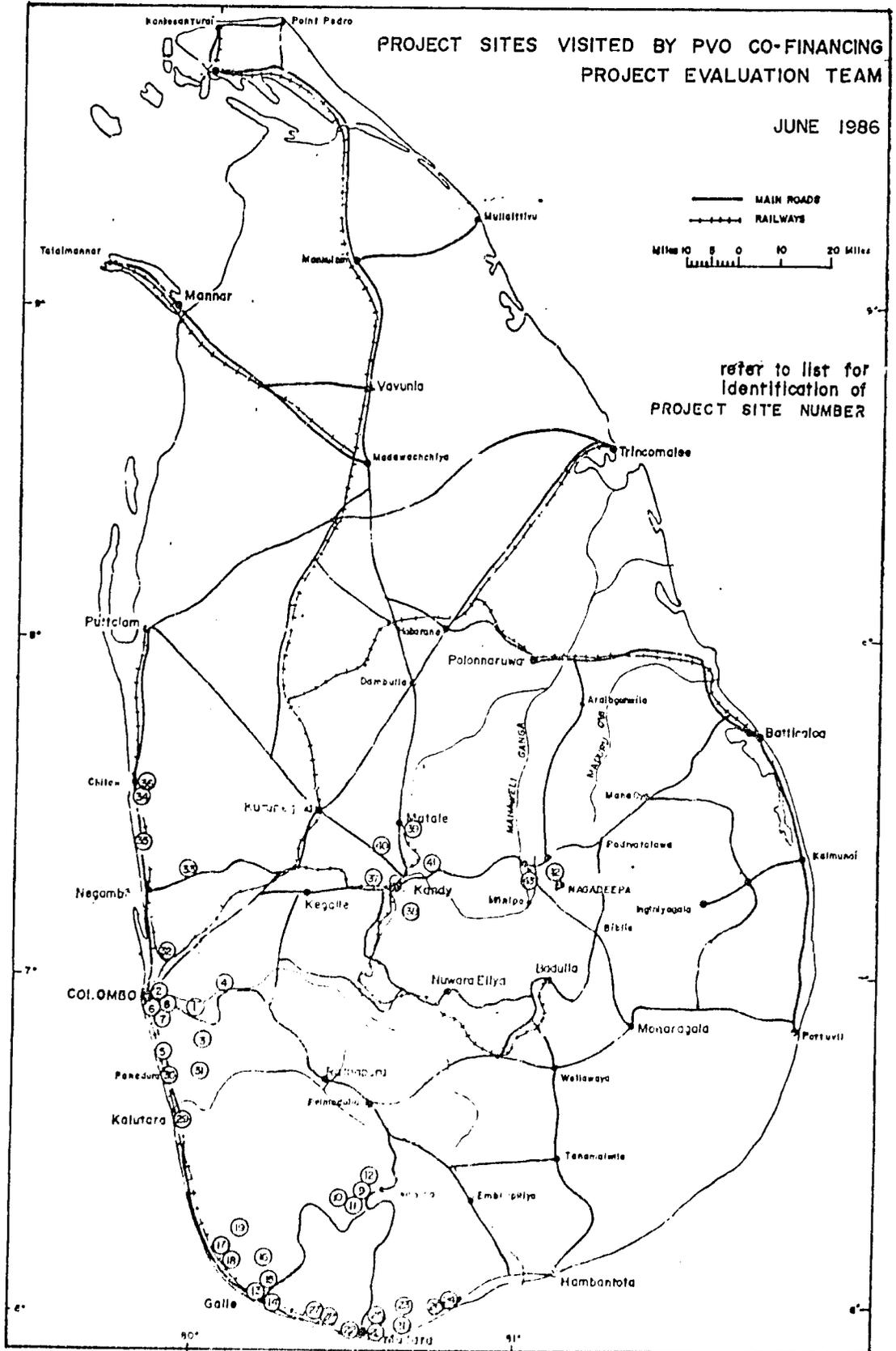
ACBC.....	All Ceylon Buddhist Congress
AGA.....	Assistant Government Agent
AID.....	Agency for International Development
CDC.....	Community Development Council (SCF Project)
CDSS.....	Country Development Strategy Statement. A periodic policy statement of the program priorities of the USAID Mission to Sri Lanka.
CENWOR.....	Center for Women's Research (Sri Lanka)
DO.....	Development Officer
GSL.....	Government of Sri Lanka
IHAP.....	International Human Assistance Program
LMS.....	Lanka Mahila Samiti (Lanka Women's Association)
MASL.....	Mahaweli Authority of Sri Lanka
NBA.....	Nation Builders Association
NGO.....	NonGovernmental Organization (PVO)
OEF.....	Overseas Education Fund of the League of Women Voters
PACD.....	Project Assistance Completion Date
PIO.....	Plan Implementation Officer
PDSP.....	Project Development and Special Projects Division (USAID)
PP.....	Project Paper
PVO.....	Private Voluntary Organization
RECREd.....	Research and Experimental Center for Rural Economic Diversification (Marga project)
Save.....	Save the Children Federation
SCF.....	Save the Children Federation
SLOF.....	Sri Lankan Overseas Foundation
USAID.....	United States Agency for International Development
WB.....	Women's Bureau
WID.....	Women in Development
YMCA.....	Young Men's Christian Association

Definitions

Gramodaya Mandalaya:	Village development society at the AGA level consisting of village government officials and representatives of village and non-governmental organizations.
Samiti:	group or organization
Shramadana:	voluntary community work session

PROJECT SITES VISITED BY PVO CO-FINANCING PROJECT EVALUATION TEAM

JUNE 1986



KEY TO MAP

Project Sites Visited by PVO Co-Financing Project Evaluation Team
June 1986

1. LMS Training Center, Kaduwela
2. Save Headquarters, Colombo
3. Save Project, Meegoda
4. Yahapath Endera Farming Center - Hanwella
5. Sarvodaya Headquarters - Moratuwa
6. YMCA National Headquarters, Colombo 3
7. Sri Lanka Women's Bureau Head Office, Colombo 3
8. Marga Institute, Colombo 5
9. Sarvodaya Center, Pallegama, Deniyaya
10. Sarvodaya Project Village, Pallegama, Deniyaya
11. Sarvodaya Project Village, Dodametota, Deniyaya
12. Sarvodaya Project Village, Viharahena, Deniyaya
13. Sarvodaya District Center, Galle
14. YMCA District Office, Galle
15. Sarvodaya Homegardening Project, Justinkande Village, Galle District
16. YMCA Homegardening Project, Poddala, Galle
17. Sarvodaya Coastal Children Project, Malawenna, Galle District
18. Sarvodaya Coastal Children Project, Kalupa, Seenigama
19. Sarvodaya Agricultural Training Center, Elpitiya
20. Sarvodaya District Center, Matara
21. Sarvodaya Coastal Children Project, Naotunna, Matara
22. Women's Bureau District Office, District Secretariat, Matara
23. LMS - Small Enterprises Development (SED) Project, Pathagama, Matara
24. LMS - SED Project, Dikwella
25. LMS - SED Project, Madihe, Matara
26. Women's Bureau, Income Generation Project, Dikwella
27. Women's Bureau, Income Generation Project, Weligama
28. Sarvodaya Coastal Children Project, Jayawikumgama, Weligama
29. Women's Bureau District Office, District Secretariat, Kalutara
30. Women's Bureau Income Generation Projects, Panadura
31. Sukhitha Welfare Society Training Center, Horana
32. Diyagala Boys' Town, Ragama
33. Marga Experimental Village Project, Pannala
34. ACBC - Agricultural Training Center, Mahawewa (Chilaw)
35. Sarvodaya District Center, Narawila
36. Sarvodaya Coastal Children Project, Suduwella, Chilaw
37. Marga Project Village, Walgampaya, (Piliatalawa)
38. Marga Project Village, Mulgama, Galaha
39. LMS - SED Project, Matale
40. FEIDSRO Project, Werellagama (Kandy, Kurunegala Road)
41. Nation Builders' Association (NBA) Headquarters, Kundasale
42. NBA - Nagadeepa Water Management Project, Mahiyangana
43. NBA - Reforestation Project, Minipe Right Bank Canal, Mahiyangana

I. INTRODUCTION

The following is the second mid-project evaluation of the PVO Co-Financing Project of the USAID Mission to Sri Lanka. The interviews and field work on which it is based were carried out during the month of June, 1986.

Through the Co-Financing Project, USAID provides partial funding to development projects designed and implemented by Private Voluntary Organizations (PVOs). For the evaluation, it is important to distinguish the two levels of the project. At one level are the twenty-nine PVO "subprojects" managed by different PVOs. At the other level is the overall USAID "project" which is managed by the USAID office in Colombo.

The focus of this evaluation is primarily on the overall Co-Financing Project. The purpose of the evaluation is to examine the extent to which the overall Co-Financing Project is meeting its purpose, namely creating and enhancing opportunities for local communities to participate in their own development by supporting collaborative activities of PVOs which improve the lives of the poor.

Evaluating the effectiveness of the overall Co-Financing Project requires giving considerable attention to the various PVO subprojects. How effective have these subprojects been in achieving their objectives? How well have they been managed by PVOs? How well do they fit into the purpose and several objectives of the overall AID Project? What has been the overall impact of the Project through its subprojects?

A large part of the time of the evaluation team has been spent examining the PVO subprojects. Discussions have been held with key PVO officials which have subproject grants. Seventeen of the subprojects (for which twenty-one grants have been given) have been selected for more careful examination, primarily by visits to 43 subproject field sites and offices, interviews, and examination of the subproject files at USAID/Colombo. These included large and small subprojects, as well as projects which are ongoing, completed several years ago, or just getting underway. Separate reports on those subprojects appear in the first annex to this report. Sites visited are shown on the map at the beginning of this report. A list of persons interviewed appears in a separate annex.

The time spent in the field for any individual subproject was very short, in most cases less than a day for what are sometimes complex projects in their own right. Thus our reports on the individual subprojects should not be considered as definitive or in-depth evaluations of them. There are certain to be errors of fact and interpretation in some of them, for which we apologize.

But taken as a group, the individual subprojects give a good overall picture of the Co-Financing Project, which is the main purpose of this evaluation. That picture had to be rounded out by examining the management of the overall project, the selection of subprojects, and the monitoring of ongoing subproject grants.

We appreciate the cooperation we have received from staff and participants of all the PVOs visited, as well as that of USAID/Colombo, particularly the PVO Officer, Mr. N. Mahesan. We also appreciate that the two key GSL Ministries for this project, the Ministry of Plan Implementation and the Department of External Resources, Ministry of Finance and Planning, each released officials to participate actively in the evaluation.

II. PROJECT OVERVIEW

1. Country Context: The Importance of PVOs in Sri Lanka

There is a long tradition of private voluntary action in rural Sri Lanka. People organize themselves in many ways in the rural communities of Sri Lanka to solve local problems. If one feature has promoted and facilitated these local initiatives, it is the absence of a rigid and authoritarian village structure.

The PVO as we know it now is an import of the British period. PVOs date to that period in the last century, when the crown colony solidified into a cultural and intellectual outpost. The colonial government supported the PVOs in several ways and used them extensively in certain activities. Education is the most striking example. Throughout this period PVOs of any size were largely an urban phenomena and they remained welfare rather than development oriented.

Since independence this situation has changed in some respects, but not in others. The number of registered PVOs is very large, but only a small minority of them -- less than 10% on one count a decade ago -- are engaged in development. Many continue to be urban-based and urban-focused. Their forms of organization often best fit the welfare mode. A consequence of all this is that they have not developed and do not possess the capacity to use the resources which would probably be available to them if they had a development orientation. Exceptions are very few and include the broad based Lanka Mahila Samiti and the internationally known Sarvodaya.

The few American PVOs working in Sri Lanka are more development-oriented in their activities and structure. Prominent among these are Save the Children Federation (SCF), CARE, The Overseas Education Fund (OEF) of the League of Women Voters, World Vision and IHAP.

While Sri Lankan PVOs may have been slow to change in some respects, the context has in no sense been static. The Government, especially since 1977, has recognized that there are many different functions which the PVOs can usefully undertake and now is much more supportive than in the past. International agencies appear to take the view that PVOs are better conduits than governmental organizations for resources that are intended for the poorest section of the rural sector. In the country as a whole, it is probably true to say, a new recognition is emerging about the potential and the value of PVOs in a democratic country.

The PVO Co-Financing project has taken shape against this background. The Government and USAID have both recognized the desirability of initiating some types of development at the grass roots level. In particular, the aim was to mobilize local resources and enable communities to participate in decisions about the deployment of outside resources for their own development. The PVO Co-Financing Project became the vehicle for this effort.

2. Brief Project History

This project was originally authorized in August 1979 for six years at a level of \$2.5 million. In December 1983, the project was amended, increasing the authorization level to \$6,483,000 and extending the PACD from August 31, 1985 to August 29, 1989. Along with the amended funding level came an additional objective: the promotion of private enterprise.

For the first few years, AID funded the project in tranches, obligating about \$500,000 each year. With a recent obligation of \$1,150,000, the project is now fully funded to the authorized level. Of the \$6,539,000 total, USAID and the GSL have committed \$3,935,951 to 29 PVO "subprojects". As of June 30, 1986, \$2,603,049 remains to be committed.

3. Project Purpose and Objectives

The stated purpose of the project is "to enhance the opportunity of local communities to participate in their own development by assisting indigenous US PVOs in undertaking collaborative activities which improve the lives of the poor."

The rationale for this approach is based on the structure of international development assistance. Most bilateral aid goes to major government development investments which have long term payoffs. This project was seen as a mechanism to target increased assistance "directly to the poor majority at a local level who are prepared to join in collaborative efforts to help themselves". PVOs provided the institutional channel for this aid.

The PVO Co-financing Project is designed to meet eight objectives. As slightly revised in the PP amendment, they are:

1. To enhance the opportunity and capacity of the rural poor to participate directly in their own development.
2. To develop the institutional capacity of indigenous PVOs to effectively collaborate with local communities in conceiving, undertaking, implementing and evaluating developmental activities.

3. To increase the participation of women and disadvantaged segments of society in developmental activities which address problems peculiar to their socio-economic status.
4. To create employment opportunities and raise incomes of the rural poor.
5. To promote private enterprise.
6. To enhance other aspects of levels of living in poor, rural and urban communities such as health and nutrition.
7. To accelerate the application of appropriate technology at the local level where it is most feasible and needed; and
8. To promote community-based, integrated, rural development on a self-sustaining basis.

The project is implemented through grants to PVO "subprojects" that meet the approval criteria of both GSL and USAID. The subprojects are "co-financed" in that substantial non-USAID contributions must be demonstrated by the PVO, local communities, and/or the GSL before a subproject is approved. At a minimum, these must consist of 25% of the value of the subproject; preference is given to subprojects where at least a 50% non-USAID contribution is demonstrated. After approval of a subproject, the PVO is advanced a portion of the grant and further payments are only made against receipts of approved subproject expenditures. The PVOs alone are responsible for implementing their subprojects.

4. An Overview of PVOs and Subprojects

There is considerable diversity in the nature and organizational structure of the PVOs supported under this project. The Sri Lanka Mahila Samiti is a large, 56 year old national women's service organization with members and over 1500 local units (samitis) located in the villages of every district. It is highly decentralized, operates on largely volunteer efforts, and has only a small national headquarters with a small budget. Sarvodaya is a large and internationally known volunteer movement with a charismatic leader. It is somewhat Gandhian, village-oriented, and focuses on small-scale development activities and transforming rural people. Its rural activities are backed by a large and impressive national headquarters with over one hundred full time staff and volunteers and a variety of facilities and technical service to give support to its district offices and island-wide village based activities. Marga is a non-governmental research institute primarily concerned with social and economic development.

The All Ceylon Buddhist Congress (ACBC) is a prestigious national lay religious organization with a social service wing. Prior to their support from this project, their service activities were primarily welfare-oriented, centered around 14 residential schools and centers for orphans and the physically handicapped (especially the blind and deaf). The Nation Builders Association is a Kandy-based organization using paid staff and some volunteers in projects at seven sites in central Sri Lanka; it has a general ideology focused on "awareness building", with particular experience in organizing reforestation and irrigation improvement activities. The National Council of YMCAs is a federation of the independent and largely urban-based District YMCA organizations in Sri Lanka and is affiliated with YMCAs in other countries.

Several of the subproject grantees are smaller organizations than any of the above and have fairly localized activities. Yahapath Endera Farming Center is a center near Colombo run by Catholic Nuns and providing residential training in agriculture for young women; it supports its activities from a large, well-run farm. Diyagala Boys Town consists of several similar residential centers for destitute boys, providing training in agriculture and other employable technical skills; its financial support also comes primarily from its large and well-run farms. Sukitha Welfare Society is based in rural Kalutara District and operates two centers for the mentally retarded and physically handicapped. FRIDSRO is a religious organization operating a rural hospital and community health activities near Kandy.

Projects of four American PVOs have been supported under this project. Save the Children Federation (SCF) has managed two projects in or near Colombo. The Overseas Education Fund (OEF) of the League of Women Voters has been a co-grantee for two projects building the capacity of two different Sri Lankan women's organizations to promote small enterprises. IHAP (International Human Assistance Program) received four subproject grants one of which was terminated by mutual agreement before it really got underway; after completing the last subproject, IHAP discontinued its program in Sri Lanka due partly to its inability to raise funds independently to work here. The Sri Lankan Overseas Foundation (SLOF) had a grant for a joint subproject with Sarvodaya, which was later transferred wholly to Sarvodaya.

Subprojects have also varied considerably. Several focused on providing agricultural or other vocational training, specifically three for the physically handicapped. Seven essentially work with village community units providing several different types of assistance. Two subprojects focus on developing home gardens, three on development of women's small enterprises, two on reforestation, and one on developing farmer and official management of an irrigation scheme. Two subprojects dealt with persons affected by the 1983 civil disturbances. Nine subprojects focus primarily on women, and several others have substantial components focused on women.

III. PROJECT ACCOMPLISHMENTS

1. Project Purpose:

The purpose of the PVO Co-financing project is definitely being met. Through the PVO subprojects, opportunities are created or enhanced for "local communities to participate in their own development". Virtually all community-based subprojects are substantially directing project energies or resources to the poor or disadvantaged. In several striking cases participants are the extremely poor.

Though their particular strategies vary, in most of the village-based subprojects the PVO works through one or more village organizations, usually formed by villagers according to a model suggested by the PVO. These organizations make important local decisions about the priorities for using external project resources available through the PVO. In most cases where outside material resources are introduced, the PVO requires some action, such as voluntary labor camps (shramadana), or village contributions in kind, to qualify for those resources.

Subprojects where the local organizations are central to the PVO strategy include the following: Nation Builder's Nagadeepa Water Management Project, which involves farmers and Irrigation Department officials in three tiers of irrigation committees; the Meegoda Project of Save the Children, centering primarily on a "community development association" and a community center; the Indigahena and Coastal Communities subprojects of Sarvodaya which focus primarily on voluntary labor associations ("shramadana samitis"), or mothers' groups and pre-schools; the Lanka Mahila Samiti subprojects, which work through its local level samitis; and the experimental village of Marga at Walgampaya, which has tried to create village organizations based on different economic activities and to link them to an umbrella village organization.

2. Other Mission and Project Objectives:

Subprojects all addressed at least one of the project and mission objectives, indicating that the selection and approval of subprojects has been well within the project guidelines.

The previous evaluation (1983) noted that most projects lacked adequate quantitative data that would allow measurement of project impact in various categories. We found that to be still the case. Our judgments on project impact are thus based on a combination of team impressions from field visits and from the data sometimes available in PVO reports and evaluations.

(a) Increased Agricultural Production

Twelve subprojects have an important agricultural component. The most substantial impact on agricultural production and agricultural incomes is likely to come from the Nation Builders' water management project in the 4000 acre Nagadeepa Irrigation Scheme, which has just been underway several months. Through a combination of physical repair of the system and group organization for water delivery, an increase of some 20 percent is likely to occur in the area irrigated and cropped during the Yala (dry) season. About 1000 of the 2000 farm families in the scheme will have substantially increased production and incomes as a result.

The only other subprojects focusing directly on agricultural production are the smaller scale home garden projects of Sarvodaya and of the YMCA. Combined, these subprojects are planned to affect about 1500 home gardens, with model home gardens at 50 secondary schools and 100 pre-schools. Though YMCA plans to collect detailed production data on the gardens of its new participants, such data is not available on the 1000 Sarvodaya individual gardens.

Two subprojects focused on agricultural training for young men and women. The impact on agricultural production of these projects depends on their graduates finding employment in agriculture. We do not have follow-up employment data on former trainees from the Yahapath Endera Farming Center. However, most boys leaving Diyagala find jobs in other technical fields. The Marga experimental village project at Pannala is focused on a large farm where agricultural research and experimentation are carried out; though the farm is innovative and well managed, its extension and training function has eroded.

The LMS and OEF/Women's Bureau subprojects have involved a number of women in agricultural enterprises, primarily poultry raising, chillie growing, and home gardens, with mixed success. Out of 31 OEF poultry enterprises initiated before 1983 in the Kalutara pilot district, only two are still operated on a commercial scale. Out of 30 home gardens, four now operate on an income-generating basis. The LMS project, begun more recently, has opened at least 90 acres to chillie cultivation in Matale District.

Meaningful data to estimate increases in agricultural production is lacking for most of the above. Except for the National Builders' water management subproject, the main agricultural impact of the project appears to be on various types of small scale production and through training programs.

(b) Creation of Employment Opportunities and Raised Incomes of the Rural Poor

The project has contributed significantly to the objective of employment creation and higher incomes for the rural poor. Increased employment has resulted from this project in three ways:

(1) Direct employment: This has occurred primarily in the National Builders Reforestation subprojects, where as many as 3000 young men and women will be employed during the life of the project to plant and maintain trees. Up to 120 people are expected to be employed in the white coir processing and spinning industry in the ACBC vocational training project.

(2) Support for self-employment: Approximately 3500 persons have had increased incomes through self-employment, primarily through credit and other support provided by the two subprojects promoting women's small enterprises and SCF's Meegoda subproject.

(3) Vocational training: Young men and women are becoming more employable as a result of training programs supported through the PVO Co-financing Project. These include not only those previously mentioned at Yahapath Endera Farming Center and Diyagala Boys Town, but also rural carpentry, sewing, food processing and leatherwork at Meegoda under SCF; carpentry, sewing, and masonry at Indigahena under Sarvodaya; carpentry at Walgampaya and Mulgama under Marga Institute; and a variety of vocational offerings at FRIDRO. For some, but not all, of these training activities placement is a problem.

(c) Improved Human Productivity, Quality of Life, Health and Nutrition for the Poor

Five of the subprojects directly address improvements in health, nutrition, or the physical quality of life for the poor.

The SAVE Meegoda subproject tackled this objective most comprehensively. In addition to its program of health education and nutrition clinics, its community development associations were used to construct 39 latrines, 29 community wells, and some housing.

Sarvodaya's Indigahena subproject also impressed the team as having effectively and fairly inexpensively made important improvements in the physical infrastructure and quality of life of the poor. Through the shramadana samitis, subproject funds have been used to construct about 70 latrines, water systems in 6 villages, 142 houses, and 8 pre-school nurseries/community centers. A revolving loan scheme was used to maximize the continuing impact of the funds. Sarvodaya's Coastal Village project has to date constructed or renovated at least 11 preschool buildings, although it is well behind schedule in completing its target of 40.

In addition to physical infrastructure, many of these projects use training and mobilization tactics to inform and assist target beneficiaries to meet their own needs through, in many cases, taking full advantage of services already provided by the government. The LMS Health Project, completed in 1984, was a low cost and apparently successful way of reaching women with family health and family planning information. The Meegoda and Sarvodaya Coastal Community projects do not have their own health care workers, but have health education workers and other community development workers who assist villagers in getting access to government health services. Both operate informational clinics that monitor children's nutritional status through regular weighing and/or reports on incidence of diarrhea. Our impression is that the success of the health education effort is in part dependent on the success in providing links to the government health service givers.

The home garden subprojects have focused in part on improving nutrition prospects for the poor. Sarvodaya's Galle District home gardens subproject aims both to increase nutritional awareness through training preschool teachers who work with mothers, and to supplement family nutrition through the creation of home gardens. The project has apparently generated about 1000 home gardens in addition to 150 model nursery and school gardens. Though there is no data on the quality of the 1000 home gardens or their nutritional impact, some positive effect on family nutrition must be presumed.

(d). Institutional Capacity of PVOs to Collaborate with Communities

This project has strengthened the institutional capacity of PVOs to collaborate with local communities, in a number of ways. Perhaps most effectively, it has supported the formation of community organizations ("community development councils", field level irrigation committees, "shramadana samitis", and private enterprise production groups) or work through existing organizations that enable PVOs to effectively reach the grassroots level.

The institutional link with the grassroots level has often been a PVO community organizer or extension agent. The project has trained LMS business/enterprise agents, who will remain a part of the LMS network once the project ends. Through Nation Builders, it has trained reforestation and conservation youth leaders, who may keep awareness of conservation alive in their communities. NBA-trained community organizers selected from their own villages have helped stimulate the water users' groups in the NBA Nagadeepa project.

The managerial capacities of participating PVOs have been strengthened through this project, as well. USAID has sponsored several workshops, in project management (for the Sri Lanka Women's Conference), and in project evaluation, for participating PVOs. Participants particularly found the evaluation workshop useful, and the preparation of an evaluation manual for PVOs, based on this workshop, is still underway.

USAID's reporting requirements have strengthened the ability of PVOs to effectively monitor and incorporate feedback into their projects. In addition, the USAID PVO Officer, Mr. N. Mahesan, has worked closely and effectively with PVOs during the application process and the monitoring of the subproject grants. From the appreciative comments of several PVOs, the quality of these contacts has helped build the institutional capacity of some PVOs to manage and account for such grants.

The evaluation team recommends that the Co-Financing Project be used to further develop PVO capabilities for designing projects, analyzing rural communities, implementing particular types of projects or project components (home gardening, small enterprises, vocational training), and dealing with issues faced in many types of projects (criteria for giving material assistance, the sustainability of institutions and activities promoted in a project, and planning for withdrawal of the PVO).

(e) Participation of Women

The PVO Co-Financing Project has an extremely good record among AID projects of effectively involving and benefiting women. Eight of the subprojects focus on women, including subprojects dealing with small enterprises, family health, agricultural training, vocational training for the handicapped, and nursery teachers training. They also include the two short-term projects of the Sri Lanka Women's Conference--one a leadership exchange program with an Indian organization and one a workshop on project management.

Another eight projects are either integrated projects with substantial components focused on women or projects which seem to have high proportions of women participants. Some of the integrated projects have skills training for women or girls, or organize women for some economic activity (for example, SCF's Meegoda subproject, and Marga's experimental villages at Walgampaya and Mulgama). Sarvodaya's Coastal Communities and Galle Home Gardens subproject activities are both introduced largely through women at the village level, through mother's clubs and/or preschool teachers. There seem to be no more than four subprojects which do not substantially involve women.

Taken as a group, these subprojects have increased the incomes of women, either through self-employment enterprises, training in skills for employment, or direct project employment. In some of the projects where incomes and employment may not have been directly affected, women are active decision-makers and participants in decisions about the use of project resources in their villages.

Women's position in their local society has been strengthened as well. In the LMS small enterprise project, women joined forces as a group to break the exploitative middleman cycle. Through the project they were able to purchase inputs more easily and sell their output at a higher price. Project credit also enabled women in the coir industry to acquire ownership of their "means of production" (retting pits and spinning wheels) increasing their independence and self-reliance.

Although on the whole the project has a strong record regarding the participation of women, there are two areas where the team saw possibilities for making changes that would significantly benefit women, while at the same time conforming with current social trends in Sri Lanka. At least one project appears to be paying women less than men for the same work. Adjustment of this wage difference would improve income for some 1800 women employed on this project. In addition, the vocational training programs we saw regularly divided training into female (sewing, dairy, etc.) and male (masonry, carpentry, mechanics) components, despite evidence from other Sri Lankan training programs, such as a Save the Children project at Kirilapone in Colombo, where women were successfully trained in the latter, more lucrative, professions. Perhaps the project could encourage this kind of non-discriminatory approach.

(f). Participation of Disadvantaged Groups

Three subproject grants have addressed problems of a particularly disadvantaged group: the physically handicapped. The Sukhitha Welfare Society subproject and the ACBC project in Mahawewa and the IHAP Vocational Training Project all aim to provide vocational training to physically handicapped young men and women. ACBC also plans to help deaf and dumb trainees settle in groups and become self-employed. Though nearing the PACD, the first two subprojects are not yet fully operational. The IHAP project was evaluated as "impressive"; since IHAP's withdrawal from Sri Lanka, the activity is being carried out by another organization with the support of a Scandinavian donor.

Two subprojects conducted during 1983-84 by Save the Children and IHAP rehabilitated families and students displaced during the 1983 riots.

(g). Generation of Local Innovations and the Use of Appropriate Technology

The generation of appropriate technologies has not been a major thrust of any of the subprojects. Very few if any of the subprojects have generated significant local technical innovations, although many are oriented to using or modifying existing rural technologies. SCF's Meegoda project is experimenting with the use of a solar dryer to process fruit and dry fish. The Meegoda project experimented with the Lorena fuel-efficient woodstove, but was unable to generate much interest in it. LMS has worked with women to improve their native hand-spun coir rope, and has helped them to purchase manual spinning machines. NBA deliberately uses locally valued species in its reforestation, reasoning that village people will more readily act to conserve local species they know and consider useful than the alien species more commonly used by the Forest Department.

(h). Promotion of Private Enterprise

This objective became a part of the project after it was amended in 1983. Three subprojects directly support private enterprise promotion, and several others provide some business training and credit facilities for small entrepreneurs. Lanka Mahila Samiti, in collaboration with the Overseas Education Fund, set up a pilot small enterprise promotion project in Matara District. A second grant for the expansion of the project to thirteen other districts is being administered solely by LMS. The OEF also worked with the GSL Women's Bureau in a two part program involving the training of 96 Development Officers (DOs), representing all 24 districts, in skills needed to promote and support women's health and income-generating activities.

The LMS approach involves establishing a micro-enterprise extension service within its existing organizational structure. Selected enterprises are chosen based on a careful District-wide survey of existing enterprises, particularly those already popular with LMS members. The project then focuses on several enterprises with existing markets and local skills, encouraging village level LMS samitis to form women's production groups and elect a representative for training as an enterprise agent (viaparika). Part of the grant is used for loans from a revolving fund.

The project, although still quite experimental, is active now in five districts out of the target fourteen. Agriculture-based enterprises have so far been most successful. In Matara, 11 coir-spinning production groups represent some 250 LMS members. Several sewing and lace groups have fared less well. Matale has two poultry groups and nine chillie groups, representing some 105 producers. The project has proceeded more slowly in Kegalle, Kandy and Moneragala Districts, but plans are underway to support producers groups in minor export crop production. CENWOR (The Sri Lankan Center for Women's Research) is currently conducting a full-scale midterm evaluation of the subproject.

The OEF/Women's Bureau subproject (1980-1982) has been a clear success as well. Along with the training and support of 96 DOs in 24 Districts, OEF/WB initiated a pilot project in Kalutara where women were given grants to establish their own small businesses. By 1983, this subproject resulted in an estimated 2000 health and income-generating activities involving some 3000 women in 24 districts. The 1982 end-of-project evaluation cited increased monthly incomes of Rs 55 to 750 for participating women. Of the 200 enterprises established in the Kalutara District pilot effort in 1981, nearly 20 percent are still active today. Project funds spent on this subproject have had a multiplier effect, as the Women's Bureau has been successful in getting donor support for at least eight similar District-level projects.

Lessons suggested to the team in its review of these projects may have relevance for other micro-enterprise promotion plans: (1) Projects fare best which use the existing skills of micro-entrepreneurs, rather than new skills which require extensive training. (2) Projects are more easily organized and benefits may be more sustainable when project benefits are channelled through producers' groups. (3) Use of a revolving fund for loans rather than one time grants keeps benefits circulating longer and builds business skills in itself. (4) Adequate market research and economics of production analyses are very important, even in very small businesses. (5) Target beneficiaries must have an existing income high enough to meet their consumption needs and thereby protect their working capital. (6) Adequate time must be allowed to institutionalize a small business support system.

(j). Environmental Effects

In visiting subprojects, the team observed no instance of detrimental effects on the physical environment from project activity. Most project activities are very small scale at any one location, the main exceptions being the reforestation and water-management projects of Nation Builders. Both of these projects include enhancement of the existing environment: in the irrigation scheme, through repairs and construction of irrigation structures that minimize recurrent flooding and drought; in the reforestation project, through planting native species along the right bank of the recently completed Minipe canal.

(k). Self-Sustaining, Broad-Based Rural Development

The final objective targeted by the PVO Co-financing project is "self-sustaining, broad-based rural development." Clearly, the subprojects supported under this project have contributed to rural development in Sri Lanka. Almost all are located in rural or semi-rural areas, reaching the poor in a number of fairly remote locations--Moneragala and Deniyaya, for example. If we define "broad-based" as reaching a wide range of rural citizens and not a select group, then the project meets this objective as well. Although individual subprojects are targeted at particular groups--women, LMS members, handicapped youths, etc.--as a whole, the project reaches an impressive range of rural people.

The issue of sustainability of project benefits is a bit more complex. In the chapter on continuation issues, we consider the issue of continuity of the PVO program or project once the grant ends. Here we focus primarily on sustainability of subproject benefits: the institutions and activities begun with the assistance of the PVO Co-financing project. PVOs have focused on four methods of ensuring continuity of project benefits: (1) attention to real costs and initiation of users fees to cover them; (2) working through community-level organizations that are expected to continue after the end of the PVO project; (3) institutional links with services and sources of assistance; and (4) income generation to meet recurrent costs of training institutions.

(1) Calculation of Costs of Production and Initiation of User Fees. "Real costs" are a crucial issue in promoting economic activities for beneficiaries: Will economic activities promoted by the PVO remain viable once the project ends? Or has the assistance of the PVO (for example, in the form of help with marketing, transportation, free workspace, or subsidized materials) created an activity that will not be economically (or otherwise) viable once the PVO assistance is withdrawn?

In Save's Meegoda subproject more than any other, management and staff seemed to meticulously try to assure that there were no hidden subsidies in its income generating projects (especially food processing and carpentry) and that all support was included in cost calculations and users' fees for project workshops, in order to maximize the likelihood of the enterprises continuing with no Save involvement.

Regarding sustainability of economic activities under the projects, there is considerable variation among subprojects, but the overall record seems quite respectable. The information the team was able to gather on enterprises started under the Women's Bureau, supported by the OEF subproject, indicated that as many as 20% of the pilot project enterprises in Kalatura continued several years after the formal end of the project. Producers' groups in the LMF small enterprises pilot project continue as strong and viable organizations; LMS has taken particular care to avoid allowing entrepreneurs to become dependent on them. As with the other subprojects mentioned here, marketing or marketing analysis seemed to be the point where the PVOs feel the greatest difficulty developing a strategy to help their participants.

There were several subprojects, however, where the evaluation team felt a PVO was not sufficiently attuned to the dependence being created by the way a particular type of assistance was being given. Thus it seems questionable whether economic activity being promoted would be attractive in the long run. In Marga's experimental village at Walgampaya, fertilizer was being sold to paddy farmers at subsidized rates to increase yields and to persuade farmers of the benefits of using it; furthermore, there was no phased withdrawal of the subsidy, making it doubtful that the project will have proved the economic viability of using the levels of fertilizer that have been encouraged. Likewise, the YMCA home gardens project seemed not to have wrestled sufficiently with the possibility that the loans in kind for establishing the home garden will be treated as grants, considerably affecting income expectations and calculations.

(2) Community-Level Organizations. In many subprojects PVOs have tried to assure the continuity of their development work by using existing community-level organizations or by creating new ones. LMS enterprise agents are part of existing village samitis; Sarvodaya generally works only with existing shramadana societies. NBA's water-level committees, and SCF's community development councils, on the other hand, were created by the PVO under the subproject.

To what extent can these local organizations be sustained? In several of the subprojects, PVOs are taking great pains to try to establish organizations which will continue after the withdrawal of the PVO. Of particular note are the (1) Community Development Councils, for which Save tries to help to set up sources of income to cover the costs of their continuing community services; (2) the local shramadana societies Sarvodaya is helping get registered, so they have a legal reality, can enter into contracts, and will be represented on the gramodaya mandalaya; (3) the hierarchy of farmer-Irrigation Department irrigation management committees of the Nation Builders; and (4) the carpentry shops of Marga at Walgampaya, which have a local supporting committee and can generate sufficient income to cover their operating costs.

In spite of these extraordinary examples, and in spite of the nearly indisputable need to work locally through some type of institution, the history of rural development is littered with village level organizations which have been promoted by governments or PVOs and have later withered away for various reasons. So it is important to be realistic about the difficulty in creating a continuing organization and the factors involved in success or failure. Two such important factors are noted here.

First, village-level organizations generally continue only as long as their members perceive continuing benefits from the demands the organization places on their time and energies. When people have joined the organization because they perceive it as the way to receive material benefits from outside the community (say from the government or a PVO), they are likely to leave the organization when it no longer provides those benefits with the outside. An important exception may be when the activity of the organization has generated other important benefits that outweigh those originating from outside. From this perspective, organizations which existed prior to the subproject are more likely to continue than organizations created during the subproject.

Second, a community organization is more likely to continue if it has various types of continuing linkages to other organizations which provide assistance or somehow represent common interests.

(3) Institutional Links with Sources of Assistance. Several of the PVOs try to link beneficiaries with available sources of assistance through their community organizations. The Meegoda subproject, Sarvodaya's Coastal Communities subproject and the LMS health subproject all involve informing people of and motivating them to use existing government health facilities. The LMS small enterprises project has used at least 10 existing government and private sector institutions, helping beneficiaries to establish their own contacts and links with banks, corporations, input supplies and marketing outlets. The OEF/Women's Bureau project stressed this as well.

(4) Income Generation for Training Institutions. Several of the subprojects involving vocational training are trying to combine their training activities with income producing activities that keep the training institution financially solvent. This strategy is particularly notable and successful in the two cases where the PVO grantee is a larger training institution, Diyagala Boys Town and Yahapath Endera Farm Center; in both cases large and well-managed farms provide both training and income. The strategy is also being tried for smaller training components of several integrated subprojects. The Sarvodaya Home Gardens subproject set up a model farm and training center in Galle District with four acres planted in tea to meet recurrent costs; however, because of a drought the tea fields have not produced as planned. Carpentry training centers in several subprojects (particularly Marga's at Walgampaya and one at Meegoda) are also being set up this way.

This approach also has a danger when such income generating activities are to support a larger project. The focus on meeting recurrent costs can bias a project against the major developmental objectives, such as appropriate training and extension. The white coir fibre plant under construction for the ACBC vocational training project at Mahawewa near Chilaw will support ACBC's education and vocational training of handicapped youths and provide cottage industry employment to recent graduates and area women. Construction of this factory takes up a large proportion of the subproject budget (45% of the AID funds), but it is not clear how training students in white coir processing fits in with ACBC's long run aim of helping groups of handicapped graduates resettle and start their own self-employment activities.

(1) Inclusion of both US and Lankan PVOs.

The project paper anticipated that the project would encourage collaboration of US and Sri Lankan PVOs. This was expected to assist in building the capacity of Sri Lankan PVOs to undertake development projects as well as to help attract additional US funds through greater US PVO involvement in Sri Lanka. The record on this is mixed.

Very successful collaboration between Sri Lankan and US organizations has occurred in the two small enterprise subproject grants involving the Overseas Educational Fund of the League of Women Voters (OEF). In both cases, the Women's Bureau and LMS, the capacity was increased of the Lankan organization to manage such projects.

Another collaboration was less successful. The Sri Lankan Overseas Foundation (SLOF) is a US-based organization of overseas Sri Lankans seeking to assist in the development of Sri Lanka. The Indigahena project originally started as a collaboration between SLOF and Sarvodaya. It gradually became clear that SLOF's contribution consisted of little but acting as a conduit to Sarvodaya for the funds. The grant was eventually transferred directly to Sarvodaya, which has continued to manage the project.

Finally, it is unlikely that the informal target of five US PVOs actively working in Sri Lanka under the project will be achieved, nor does the Mission regard this target as one which is important to achieve. However, it is likely that a total of five US PVOs will have received assistance at some time during the life of the project. The original estimates of the potential US PVO involvement were based on data which showed over 20 US PVOs with already existing involvement in Sri Lanka. However, analysis of that list and the activities of the respective PVOs indicates that very few would have the inclination or capacity to mount projects directly in the country. There are probably no more than three as yet non-participating US PVOs operating in the country which would be likely to qualify and have the interest in co-financing subproject grants (CARE, Asia Foundation, and World Vision).

IV. PROJECT MANAGEMENT

This chapter is concerned with the management of the overall PVO Co-Financing Project. This is divided into four subtopics:

- (1) An Overview of the Management of the Project.
- (2) Project Selection Issues
 - ** Informal Selection Criteria
 - ** Range of PVOs Included
- (3) Can Project Resources all be used?
- (4) Options for Extension of the Project

1. An Overview of Project Management

The management of the PVO Co-Financing Project centers on the consideration of applications for PVO subproject grants and monitoring the implementation, reporting, and accounting for the grants which have been awarded.

The initial contact concerning new PVO co-financing grants is generally through an inquiry to the USAID PVO Officer. He explains the grants, the co-financing requirements, and the subjects which are eligible for consideration. A set of guidelines and procedures is handed out which explains the application and approval process.

The application process for the PVOs has 6 steps:

- (1) Submission of a 2-3 page concept paper to USAID.
- (2) Preparation of a detailed project proposal, usually 15-20 pages.
- (3) Approval of the proposal by the appropriate line ministry of the GSL dealing with the project focus.
- (4) Approval by the Ministry of Plan Implementation, which coordinates PVO activities.
- (5) Approval by the Department of External Resources, Ministry of Finance and Planning, which coordinates all foreign donor assistance.
- (6) Approval by the USAID Project Committee and Mission Director.

Once the grant is approved and the implementation of the subproject begins, the USAID PVO Officer is responsible for monitoring the progress of the project and seeing that periodic reports and accounts are submitted.

We will not examine in any further detail the monitoring of the subprojects once the grants are made. In many ways this has been exemplary. Diligent and regular contacts are made with each grantee. The PVOs respect Mr. Mahesan and regard him as accessible and helpful. They appreciate the prompt response to any type of problem or inquiry.

From AID's side as well, the subprojects are well monitored. Whenever there is a delay in submitting accounts, quarterly reports, or evaluations, or when the expenditure of subproject funds is seriously behind schedule, a reminder is given or an inquiry is made. USAID has been appropriately flexible in permitting the renegotiation of line items in the budget or in extending the subproject PACD, if necessary. Both USAID and the PVOs have benefitted from the continuity of Mr. Mahesan's tenure in the PVO position over a period of several years.

2. Project Selection Issues

There are three issues requiring discussion related to subproject (and PVO) selection: mission priorities in topic selection; informal criteria for selection; and the range of PVOs supported through the Co-Financing Project. These issues have arisen out of our discussions with members of the PVO Co-Financing Committee at USAID and out of our observations of the PVO Community.

(a) Selection of Topics All subprojects addressed several project or mission objectives, indicating that selection and approval of subprojects has been well within the topical guidelines.

Recent Mission policy has been that subprojects must also fit the current Mission CDSS (Country Development Strategy Statement). This seems to have made only a small difference in practice in the subproject proposals accepted or rejected on topical grounds. Several project ideas related to the physically disabled which might have been accepted earlier have been turned down at the concept paper stage; however, if projects related to the physically disabled also fit other project objectives, they seem to be considered. All the emphases of the present Mission strategy, including the small enterprise/private sector focus, were already incorporated in the original PVO Co-Financing Project objectives. So it does not appear that the focus on the Mission CDSS has produced any new types of proposals not previously received.

The team has several times heard comments from PVOs with subproject grants implying their awareness of occasional shifts in the USAID Mission priorities. The Mission has tried to keep them informed about these priorities. The PVO Officer explains them to PVOs making grant applications; annual open meetings with PVOs have also been held, the latest trying to encourage applications related to the small enterprise/private sector emphasis.

This may have also had an unintended consequence of contributing to a misimpression among some PVOs that a project focus which was favored earlier would no longer be considered. Examples of such incorrect impressions were that AID is no longer interested in funding health-related subprojects, or that it is no longer interested in projects with a WID (Women in Development) focus. From another source we heard the belief that donors in general (not just AID) are no longer interested in income-generating activities for women, but now favor "awareness building" instead. The belief about the funding of health-related subprojects may be due to the fact that Mission assistance to the government health sector is at a low. Or it may be because several health-related PVO projects were turned down, though this was actually done for project design considerations which had nothing to do with the sector.

(b) Informal Selection Criteria. There appear to be a number of informal criteria considered by the USAID Project Committee in considering subprojects for approval. But there is no place where these criteria are put in writing, either for the members of the committee (who are constantly changing) or the PVOs who are preparing proposals.

From an examination of the list of proposals turned down over time and the rejection letters sent to applicants, it is clear that informal criteria are often decisive in turning down proposals and are cited in the rejection letter to the PVO. In most cases rejection occurs at the concept paper stage, but in a few cases it has been after the final proposal has been through the GSL approval process. In talking with members of the PVO committee, one gets the impression that these informal criteria are generally the focus of committee deliberations. In discussions with the backstop Project Officer and the PVO Officer, it appears that the subtle changes in the application of the informal criteria are a problem for the Project Officer in advising the PVOs on the preparation and submission of proposals; considerable time may be spent by both the PVO and the PVO Officer dealing with a proposal which need not have even been prepared (or which might have been prepared differently) had the criteria been clearly spelled out.

Several such criteria have been mentioned by USAID Project Committee members, but we sense that there may be others: Generally, the funding of vehicles is not considered. The proposal should fit broadly into the current Mission program strategy as defined in the CDSS (Country Development Strategy Statement); at the early stage of the project this was not considered necessary. Can the progress of the project be monitored? (This is an issue where the Mission position has also varied over time; it is particularly relevant in considering proposals for projects involving the north and east of the country where USAID staff are restricted from travelling because of the ethnic conflict.) If there is any housing assistance, is it given as a grant or a loan. (The broader issue here is that a PVO project should not involve gross conflict with principles applied in other important Mission projects, such as opposing building in lasting subsidies).

By far the most important and contentious issue seems to be the issue of "sustainability", which has been applied in different ways at different times. The problem is partly that the question "is the project sustainable?", can be asked at different levels, and different decisions about subproject approval are implied by the way the question is asked. All committee members seem to agree that sustainability at some level is important. We are not clear about the extent to which the committee usually distinguishes between the economic sustainability of activities promoted by the PVO (e.g., small enterprises or agriculture) and financial sustainability of the PVO subproject. Sustainability of economic and institutional components of subprojects was discussed in the previous chapter. In the following chapter, suggestions will be made on how the issue can be analyzed of whether the PVO subproject itself needs to become self-financing.

These currently unwritten criteria are important. From a management perspective the fact that they remain unwritten is a problem. For the system of soliciting and processing PVO applications to work efficiently, these informal criteria should be written down as much as possible. If such criteria are in writing for the PVO, there will be better self-selection of proposals coming to USAID. If they are in writing for the committee's use, much less committee time will be wasted in deliberation. If they are in writing, the PVO Officer can more effectively and clearly advise PVOs preparing proposals. New informal criteria will arise from time to time as different types of project proposals are received; periodically, they could also be incorporated.

Recommendation: The USAID Mission, particularly the PVO Committee, should try to identify and write down the informal criteria that are used in considering PVO proposals. These should be included as part of the guidelines given to PVOs. They should also be used to help guide PVO Committee deliberations.

Committing these informal criteria to writing will not be a panacea. New criteria will emerge out of the consideration of particular projects or as Mission management changes. But having the criteria in writing will make it possible for the changes to be deliberate and done with the full awareness of the changing committee membership.

(c) Range of PVOs Funded: The range of PVOs whose subprojects have been funded seem to be more narrow than necessary. There are other PVOs whose capacities or reputations are not much different than some which have been funded. Some of them now have more of a welfare orientation than a development orientation in existing projects. But this was also true earlier of some of the organizations which received funding under the Co-Financing Project and which now have received one or more development grants. Why is this occurring?

Several possible reasons have been identified by the team. First, there are relatively few PVOs which have the capacity now to manage grants of \$100,000, or even \$50,000. But just as several of the PVOs now receiving or being considered for grants of \$200,000 or more developed their capacity to manage projects that large by managing smaller subproject grants under the project, other PVOs will only build up such capacity by first managing smaller grants.

Second, the channels by which information about applying for co-financing grants gets disseminated to PVOs other than those previously dealt with seems somewhat vague and informal and allows too much latitude for the circulation of incorrect information about what USAID is and is not willing to consider. Four PVOs who have not applied for or received co-financing grants were contacted by team members. Two of them were not aware of the grants. At the meeting held at the USAID Mission last month to update PVOs on the status of the Co-Financing Project and inform them of types of projects the Mission was particularly interested in funding, only

PVOs which have already received grants or who are already applying for grants attended. Though USAID understandably has not wanted to advertise the grants, there also has been no simple brochure which could be distributed through PVO channels (such as umbrella organizations or Sri Lankan government offices dealing with PVOs) and which indicates the types of projects which can and cannot be funded and the general requirements and restrictions of the grants. The guidelines for applying are too lengthy, detailed and intimidating for the purpose of getting out this basic information.

Third, two organizations contacted said they did not even consider applying because they expected the project approval process was too tedious and cumbersome. We expect there is an additional factor, that PVOs perceive there is considerable risk of having a proposal turned down after spending a considerable amount of scarce staff or volunteer time and resources on it.

Fourth, for regional organizations (rather than Colombo-based or national organizations) language may be a serious restricting factor, according to a government official who has managed a program of grants for regional and local PVOs. So, even though USAID is willing to translate proposals from Sinhala or Tamil to English and to conduct correspondence in either of those languages, the perception is that it must be done in English. It must be recognized that there is an enormous social (and physical) distance between such PVOs and a Colombo government office, to say nothing of the foreign USAID office. This social distance has nothing to do with how capable the organization is of managing a project.

Fifth, some organizations which would have the capacity to implement a project have little or no experience in the preparation of project proposals.

3. Will the Project Funds be Spent?

The project is considerably behind where it should be in the commitment of subproject grant funds if the Project is to be completed on schedule using all project funds. As of June 30, 1986, \$2,603,049 remains to be committed of the authorized \$6,483,000. All but a small amount of that needs to be committed by February 1987 in order to be used by the PVO before the PACD of the Co-Financing Project.

Under this project, all grants which are going to be made must be committed in sufficient time for the grantee to carry out the subproject. The PACD is in August 1989, so as things stand now, all subprojects must be able to be completed by then. No reimbursement will be made for subproject expenditures incurred after that date.

Assuming that most projects will continue to be two and three year projects, that the PVO requires at least 3 months after notification to begin implementing a new project, and that many will require an extension of at least three months, it is easy to calculate the latest date at which commitments for larger projects can safely be made by subtracting time from the PACD:

- (a) Any subproject grants for three year projects needed to be made by February 1986, several months ago.
- (b) Grants for two year subprojects must be made by February 1987.

Furthermore, though USAID generally acts on concept papers within three or four weeks and on detailed proposals within four to six weeks of receiving them the period required from beginning to work on a proposal through GSL and USAID approval seems to be about six to nine months for larger projects. (See table in annex on time required for approval.)

In summary, we are fast approaching the last point (September 1986) where any subproject idea for a larger project must be under active discussion in order to have any chance of being approved in time (by February 1987) to allow sufficient time to complete the project before the PACD (August 1989).

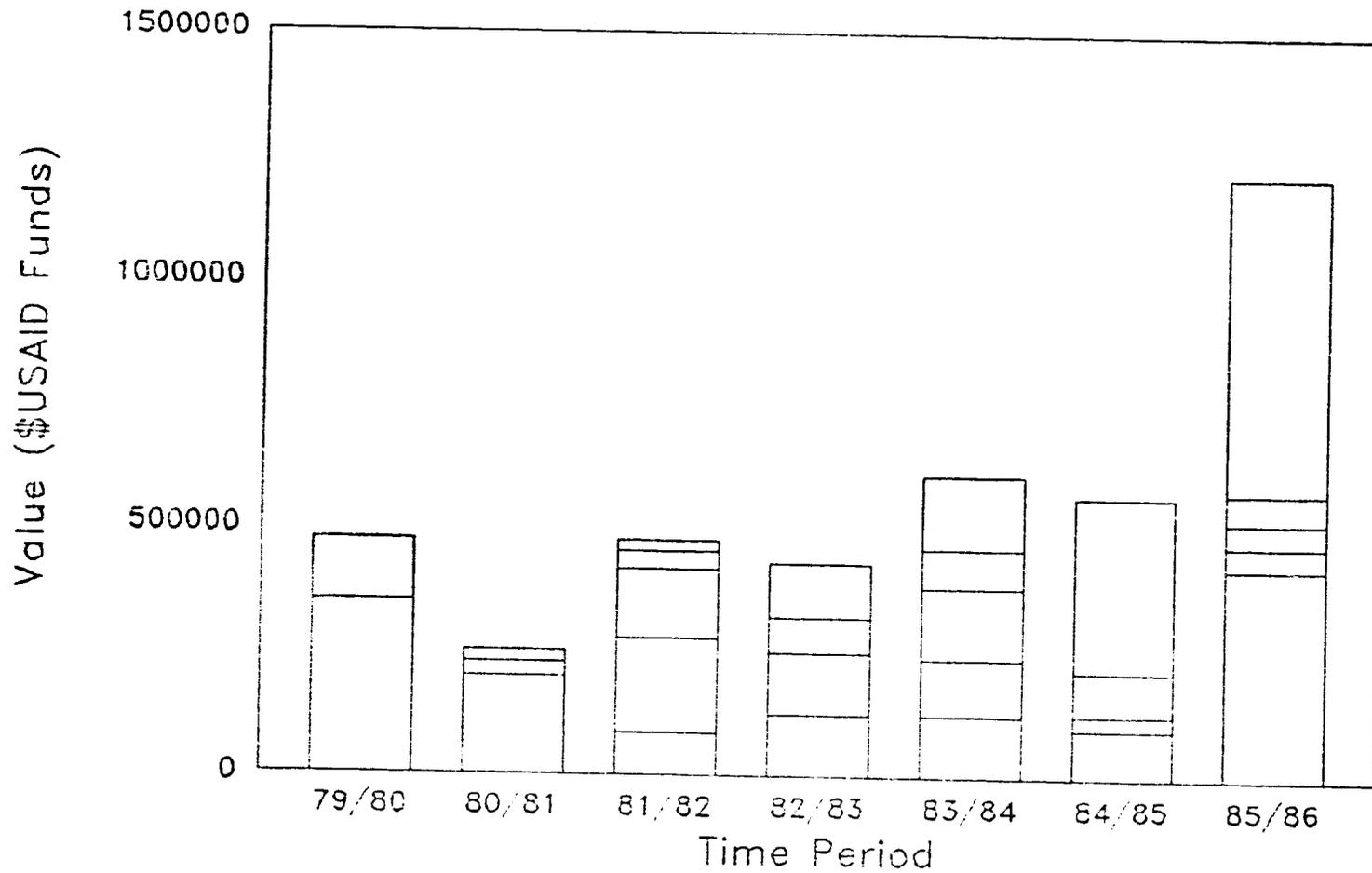
The pace of commitments (i.e., approvals of PVO subproject grants) during the life of the project is examined in a table entitled "PVO Subproject Commitments". It shows that annual project commitments hovered fairly steadily around \$500,000 per year for the first six years of the project. During the current and seventh project year, the commitments doubled to about \$1,200,000, which has occurred primarily because of the increase in the size of approved projects, rather than because of an increase in the number of projects which are approved. In order to be able to use all project funds, roughly \$2.0-\$2.3 million would have to be committed by February 1987, leaving a small percentage of project funds available for small or short-term subprojects. This implies that the total grants approved for the eighth project year must again nearly double, with most funds being committed during the first half of the project year.

Will it be possible to make most commitments at this pace over the next few months, thus avoiding any need to extend the PACD of the Co-Financing Project? The PVO Officer and the backstop Project Officer are optimistic that enough proposals will be received and approved to commit most of the remaining \$2.6 Million by the critical February 1987 date. There seems to have been a major push during the past year or so to increase the pace of project commitments; during the past year, this was successful.

The PVO Officer now has a list of 12 subproject ideas under discussion with PVOs or for which concept papers have already been received. Most of these are relatively large projects (over \$100,000), and four of them are over \$300,000. Taken all together, these subproject ideas total the full \$2.6 million which has not yet been committed.

PVO Subproject Commitments*

August 1979 - July 1986



*Bar divisions represent funding share of more than one project per period.

Though this list shows a possibility of committing a sizeable portion of the remaining \$2.6 million, the evaluation team is not so optimistic that all of it can be committed by the crucial February 1987 date and spent by the PACD of the Co-Financing Project. The reasons are the following:

--Because most of the projects are fairly large, if only one or two projects do not materialize as projected, there will be a big impact on the percentage of commitments which can be made.

--Recent experience has been that some proposals are rejected by the PVO committee. It is prudent to assume this is likely to continue to be the case.

--Since several of the projects are unusually large, it seems questionable that all can fit into two-year project cycles, rather than three. (However, the PVO Officer has indicated that for a couple such projects, the projects are being planned as three year projects with the AID financial contribution in the first two years and the PVO financial contribution in the last).

--Our earlier discussions with a US PVO included on the list suggested the PVO was looking primarily to alternate sources to fund the project.

Even assuming the worst likely case, that only half of the remaining \$2.6 Million can be committed by February 1987, is that really such a major problem? At one level, the answer is clearly "no" from AID's perspective. The money should not be spent if enough good projects are not identified which fall within the project purpose and objectives. The fairly high quality standards of the project should not be dropped just to assure that all the money is spent by the PACD.

From the perspective of the Sri Lankan members of the evaluation team, however, it would be unfortunate if funds were lost which (a) had been available for Sri Lankan PVOs, and (b) are needed and usable by Sri Lankan PVOs, and (c) also provide foreign exchange which the country needs.

Given the substantial increase in the rate of commitments over the past year and the number of subproject ideas under discussion, it would seem almost certain that all the grant funds could be committed by an extension of the PACD by one year, or possibly even less. However, a decision on such an extension would have to be made fairly early in order to allow the necessary minimum six month lead time for project identification, proposal preparation and approval.

Recommendation: We recommend that in October 1986 the Mission again assess the pace of commitments of subproject grants. If it then appears that more than \$600,000 will remain uncommitted by February 1987, an extension of one year should be sought with no increase in funding.

If it appears that most commitments cannot be made by February and that it will not be possible to extend the project for one year, some "emergency measures" could be considered to speed up the proposal consideration process over the next few months and encourage several additional proposals. These would include setting several special all day working sessions (preferably away from Colombo office locations), to consider a batch of concept papers and later project proposals by the relevant GSL and/or USAID officials or committees. A workshop on project proposal preparation for PVOs could also be held simultaneously with the official working sessions as a way of getting some of the proposals off the ground and making the proposal preparation less intimidating. Local consultants could also be engaged for any PVO which had a concept paper approved and wanted help to design and prepare the full proposal.

Finally, why is the project behind schedule on commitments? We think the main reason is that when the project was extended, the projection of the amount of grants that would be made was overly optimistic. Another reason is that the project has not funded so many grants to other national and regional PVOs as anticipated in the project paper; this is possibly in part because the availability of the co-financing grants is not as well known among PVOs as USAID believes it to be. Finally the PVO capacity to prepare proposals and design projects is probably not as good as the capacity to implement projects; as far as we know, not much help on improving this capacity is available.

4. Options for Project Continuation

Given our assessment that the PVO Co-Financing Project is meeting the project purpose and has had positive impacts in the areas on which it is focused, that the PVOs seem to be an effective vehicle of working directly with communities and particularly poor and disadvantaged groups, and that a system for the management of the project is in place and functioning fairly smoothly, the evaluation team recommends the following:

Recommendation: We recommend that the USAID and the GSL begin making plans for the continuation of co-financing of PVO development projects after it is no longer possible to fund such activities out of the present project, which could occur as early as February 1987, but at the latest would occur by later 1987.

There seem to be two basic options concerning the continuation of a PVO Co-Financing Project:

- (1) A follow-on project could be designed, which ideally would be ready to be used soon after all authorized funds have been committed on the present project.
- (2) The present PVO Co-Financing project could be extended, say for another five years, raising the authorized level of the project.

Of these two options, there would be definite advantages to extension of the existing project. First, there are no changes required in the structure of the project. The changes that are proposed in the next chapter are all possible within the structure of the present project. They would not require any amendment of the project paper or project agreement, other than to revise lengths of time and authorized funding levels. Thus there would be a substantial savings of manpower for USAID and the GSL if a new project does not have to be designed. Furthermore, the inherent project inflexibility in dealing with many PVO subproject grants at the time of the project PACD would be postponed for several years.

Recommendation: If it is possible to do so within agency policy, it is recommended that the existing PVO Co-Financing Project be extended for another five years. An increase in the authorization level of \$4.5 million is suggested. Though the project still has three years remaining, the extension should be requested as soon as possible to give the flexibility of approving three year subprojects, as well as two year subprojects in the near future.

The increased authorization recommended above is fairly conservative; it is based on an annual commitment of \$900,000. This is considerably more than the usual commitment of the first six project years, but less than the commitments in the seventh year and well below what is expected in the eighth. We believe a higher level of funding of PVO subprojects would be possible, but think it is not prudent to extend at a level higher than proven by experience.

Recommendation: If it is not possible to extend the existing project, we recommend that work on a follow-on project begin as soon as possible, aiming to be ready to approve further grants as soon as it is no longer possible to approve two year subproject grants under the existing project. This will be late in FY 1987 or the beginning of FY 1988. We suggest that the project be for eight years at a level of \$5.0 million.

The suggested funding level also is based on projected annual commitments of \$900,000 for the first five years of the project, during which time three year projects can be approved. \$500,000 would be left for the last three years for smaller and short term projects.

The substantial overlap of the two projects is recommended both in order to permit the Mission a PVO funding mechanism after two and three year subprojects can no longer be funded through the present PVO Co-Financing Project and in order to keep up the benefit of the management systems and patterns already operational under the present project.

V. PROJECT CONTINUATION ISSUES

This chapter suggests some issues to be considered either if the existing project is extended for five years, as recommended, or if a new follow-on Co-Financing Project is designed.

The changes suggested are in the nature of "fine tuning" the functioning of the project, rather than major changes. If there were a major extension of the project, they could be implemented under the present project structure. If a new follow-on project is designed, these suggestions might be incorporated in the project paper, but require no basic change from the present project. There is probably not sufficient time remaining for making subproject grants in the present project to implement the suggestions unless the project is extended.

1. Defining the Sustainability Questions

In the previous chapter, we recommended that USAID develop a consensus and commit to writing the informal criteria usually applied in reviewing subproject applications. The "sustainability issue" was noted as a criterion for project approval which has been the most difficult to apply consistently. This discussion is intended to make suggestions for analyzing this issue.

The main issue usually raised by the Committee is whether the PVO project will be able to become "self-financing". Under the Co-Financing Project, there are several instances where organizations have been able to set up an income producing resource which covers the recurrent costs of its development activities. These are generally the agricultural and vocational training institutions.

However, for many PVO rural development projects, there is no possibility at all that the project itself can be financially self-financing. To insist on this as a criteria for funding would exclude these development projects from consideration. For other subprojects, there is no intention of continuing that particular PVO activity once the subproject grant is used. An example would be a PVO using a subproject grant to make "micro-grants" to local community organization projects, as suggested elsewhere in this report.

In such cases where the project cannot or need not become self-financing, there are two further key questions which must be asked:

--Will the activity have produced useful results during the life of the subproject, even if it is not continued for lack of funds?

--Would the ending of the subproject activity after the PACD have any major detrimental effect on the PVO or the subproject beneficiaries?

If both these questions are satisfactorily answered, and particularly if there are "sustainable results", it may be justified to fund the subproject, even though the subproject itself is not sustainable from the PVO's own financial resources.

"Sustainable Results" from a subproject might well include the following:

- (1) Training which continues to be used beyond the end of the project;
- (2) Institutions set up to continue beyond the project;
- (3) Economic activities which will continue beyond the life of the project; and
- (4) Community assets which will continue to be used after the PVO withdraws from the project area.

For many, if not most, PVO subprojects the PVO could not carry out the activity without donor funding, even though the PVO itself is well established and is likely to be around for many years. Few PVOs have independent income-producing resources other than membership dues and public contributions. They do not have powers of taxation. To carry out development activities targeted for the rural poor, PVOs have no chance of recovering their project costs from the poor by somehow charging for their services. Furthermore, few donors are willing to provide resources to make them financially independent, such as through contributions to an endowment fund or providing income-producing land or business assets. Such PVOs have few alternatives to depending on volunteer efforts, public contributions, and donor contributions.

To take a couple examples from the subprojects, Sarvodaya is into its development activities for the long run. It will certainly continue some type of contact and work in the villages around Deniyaya after the Indigahena subproject grant is finished. However, without some type of donor contributions, it will probably not be able to sustain the frequency of contact with the village organizations and certainly not the continued injection of funds for the various very small scale physical assets supported under the subproject grant, such as wells, latrines, preschool nurseries, or houses. In this example, Sarvodaya cannot sustain its project activities, but it will continue its external links to the project villages. Some value from the organizational experience during the project will continue, and the small physical assets will continue to be used.

The two 2-year subprojects of the Lanka Mahila Samiti (LMS) training rural health workers and motivating rural women concerning family health and family planning were considered by the previous Evaluation Team (and this one) to be among the most successful subprojects. They were very low cost, \$ 22,500 and \$56,250 respectively for the two Co-Financing grants. Though LMS is more than 50 years old and has members all over the country, its financial resources are meager. It could not support such a program from its membership dues. USAID turned down its application for a third subproject grant to continue the program as LMS would not be able to sustain the activity with its own resources, so the formal activity has now stopped. This is the one specific case where the

Evaluation Team might have decided differently than did the USAID Project Committee, using the criteria mentioned above. Even though it was clear the program was not sustainable with LMS's own resources, the project activity was useful in its own right and had some continuing though gradually diminishing benefits. It was very low cost, though it reached a large number of beneficiaries. And it was carried out in a way that no one would suffer if the program ended. There certainly was no issue of LMS being dependent for its existence on AID.

LMS now has a much higher cost subproject promoting small enterprises among rural women which has been repeatedly referred to in this report. LMS is slowly building up an organizational capacity to carry out such a project. They are carrying out a development activity which USAID is eager to encourage but for which there are few organizational vehicles. The cost of the project is far greater than the core budget LMS can raise from its members and general public contributions. So if LMS comes back to USAID for another co-financing grant to continue the activity, should it be rejected because the project cannot be self-financing? We would argue no. The activity is of importance and value and economic benefits from the project will continue after the end of the project. No donor will want to fund such a project indefinitely, particularly if it continued to work only with the same small group of entrepreneurs. But if LMS has developed the capacity to carry out such a project, USAID or another donor may well want to continue to fund them to continue promoting enterprises in other localities

2. Building PVO Project Implementation Capacities

Though the evaluation team regards the overall project as successful, we have the clear impression that the skills and efficiency of most PVOs can be considerably improved. Such improvement would result in the more effective use of resources and an enlarged capacity to handle new resources. Furthermore, we think many PVOs would share this view. There are several broad areas in which problems manifest themselves: project design, reporting and evaluation, and accounting, most notably.

A project design is a strategy to deal with a problem which has been identified or to achieve certain objectives. The variety of subprojects we have examined (promoting micro-enterprises to increase income, or promoting home gardens to improve nutrition or reduce household expenditure, for example) all imply a view of some facet of the community. This view may be that too many households fall into the low income category and that the situation should be changed. The schemes also imply the PVO's perception of how to change this situation.

A good project, an effective project, will depend in part on whether that reality in the community is perceived accurately and clearly stated. It will also depend on whether this situation can be transformed by the project strategy adopted. Almost any problem a PVO selects to address will have been tackled previously by some other PVO, perhaps successfully, perhaps unsuccessfully. Yet the team's perception is that such experience is rarely taken into account in project design.

For example, a home garden project may refer to the contribution that garden produce can make to a family's well being, but not to why many home gardening projects have failed in the past. It is even less likely to diagnose the failures of the past and show how the present proposal uses previous experience to try a new approach.

PVOs (and government programs, too) have much experience on a range of rural development topics: the durability of village-level associations, credit and revolving funds, agency promotion of development over a fixed period in a locality and the strategy of withdrawal, and income generation for women, to name a few. The demand to collate this experience into of body of knowledge shared and used by PVOs has not occurred. PVOs have yet to establish effective fora where these experiences are exchanged and through which their activities can become more effective.

It is not surprising, then, that many subproject proposals are not as good as they could be. There is often a mismatch between the objectives of the project, the structure through which it is to be implemented, and the context in which it is to operate.

Overall, one can reasonably assert that many of the subprojects we examined could increase their consciousness of management, and with it their skill of implementation. The following areas could particularly be addressed: (1) identifying the problem to be addressed; (2) designing the project and preparing a project proposal; (3) project management, including the management of grants; and (4) monitoring, evaluation, and reporting.

Recommendation: We recommend that USAID use the PVO Co-Financing grants to take a more active role in building the capacities of PVOs to design and implement development projects and increase the level of interchange among PVOs about development. Suggested mechanisms for doing this are series of workshops, seminars, and training sessions conducted by PVOs, PVO umbrella organizations, or training institutions.

In part this recommendation is affected by the experience of two of the team members with Bangladeshi PVOs. In Bangladesh, there are two major umbrella or consortia organizations for PVOs with a development orientation, one focused on health and one focused more broadly on agriculture and rural development. Through a series of regular seminars and workshops organized by PVOs through these consortia, there is an ongoing dialogue about a wide range of issues common to their development projects. Furthermore, several of the larger PVOs have established regular ongoing training programs regularly used not only by other PVOs, but at times by government as well.

Though there are a number of PVO consortia or umbrella organizations in Sri Lanka, none seem to have achieved quite this degree of prominence in the PVO community. And though several larger PVOs have training programs for their own staff and volunteers (Sarvodaya, Nation Builders, and LMS), there is only a small amount of training for other PVOs.

We do not propose that USAID directly organize such activities itself or even that it try to urge one particular umbrella organizations to take such a role. Rather, it is suggested that the different umbrella organizations be made aware of the possibility of applying for subproject grants for these purposes. Small grants (perhaps in the range of \$10,000 to \$20,000) could conceivably be made to several organizations for such purposes.

One of the specific problem areas in managing of grants is project proposal preparation. Many of the subproject proposals in the files are not of very high quality, even when the subproject turns out to be good. Several comments from PVOs suggested their interest in help in the project proposal process.

Recommendation: We suggest that the project attempt to help PVOs improve their project design and proposal preparation skills using two methods: sponsoring workshops on project design and proposal preparation two or three times a year; and finding a way to provide a local consultant to help PVOs interested in having such help to think through their project design and prepare the project proposal.

We believe there would be a continuing demand for such workshops and services. The workshops could be conducted by a PVO, a PVO consortium, or one of the training institutions such as the Rural Development Training and Research Institute, the Sri Lanka Foundation Institute, or the Sri Lanka Institute of Development Administration. In some workshops, PVOs which have successfully applied for and been awarded grants may serve as resource people. Not only do we believe this would help improve project proposals coming to USAID and the GSL, but it would help some PVOs to deal with what may be a very real constraint in applying for a co-financing or other grant.

Another important area of project grant management where some PVOs would benefit from institution building assistance is in the area of accounts and accounting. According to the USAID Controller's Office, fund accountability for the PVO subproject is more of a problem than it is for most other AID projects. However, they think there has been a notable improvement over time.

One of the staff members of the Controller's Office, Mr. Siraj Abeysekera, has played an important institutional capacity-building role along with the PVO Officer by visiting PVO project offices to review their procedures and explain the USAID accounting requirements and system. Our next recommendation is essentially that of the Controller's Office:

Recommendation: We suggest that the process be "institutionalized" of having someone from the USAID Controller's Office visit any new subproject grantee to explain the accounting requirements and help them get their accounting system set up before the subproject gets underway.

Concerning developing evaluation capacities, USAID sponsored a major workshop on evaluation this year carried out by PACT, an American PVO consortium. The preparation of a manual on evaluation is underway, originating with the workshop. Such activities were recommended in the first mid-project evaluation of the Co-Financing Project. We hope this will provide a concise and simple guide to evaluation, and that it conveys the value of evaluation as a tool to improve project effectiveness. If so, we suggest that the manual be translated into both Sinhala and Tamil.

Two team members read the rough draft. They felt it would have benefited by having the PACT consultant do the drafting in Sri Lanka, instead of New York. This might have helped it to address more specifically Sri Lankan issues and to seem to arise more out of a Sri Lankan context. It would have also allowed periodic collaboration of several PVO representatives during the drafting. USAID intends that the manual be further revised and improved, if PVOs find value in it.

To raise the level of understanding of evaluation in PVOs, such workshops cannot be a one shot activity. They need to be reinforced by a series of activities related to evaluation over time. To raise the standard of evaluation on co-financing subprojects, some workshops might focus on internal evaluations done for subprojects.

Recommendation: We recommend that USAID continue to support activities to improve the use of evaluation by PVOs to improve their management effectiveness.

Additional observations related to PVO implementation effectiveness appear in the following chapter.

3. Other National and Regional PVOs

The original project paper and even the project paper amendment anticipated that there would be a considerably larger number of grants, many smaller in size, to a larger number of PVOs than has been the case.

Though the project purposes and objectives are being realized through co-financing grants which have been given, the range of Sri Lankan PVOs which have been funded is fairly narrow. The 29 subproject grants which have been given have gone to 15 PVOs, including 4 American PVOs. 65% of the grants and 92% of the grant funds have been for co-financing grants exceeding \$30,000. Average subproject grant size is about \$130,000.

As we interpret these statistics, most project funds have gone to a fairly small number of PVOs which have developed the capacity to manage relatively larger PVO projects and relatively large amounts of funds. We believe the project has not reached its potential for improving the capacity more broadly among national and regional PVOs to manage development activities and funds.

Recommendation: We suggest that USAID make a low key, but concerted effort to broaden the list of national and regional PVOs using Co-Financing grants for development projects.

We believe the major constraints to such proposals coming forward are (1) the lack of simple reliable information on the co-financing grants disseminated through channels which reach eligible PVOs and (2) a sense of intimidation by the project proposal process for organizations which have not previously applied for such grants. The evaluation team acknowledges that this conclusion is based on somewhat scanty information which merits further investigation. Specifically, we have only had brief contact with a small number of PVOs who have had no contact with the co-financing project, and we have not investigated funding for PVOs from other international donors.

The following recommendation is aimed to try to broaden participation in the Co-Financing Project by other regional and national PVOs by getting simple reliable information on the grants out to PVOs which may not be getting it now, in the hopes that this will encourage more applications of the type that the project seeks to fund. It is also aimed to try to get some PVOs to expand their orientation to include development, as well as welfare activities, and to help screen out proposals which cannot seriously be considered.

Recommendation: We suggest that under the project extension or the follow-on project, USAID produce a brochure simply describing the co-financing grants. These could be given or sent in response to initial inquiries and distributed through umbrella organizations or other agencies dealing with PVOs. It should specify the types of projects which can and cannot be considered (with examples), the criteria for selecting subprojects, an outline of the application and approval process, and information on how to get detailed information. It should also indicate the willingness of AID to accept applications in Sinhala or Tamil, rather than English, if this is correct.

A further problem in expanding the list of PVOs funded was raised by a project committee member concerning applications from new PVOs or PVOs with which they are not familiar. The committee may feel uncertain of the capacity of the PVO to manage a grant. There is a vicious cycle. On the one hand, there is reluctance to approve a grant for such a PVO they do not know. On the other hand, they are unlikely to get to know much about that PVO if they do not at first handle at least a small grant.

For such PVOs, the evaluation team believes it is appropriate to ask to examine accounts and audits of the organization, make contact with any organization from which they have previously had grants, or, in the case of very new organizations, find out about the background and organizational experience of the key operational officers. For an organization which has not previously handled a substantial grant, it would also be appropriate to test them and give initial grant management experience. This could be done by considering only an initial small grant or by approving a project with two phases, with the second larger phase contingent on satisfactory performance (in terms of both accounts and program management) during the lower level of funding in the first phase. If this is done, an external management and performance evaluation would become the grounds for deciding for or against releasing funds for the later phase.

In summary it is hard to avoid the conclusion that, though funds have been available for PVOs through the project, which have thus far gone unused, some, perhaps many, PVOs which could use the funds effectively for the project purposes have not gotten access to them. There seems to be much potential energy which can be harnessed for small scale development projects through PVOs. If USAID and the GSL want to broaden the participation of PVOs beyond those which have received co-financing grants so far, any action must start at the level of effectiveness and competence the PVOs now have. Particularly many lack any experience in proposal preparation, development project design, managing project accounts, and reporting in the ways necessary to manage grants. It raises the issue of whether this project, possibly in concert with other donors, should take some initiatives to build this aspect of PVO competence.

4. Local Community-Based PVOs

The project paper anticipated that as time went on, there would be an increasing number of small subproject grant applications from small, community-based non-government organizations, of which Sri Lanka has many. This is a matter apart from the question of other national and regional PVOs.

In fact, the project has not evolved a mechanism to channel such smaller subproject grants to the localized PVOs. It would not be even remotely possible for AID to give the needed intensity of staff time (by the PVO Officer, by the Project Committee for approval, and by the Controller's office) that would be necessary to directly manage such small grants. The only way it could be done would be through some intermediary organization which assumed the roles of receiving proposals, processing them, monitoring them, preparing accounts, and reporting.

Such a program of very small grants to community-based PVOs was apparently administered successfully by the Children's Secretariat of the Ministry of Plan Implementation using a fund from UNICEF. Fairly simple, but strict and uniform standards were used defining the type of projects which could be funded, the application process, and the accounts submitted. One could argue that this is a part of what Sarvodaya is doing now under the Indigahena Project and the Coastal Communities Project, where funds are made available which must in some way be matched by the input of a Shramadana Society or other village organization for small scale physical infrastructure.

The main arguments for such "micro-grants" are:

- Though they would be impossibly expensive for AID to administer, when simplified and administered by a local organization, they can be quite cost-effective, because they rely locally on purely volunteer inputs and substantial community inputs.
- If such micro-grants proved workable, it would certainly fit directly into the project purpose, creating opportunities "for local communities to participate in their own development".
- The use of such very small grants can be an important instrument for developing the capacity of existing community organizations.

Recommendation: We recommend that USAID consider funding one or more PVOs or PVO umbrella organizations with a co-financing subproject grant to administer a small experimental program of "micro-grants" to small, community based organizations concentrated in a geographic area, such as two or three adjacent districts. "Micro-grants" might range in size roughly from \$500 to \$5000. Subproject grants for such a program probably should not exceed \$50,000, or could be tranchered, until the PVO administering them has proven it can do so effectively.

For the micro-grants, simplified procedures for application, reporting and accounting would be required. Most transactions would probably not occur in English. Criteria for awarding the micro-grants should be strict and uniformly applied. The PVO administering the program would be responsible for processing applications, monitoring, and reporting to USAID.

5. Dealing with Umbrella Organizations:

At least two subproject activities have been proposed here for which "PVO umbrella or consortia organizations" have been suggested as a possible organizational vehicle: (1) workshops, seminars, and training activities to build the level of PVO effectiveness in managing development projects, and (2) managing a subproject consisting of micro-grants to community-based PVOs.

To the best of our knowledge, there is no single, strong PVO umbrella organization which is the logical organization to conduct such activities. However, there are several such organizations whose members are other PVOs, including the Sri Lanka Women's Conference, the Central Council of Social Services, the National NGO Council (focused particularly on Rural Development), the NGO Water Decade Service, and the Coordinating Secretariat for the Plantation Areas (Kandy). We also note that not all of these umbrella organizations are yet registered as approved charities with the GSL, which USAID requires to receive a co-financing grant.

There are also several major national organizations, which have an umbrella-like relationship with affiliate local or district organizations, which have varying degrees of independence from the central organization; some of these have already received co-financing grants. These include the Lanka Mahila Samiti, Sarvodaya, YMCA and YWCA and YMBA. (Descriptions of these organizations can be found in the booklet, "Development Consortia in Sri Lanka," by Vijitha Fernando and J. Henry de Mel, sponsored by PACT.)

The approach to any of these organizations might be in several ways. It could be by a direct visit to several of the organizations, by a letter sent to all of them, or, if the recommendation concerning a brochure on the co-financing grants is followed, by mention in the brochure. It could be fairly factual and low key, simply informing them that co-financing subproject grant applications can be considered for building PVO project implementation skills and for managing very small grants to local community-based PVOs. There should be no persuasion to submit such applications, but some capable organizations might be informed of the opportunity; if none respond, the idea could be dropped.

6. Types of Projects which are More/Less Effective:

The Scope of Work asked us to comment on which types of subprojects are more or less effective as a guide to considering future project applications or the focus of any follow-on project.

There are a number of subprojects which have struck team members as particularly effective in accomplishing useful objectives. This list would certainly have to include the LMS Small Enterprises subproject, the OEF support to the Women's Bureau Small Enterprises activity, and Diyagala Boys Town. It would also have to include the two very different "integrated projects", Save the Children at Meegoda and Sarvodaya's Indigahena subproject. And though the project is too early in its implementation to be sure, the Nation Builder's Nagadeepa Water Management subproject may have the largest economic impact on an area of any of the projects.

In spite of these projects which were particularly effective in some respect, there are no clear categories of projects which the team viewed as more or less effective than others.

Particularly, the fact that the two women's small enterprise subprojects seemed to be particularly successful does not necessarily mean that other organizations with different capabilities and strengths could replicate them. Or though the water management project may have a substantial economic impact for a relatively low cost, this is not the type of project which all organizations could take on effectively.

In a follow-on Co-Financing Project, we would hope that roughly the same range of objectives would be supported as in the current project. In any case, to be effective, the projects must originate with the PVOs taking into account their unique interests and capabilities and what they think they can do effectively. Whether the subproject objectives, the project design, the project circumstances, and the PVO are suited to each other should be the issue considered in subproject approval as much as whether the general category of project is most effective.

VII. CONCLUSIONS AND RECOMMENDATIONS

Achievement of Project Purpose and Objectives

Conclusions:

- ** The PVO Co-Financing Project is meeting its purposes of creating or enhancing opportunities for local communities to participate in their own development.
- ** The project has had positive impacts related to each of the different project objectives, except one. No negative impact has been identified. The following are particularly noteworthy:
 - (a) Agricultural Production. The main impact on agriculture is through agricultural training of young men and women, subprojects and project components dealing with home gardens, and a subproject to develop the water management of a poorly functioning large irrigation scheme.
 - (b) Employment and Raised Incomes. Subprojects have created employment opportunities through promotion of small enterprises, through training in carpentry and other skills, and through direct employment on a reforestation project. Among the most interesting projects are two dealing with small enterprises of women.
 - (c) Collaboration of PVOs with Local Communities. The collaboration of PVOs with local communities is central to many of the subprojects, and in some cases seems quite effective. In most cases this has been through local organizations based on a model suggested by the PVO. This has been an effective way of working with communities, mobilizing local energies, determining local priorities, and constructing small scale physical infrastructure.
 - (d) Quality of Life. Though only one subproject (two grants) focused primarily on health, a number of subprojects have had health education components or activities which favorably impact on health and nutrition (latrine construction, water supply improvement, home gardens, and improving access to government health services).
 - (e) Participation of Disadvantaged Groups. Most subprojects are directly involving and guiding resources to the poor or disadvantaged. In several striking cases, the participants are extremely poor. Four subprojects have addressed problems of specific disadvantaged groups, including the physically handicapped and families displaced during the 1983 riots.

(f) Participation of Women. The project has an extremely good record among AID projects of effectively involving and benefiting women. Eight projects specifically focused on women, and eight more had substantial components focused on women or with high proportions of women participants. As a group, these have increased the incomes of women and have actively involved women as participants in decisions about the local use of project resources.

(g) Appropriate Technology. The project seemed to have a negligible effect on the objective of promoting local technical innovations and appropriate technology.

Recommendations:

1. The existing PVO Co-Financing Project should be continued through to its conclusion.
2. The team recommends that USAID and the GSL begin making plans for the continuation of Co-Financing of PVO development projects after it is no longer possible to fund such activities out of the present project.

Options for Project Continuation

Conclusions:

- ** The two basic options for the long-term continuation of PVO Co-Financing are:
 - (a) a follow-on PVO Co-Financing Project; or
 - (b) further extension of the present PVO Co-Financing Project.
- ** The purpose and objectives require little or no change from the present project. Though a number of suggestions are made for the operation and focus of the project, they require no change in the basic design or objectives.
- ** The proven sustainable annual level of grant commitments can be considered to be about \$900,000 per year for planning purposes. The pace of grant commitments hovered around \$500,000 per year for the first six years of the project. During the seventh year, commitments doubled to \$1.2 million. During the eighth project year (see below) commitments are projected to be about \$2.2 million.
- ** With the present PACD, it will no longer be possible to approve two-year subprojects after the date of February 1987, that is 30 months before the PACD. This assumes three months for the PVO to gear up subproject implementation and allows leeway for a three month subproject PACD extension.

Recommendations:

3. If it can be done within present agency policy, it is recommended that the existing PVO Co-Financing Project be extended for another five years to August 1994, increasing the authorization level by \$4.5 million.
4. If current agency policy does not permit extending the existing project, we recommend that work on a follow-on project begin as soon as possible, aiming to be ready to approve further grants at least by early FY 1988. This would involve an overlap between the two projects of about 18 months. We recommend that the project be for eight years at an authorized level of \$5.0 million.
5. We recommend that the Mission determine as quickly as possible whether a further five year extension to the existing project is possible. If it is possible, work on the extension should begin soon to avoid a period of uncertainty about whether new proposals can be entertained. If extension is not possible, work on the PID for a follow-on project should begin as soon as possible to enable authorization by early FY 1988.

Will Project Funds Be Spent?Conclusions:

- ** We consider February 1987 as the critical date by which the bulk of grant commitments (roughly \$2.2 million) must be made under the project. After that date, it will no longer be possible to make two year subproject grants in the expectation that the subproject can be completed before the project PACD.
- ** Most subprojects are of two or three year duration. Extensions of three months to one year have been required for nearly half of the subprojects. The above calculation of the critical date also assumes the PVO requires three months to gear up field operations after being notified of the grant approval.
- ** The project is considerably behind where it should be in the commitment of subproject grants if all project funds are to be committed in time to be used before the PACD. As of June 30, 1986, \$2,603,049 remains to be committed of the authorized \$6,483,000. Roughly \$400,000 could remain after the critical date for later commitment to small or short-term subprojects or for activities related to building PVO management and implementation capabilities. If the project is to be completed without an extension of the PACD, approximately \$2.2 million must be committed between now and February 1987.
- ** Though this would require a much higher rate of commitments than has been done in the past, there is some possibility that the \$2.2 million will be committed by February 1987, if everything

goes according to schedule. The pace of commitments increased considerably during the past project year, and there are now 13 active subproject ideas for which concept papers have been received or which are under discussion with the PVO Officer. These subprojects under discussion total \$2.6 million.

- ** By October 1986, the Mission should have a good reading on whether or not most of these commitments can be made without extending the PACD of the project. By October it will be virtually impossible for a new subproject idea to go through the whole approval process by February 1987.
- ** If the remaining \$2.2 million cannot be committed by February 1987, there is little doubt that it would be fully committed if the project were extended for six months to one year. However, the extension would have to be approved as early as possible, preferably by November 1986, to allow for the minimum six months lead time for planning and processing subproject proposals.
- ** We think the main reason that the commitments have been behind schedule is that, when the overall project was extended and the funding increased, the projection of the rate at which PVO subprojects could be approved was more than was justified by the performance to that time.

Recommendation:

6. We recommend that in October 1986, the Mission again assess the pace of commitments of subproject grants. If it then appears that more than \$600,000 will remain uncommitted by February 1987, an extension of six months to one year should be sought with no increase in funding to permit the commitment of remaining subproject grant funds after February 1987. Of course, if a prior decision is made for a five year extension of the project with increased funding, as recommended, this action will not be required.

USAID Project Management

Conclusions:

- ** Management of the project by USAID/Colombo has been well organized and has benefited considerably by the continuity of the Sri Lankan PVO Officer who has managed the project for several years. PVOs have commented repeatedly on the helpfulness of the PVO Officer, on the prompt replies to inquiries, and on USAID's willingness to consider any needed changes in the subproject or its budget. The PVO Officer monitors subprojects closely and follows up immediately if the PVO is overdue in submitting program reports, accounts, or evaluations.

Recommendation:

7. It is recommended that the management of the project by USAID and the GSL remain essentially as it is now.

Project Selection CriteriaConclusions:

- ** All subprojects addressed several project or mission objectives indicating that selection and approval of subprojects has been well within the topical guidelines.
- ** There appear to be a number of informal unwritten criteria that are important in the deliberations on subproject grant approvals by the USAID Project Committee. The fact that there is no clear consensus on some of these criteria presents several problems. First, they are not always applied in the same way from case to case as the committee membership changes. Second, there have been a couple cases where PVOs have spent considerable time designing and getting GSL approval for projects which were ultimately turned down on important criteria that the PVO did not know about. And, third, the PVO Officer is placed in an awkward position in dealing with PVOs preparing proposals.
- ** Recent Mission policy has been that subprojects must also fit the current Mission CDSS (Country Development Strategy Statement). This has made only a small difference in practice in the subproject proposals accepted or rejected on topical grounds. Several project ideas related to the physically disabled which might have been accepted earlier have been turned down at the concept paper stage; however, if projects related to physically disabled also fit other project objectives, they seem to be considered. All the emphases of the present Mission strategy, including the small enterprise/private sector focus, were already incorporated in the original PVO Co-Financing Project objectives.
- ** The Mission has tried to keep PVOs informed about the current CDSS focus. The PVO Officer explains this to PVOs making grant applications, and annual open meetings with PVOs have been held, the latest trying to encourage applications related to the small enterprise/private sector emphasis. This may have had an unintended consequence of contributing to a misimpression among some PVOs that a project focus (particularly health) which was favored earlier would no longer be accepted.

Recommendations:

8. The USAID Mission should identify and write down the informal criteria now used in considering PVO proposals. These should be included as part of the guidelines given to PVOs and to help guide PVO Committee deliberations.

Defining the Sustainability Issue

Conclusion:

** The selection criteria which has been the most difficult to apply consistently is referred to in the Mission as "sustainability". Committee members all regard it as important, but do not always agree on what is required of the PVO for different types of subprojects. One recurrent issue is whether it means PVOs must have a plan for each subproject to become "self-financing", that is, be able to continue without further outside donor support. (The issue is discussed at length at several places in the main text.)

Recommendation:

9. Regarding "sustainability" in the consideration of co-financing subproject grants, we recommend:
 - (a) that for PVOs whose main activity is a training institution or other service which is intended to continue indefinitely, a realistic plan to generate income to cover all or most recurrent costs be encouraged;
 - (b) for broad based or integrated projects where the PVO plans to phase out its development work in a locality over a fixed period of time, the focus of attention should be on the possibility of "sustainable results" in the community, such as financially sustainable and self-reliant community institutions, community assets, and viable economic activities, rather than "financial sustainability" of the PVO efforts; and
 - (c) accepting that a PVO targeting development work on the rural or urban poor cannot usually generate sufficient income from the beneficiaries to support the PVO to insist that the subproject itself become self-supporting may even divert energies away from achieving the subproject purposes. (The co-financing principle should still strictly be applied that the PVO must generate 25-50% of non-USAID contributions for the subproject from its own resources, the community, or other donors.)

Building PVO Project Implementation Capacities

Conclusions:

** There are several areas related to the management of development projects and grants which are a problem for some PVOs and which can be addressed. They include (a) basic project design, particularly designing project strategies which flow directly from well defined objectives; (b) project proposal preparation; (c) reporting, including both reporting to donors and identifying key project data which can be routinely collected during project implementation to monitor the progress of projects; (d) accounting; and (e) evaluation. These are particularly important issues in dealing successfully with donors, such as USAID.

- ** In spite of the team's positive impressions about the subprojects visited, there were several instances where a PVO had not addressed fairly basic issues faced by a project. These included, for example, helping participants plan for the imminent ending of PVO activity, and attempting to eliminate dependence of economic enterprises on the PVO.
- ** There seems to be very little discussion among PVOs about project design and implementation issues shared by many of them.
- ** Considerable effort went into organizing a major evaluation workshop for PVOs which took place in early 1986, as part of an effort (recommended in the previous mid-project evaluation) to help build the evaluation capabilities of PVOs. A PVO manual on evaluation is also being developed as a result. Participants seemed to view the workshop as useful, but it is too early to evidence any impact on subproject evaluations or reports. The team's impression is that a much more sustained effort will be required to improve PVO evaluations and make them useful management tools for the PVOs.
- ** There are several PVO umbrella organizations which might have the capacity to take on some capacity-building activities for their PVO constituencies, such as conducting training on rural development issues and promoting discussions among PVOs on common problems related to project design, and implementation, and grant management. To the best of our knowledge, there is no strong PVO umbrella organization which is the single logical organization to conduct these activities for all PVOs.

Recommendations:

10. We recommend that USAID use the PVO Co-Financing grants to take a more active role in building the capacities of Sri Lankan PVOs to implement development projects and increase the level of interchange among PVOs about development. Suggested mechanisms for doing this are series of workshops, seminars, and training sessions conducted by PVOs, PVO umbrella organizations, or training institutions. Such activities should not be restricted to those PVOs applying for or receiving USAID grants.
11. We recommend that the project be used to help PVOs develop their project design and proposal preparation skills using two methods: sponsoring workshops on project design and proposal preparation several times a year; and offering the technical assistance of a local consultant to help PVOs interested in having such help to think through their project design and prepare the project proposal.
12. We recommend that USAID continue to support activities to improve the use of evaluation by PVOs to improve their management effectiveness.

Subproject Reporting

Conclusions:

- ** After the previous project evaluation, a new format for subproject reporting was developed. A shift was made to requiring quarterly instead of six-monthly reports. Though some of the reporting seems fairly mechanical, PVOs seem to appreciate having a prescribed format.
- ** The section of the report for identifying and cumulating direct and indirect beneficiaries is regarded as ambiguous and confusing by some PVOs and by the evaluation team for reporting on "integrated" projects where an individual may benefit from more than one subproject activity.
- ** Many PVOs have had trouble setting up an accounting system that will satisfy USAID's reporting requirements. The PVO Officer and a staff member of the USAID Controller's office have visited many PVOs to help establish adequate financial reporting. The Controller's office is satisfied that substantial improvement has occurred over time.

Recommendations:

13. The use of the direct and indirect beneficiaries categories on the quarterly report format needs to be clarified for PVOs. It is particularly important to give examples of how beneficiaries are to be cumulated when some are involved in multiple subproject activities.
14. We suggest that USAID formalize the process of having someone from the USAID Controller's Office visit any new subproject grantee to explain the accounting requirements and help them get their accounting system set up before the project gets underway.

Range of PVOs Funded

Conclusions:

- ** Though the project purposes and objectives are being realized through co-financing grants which have been given, the range of Sri Lankan PVOs which have been funded is fairly narrow. The 29 subproject grants which have been given have gone to 15 PVOs, including 4 American PVOs. 65% of the grants and 92% of the grant funds have been for co-financing grants exceeding \$30,000. Average subproject grant size is about \$130,000.
- ** As we interpret these statistics, most project funds have gone to a fairly small number of PVOs which have developed the capacity to manage relatively larger PVO projects and relatively large amounts of funds. We believe the project has not reached its potential for improving the capacity more broadly among national and regional PVOs to manage development activities and funds.

- ** Factors which have limited access of medium-sized national and regional PVOs to co-financing grants are the following: Relatively few have the capacity now to manage grants of \$100,000 or even \$50,000. Many now have more of a welfare orientation than a development orientation. There seem to be no regular channels by which reliable information about the grants reaches those PVOs. Even if they have the capacity to effectively and economically use a grant, they may be intimidated by the process of preparing a project proposal. Particularly those based outside Colombo may find the prospect of pushing a proposal through USAID and GSL office overwhelming.
- ** There has not been as much use of the co-financing funds by American PVOs in the collaborative way the project paper anticipated to help build the capacities of Sri Lankan PVOs. Four subprojects involved substantial collaboration between US and Lankan PVOs. Two of these collaborations were notably successful. One collaboration was particularly unsuccessful, resulting in termination of the grant and transfer of the subproject wholly to the Sri Lankan partner.
- ** The project paper anticipated that five US PVOs would have received one or more subproject grants by the end of the project. To date, four US PVOs have received 8 subproject grants. A fifth US PVO is in the process of developing two new subproject proposals. One of the US PVOs carried out several subprojects successfully, but often had difficulty meeting the minimum non-AID contribution requirements.

Recommendations:

15. We recommend that USAID make a low key, but concerted effort to expand the list of national and regional PVOs applying for Co-Financing grants for development projects.
16. We suggest that under the project extension or the follow-on project, USAID produce a brochure simply describing the co-financing grants. These could be given or sent in response to initial inquiries and distributed through umbrella organizations or other agencies dealing with PVOs. It should specify the types of projects which can and cannot be considered (with examples), the criteria for selecting subprojects, an outline of the application and approval process, and information on how to get detailed information. It should also indicate the willingness of AID to accept applications in Sinhala or Tamil, rather than English, if this is correct.

Reaching Local Community-Based PVOs

Conclusion:

** The project paper anticipated an increasing number of applications for small grants directly from local, community-based non-government organizations, of which Sri Lanka has many. However, no grants to such organizations have been given, unless Sukitha Welfare Society is included. It would be virtually impossible to administer many such small grants with each being processed by USAID and the GSL in the same way that the existing grants with larger PVOs are processed. The only obvious way it could be done under the existing project structure is through subproject grants to a larger PVO or PVO umbrella organization.

Recommendation:

17. We recommend that USAID consider funding one or more larger PVOs or PVO umbrella organizations with a co-financing subproject grant to administer a small experimental program of "micro-grants" to small, community based PVOs concentrated in a geographic area, such as two or three adjacent districts. For the micro-grants, simplified procedures for application, reporting, and accounting would be required, and most transactions would probably not occur in English. Criteria for awarding the micro-grants should be strict and uniformly applied. The PVO administering the program would be responsible for processing applications, monitoring, preparing the accounts and reporting to USAID. "Micro-grants" might range in size roughly from \$500 to \$5000. Subproject grants for such a program should probably not exceed \$50,000 until the PVO administering them has proved they can do so effectively.

Types of Projects which are More/Less Effective

Conclusion:

** Though a number of subprojects have been visited which the team regarded as particularly effective, we have not been able to identify clear categories of projects which the team viewed as more or less effective than others. Whether the subproject objectives, the project design, and the strengths and weaknesses of the PVO are suited to each other seem to be key factors in project effectiveness more than the identification of particular project types.

Environmental Impact

Conclusion:

** No instances of detrimental effects on the physical environment from project activity were observed, and at least one project is making a positive environmental impact through reforestation.

A N N E X E S

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<u>PVO</u>	<u>Project</u>
1. Diyagala Boys Town, Ragama	Training in agriculture, Livestock breeding and care.
2. The Overseas Education Fund of the League of Women Voters (OEF/LWV) and Women's Bureau of Sri Lanka.	Extension services for Rural Women in Family Health and Income Generation
3. Yahapath Endera Farming Center Talgashena, Hanwella	Training of Women in Agriculture and Animal Husbandry.
4. Lanka Mahila Samiti	Guiding Rural Women in family Health.
5. Sri Lanka Overseas Foundation (SLOF) with Lanka Jathika Sarvodaya Shramadana Sangamaya as the implementing agent.	Indigahena Village Development Project
6. US Save the Children Federation (SCF)	A Community Based integrated semi-Urban Development Program in Meegoda on the eastern boundary of Colombo District.
7. Marga Institute	Experimental Village Development Project.
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10. Lanka Mahila Samiti (Sri Lanka Women's Group)	Program for Small Enterprise Development.
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| 13. All Ceylon Buddhist Congress | Vocational Training Program for Disadvantaged Young People. |
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PVO: Diyagala Boys Town, Ragama

Project: Training in agriculture, livestock breeding and care. Training in technical skills

Agreement No: 001

Funding: USAID \$350,667
Counterpart \$169,470
Total \$520,137

Date Started: November 27, 1979

PACD: September 30, 1983

Project Description: Provides for expanding, improving and operating the three-year training program in agriculture and livestock breeding and care. The number of resident trainees were to be increased from 360 to 1000 and seminar participants from 400 to 720. The training was originally to have been provided at seven centers but later the project was amended to concentrate training at three centers and to maintain the other four centers as satellites to one or the other of the three main centers.

Facilities & Type of Training:

(1) Facilities.

Ragama Center : 160 Acres - Agricultural farm, Poultry buildings, Piggery buildings, Dairy buildings, Workshops for carpentry, lathe work, welding, masonry and residential facilities for about 500 youths.

Pallama, Chilaw Center : Farm (paddy & fruit cultivation) and residential facilities for about 150 youths.

Nuwara Eliya Center : Livestock farm, and residential facilities for about 100 youths

(2) Type of Training:

Total period of 4 years - Year 1 at Ragama : Training in agriculture and technical skills.
Year 2 - 6 months at Pallama : Training in paddy and fruit cultivation.
Year 3 - at Ragama : Special training in an area selected by the youth, e.g., Technical skills (carpentry, welding, masonry, etc.), agriculture (cultivation, animal husbandry)
Year 4 - at Ragama : Specialized, on the job, production training (produce for marketing).
Planned intake: 100 youths per year.

A. Impact

Strengths: A very well organized farm and technical school which has plenty of potential for systematic formal training.

The training programs are focussed on under-privileged destitute youth.

The project is a self-sufficient, self-sustainable and profitable venture that could continue on its own; supporting its training costs from its income.

Young men are paid a monthly allowance for the productive work they do. This has enabled them to save some money and have some cash resource at the completion of training. At graduation, youths have received amounts varying from Rs.2000 - 9000, after deducting for food, lodging, medical care, etc.

Most of the youth secure employment after the completion of training. Many private agencies have made inquiries about the trained youths, especially about those who are trained in technical skills.

The "shop" managed by the project to sell its produce provides a service to the area.

Shortcomings:

The youths who take the specialized agriculture program do not get job opportunities like those who do the technical program.

At early stages of their training, some youths receive very little or nothing as their monthly allowance after deductions.

The farm does not provide an effective extension service in agriculture and livestock farming to the villages around it.

Although it was envisaged to expand the intake of youth from 360 to 1000 in the project proposal, this has not been realized.

B. Conclusion:

This is a very well organized farm and technical school, but it can provide even better service to the youth and the community.

C. Recommendations:

It may be useful to increase the annual intake of trainees.

The farm should consider expanding its extension services to other areas, especially the provision of good quality planting material and livestock breeding.

PVO: The Overseas Education Fund of the League of Women Voters (OEF/LWV) and Women's Bureau of Sri Lanka.

Project: Extension services for Rural Women in Family Health and Income Generation

Agreement No: 003

Project Manager: Ms. Dian Svendsen

Funding :	USAID	\$ 200,000
	OEF	\$ 2,899
	GSL	\$ 119,602
	Total	<u>\$ 322,501</u>

Location: 24 Districts in Sri Lanka

Project Description: The project objectives were to:

a. Establish two one-month training courses; train ninety-six selected Government Development Officers (DOs) of the Ministry of Plan Implementation currently assigned to 24 Districts to enable them to work with Village women in identifying needs/problems and planning improvement programs.

b. Develop and schedule seven months of field work for these DOs to plan, implement and evaluate health improvement projects and income earning skills with women in 288 Villages (3 Villages for each DO).

c. Develop a 6 month intensive informal education program in which two DOs and 20 Village women leaders will work with an additional 100 Rural women to increase their participation in personal and community development.

d. Prepare and translate two handbooks covering actual training and field work experience to be used by trainers and DOs.

Date Started: August 12, 1980

PACD June 12, 1982

WOMEN'S BUREAU PROJECTS: MATARA & KALUTARA DISTRICTSEnterprises Continuing After Three Years

Type of Project	District	
	<u>Matara</u>	<u>Kalutara</u>
Poultry Farming	05	31
Dairy Farming	30	19
Goat Raising	04	-
Coir Industry	243	-
Pottery	34	-
Horticulture (cut-flower)	13	10
Home Gardening	59	30
Sewing	44	40
Tea Nursery	01	-
Tea Collecting Center	11	-
Lace Making	08	11
Bee Keeping	-	15
Coir Mattress Making	-	01
Total No. of Projects Started	535	200
No. of Projects Dropped out	67	43
No. of Existing Projects	468	157

- Progress to Date: - Has completed training of 96 DOs attached to the Women's Bureau, and 96 AGAs.
- Has produced the training manual "Training Activities for Group Building, Health and Income Generation - Navamaga".
 - Has trained 3000 rural women as planned.

A. Impact:

Strengths : The training given to 96 DOs and AGAs has created a network of Officers trained to assist women in development activities. This has created an awareness among government officers about the necessity of helping rural women, which in turn has resulted in more effective delivery of government services to rural poor women. "Trained DOs have a better and more effective approach when communicating and working with people", asserts the Director of Women's Bureau.

Out of the 200 income generation projects started in Kalutara District, (as a pilot project) 157 projects were functioning at the end of the year 1983. There are 38 projects being run successfully as of 1986.

Training of rural women in income generation, family health and nutrition, etc. has improved the knowledge and awareness of rural women. Women in some areas have been selected to receive financial assistance for income generation activities from other agencies because of their training under this project. In Matara District, 535 women received financial assistance for various types of income generating projects from the Swedish International Development Agency (SIDA). 468 of these projects are in operation now.

These rural women who come for training classes have also gained knowledge about the functioning of Government machinery. This has helped them to develop better access to high government officials.

Some of the women who received training were selected to visit India in the Rural Women Leaders Exchange program funded through a separate grant. Most of the women have taken part in various District functions. This has helped to develop the level of participation and the competence of the women.

The quality of life of the women who are running successful income generating projects, has improved (e.g., Matara Coir project and Panadura Sewing project). They have bought household equipment, jewelry, etc. with their earnings.

In some places the women selected for the projects had the advantage of background knowledge and experience before they entered training. (For instance coir work in Pathagama Village in Matara District is a traditional cottage industry. At Panadura the sewing woman contacted had been trained earlier in sewing). Therefore they run their projects quite successfully.

Extremely good follow-up work has been done by Government Officials whose activities and resources continue even after the funding terminated.

Shortcomings:

Some DOs who received special training under this project have been transferred out of the Women's Bureau. Though their training may be of use in their new positions, it no longer serves the intended subproject purpose. However, the training materials developed under the project should be useful in training DOs who replaced them.

Although rural women were trained and assisted in income generating projects, there seems to be no institutional/organizational arrangement for the women to work as a group. This may be important to the sustainability of the project. (The project women who had joined the LMS at Matara are doing well in their activities). Although the initial capital or part of it has been provided for the income generating projects, there is no system available to obtain assistance for working capital. Some women who have obtained bank loans now find it difficult to pay back the loans (e.g Panadura Dairy project). If the assistance were given in a form of credit, a revolving fund could have been organized. LMS Matara has a fund like this.

Participants claimed that some activities were too small scale to be economically viable, e.g poultry with only 50 chicks.

A comprehensive feasibility study should have examined the economics of all the projects, especially the marketability of the produce. Some projects were closed down as there is no regular market for the produce, e.g., lace work and cut-flower in the Kalutara District.

It appears difficult to focus this type of project on very poor women. They need to use their income for immediate consumption and find it difficult to invest.

B. Issue:

The GSL no longer seems to have the same commitment to the program supported by the subproject, however successful it seems to have been. The emphasis of the Women's Bureau is changing from income generation to awareness creation among women partly in response to what they see as donor funding priorities. This may cause a change in the duties of trained DOs. The training already given and the training manual may not be as relevant to the new activities.

C. Reporting & Evaluation:

Comprehensive reports and records are maintained in the District Kachcheris about the project. Several evaluations have already been done.

D. Conclusion

The training program organized for DOs and rural women has been quite useful. Even though formal GSL support is diminishing, there remains a high degree of interest, activity and enthusiasm among those associated with the program. It has been a good start for women in development in Sri Lanka. If similar activities could be continued, they would enhance the capabilities of Sri Lankan rural women further.

E. Recommendations:

The training manual is excellent and should be made use of to train more DOs and rural women. Sinhala and Tamil copies should be made available to PVOs doing similar activity.

An institutional/organizational arrangement may be introduced for the women who have received training and are starting enterprises. A revolving fund also may be coupled with this.

Successful project women may be used as facilitators/energizers in their respective areas.

PVO: Yahapath Endera Farming Center,
Talgashena, Hanwella

Project: Training of Women in Agriculture and
Animal Husbandry

Agreement No: 005

Project Manager: Sister May Christina (Superior)

Funding: USAID \$ 29,763
PVO \$ 8,237
Others \$ 3,000
Total \$ 40,000

Date Started: January 13, 1981

PACD: January 12, 1982

Project Objectives: To provide for the expansion and improvement of the Center's facilities for training young women in agricultural skills, by providing urgently needed equipment and establishing a model farm.

Facilities available and Type of Training:

- (1) Facilities: 180 acres of land (100 acres under coconut; 40 acres under rubber; pasture and cash crops such as coffee, pepper, etc., cultivated as intermediate crops). Large buildings for poultry, pig-keeping and dairy activities. Residential facilities for about 60 women.
- (2) Type of Training: Total period of training is 18 months.
 - 6 months training in Agriculture
 - 6 months training in Pig-keeping
 - 6 months training in Poultry-raising

Intake is about 35 women in each batch.

A. Progress to Date:

The USAID grant was used for the following items:

- (a) Construction of two bio-gas plants.
- (b) Purchase of a four-wheel tractor with trailer.
- (c) Purchase of an electric generator (40 kw).
- (d) Printing of training aids.

One bio-gas plant is in operation. The gas is being used for cooking meals of resident trainees. The four-wheel tractor and electric generator are also in operation.

B. Impact:

Strengths: This project has supported a well maintained and well organized farm that stands as a model farm in the area.

The farm is a self-sufficient, viable enterprise which could continue in the future and support training activities.

The training programs focus on rural, poor young women.

Residential facilities for the women are satisfactory.

The center has also provided employment opportunities for the villages around the farm (40 permanent laborers and a considerable number of casual workers).

Shortcomings: Although it was mentioned in the project proposal that training also would be given in batik-making, silk, and manufacturing of garments, those sections have now been handed over to a company to be run as private enterprises.

There is no follow-up on the trainees who pass out after training. The Center has little information on what happens to its graduates. It may be worthwhile to find out how the trainees make use of the training they receive.

Although the women trainees are engaged in productive activities as part of their training, raising and caring for pigs, cattle, and poultry, no payment is made to them for the services they do. They only get free training, board and lodging.

Although it was proposed to institute a revolving fund for the women who complete their training to obtain loans as capital for self-employment projects, this is not being done.

The Farm does not provide extension services to the villages around the farm.

C. Issues:

The Training Center finds it difficult to recruit its target number of trainees each year, although it is not clear why this is so.

D. Conclusion:

The Training Center is well organized, and therefore it has the potential to benefit an increased number of women.

F. Recommendations:

1. The Training Center may pay a suitable allowance to the trainees for the work they do. This would help them to have savings on the completion of training and it could be used as a partial capital fund. This type of payment also would help motivate more women to join.
2. The Center may also try to formulate its training program so that its certificate or diploma is accepted as evidence of sound training.
3. A follow-up program for the trainees who pass out should be started to assist them in finding agricultural employment and to help the Center evaluate its program.
4. The Center might also start an extension service, that would be beneficial to the villages around the farm.

PVO: Lanka Mahila Samiti (LMS)
 Project: Guiding rural women in family health
 Agreement No: 006/011
 Project Coordinator: Ms. S.C. Wijeyesekera

Funding:	<u>Phase I</u>	<u>Phase II</u>	<u>Total</u>
USAID	\$22,500	\$56,250	\$ 78,250
LMS	\$16,000	\$25,000	\$ 41,000
Total	<u>\$38,500</u>	<u>\$81,250</u>	<u>\$119,750</u>

Location: 13 (out of the 24) districts of the country.

Project Description: This project supported a team of nearly 100 health workers whose functions were to guide rural women in family health with special emphasis on family planning motivation.

	<u>Phase I</u>	<u>Phase II</u>
Date Started:	May 1982	May 1983
PACD:	April 1983	April 1984

A. Background and Objectives of the Project:

Health has always been an important component in the activities pursued by the LMS. In this, as in many other areas, the LMS has seen its own efforts as being complementary to that of the Government. A district 'administration' working closely with autonomous village-level samitis (societies) has been its framework of operation.

In 1980, the LMS selected 100 members from an equal number of village societies for training in health care. They were, as far as possible, selected from the more 'backward' areas of the country where even rudimentary health facilities were not readily available. Apart from these Health Workers, 10 Supervisors were also trained.

The Family Health Bureau of the Ministry of Health conducted the training which lasted three weeks for each of the groups into which the total number was divided. This period was followed by a spell in the field. The topics covered by the course included the following: Nutrition, Ante-natal care, Family Planning, Communicable Diseases, Immunization and Dental care. This project was an attempt to use the training so acquired for the benefit of the regions from which the Health Workers were drawn.

Phase I of the project lasted for an year. It began with a refresher course and thereafter the Health Workers were expected to undertake a series of tasks in 4 villages covering 300 households. The first of these was to survey and record the basic health practices of, and the family planning methods followed in, each household. This was to be followed by regular visits during which families would be given information on better health care, on the advisability of planned parenthood and on the use of the health facilities provided by the government.

The Health Workers and the Supervisors were paid an allowance during this period (Rs.200 and Rs.400 per month respectively) and their work was monitored by the "administration" with overall responsibility assigned to a coordinator.

During Phase II, additional responsibility in the form of a few more villages and a further 150 households was assigned to the Health Workers. (There was some turnover at this point; some had resigned, a few had been discontinued and the new recruits had to be trained). After the project ended, as members and nominees of the village societies, they were expected to work for a period as health volunteers.

B. Evaluation, Reporting & Management:

An Evaluation Workshop was held after the project had been in operation for 6 months. Experiences were compared and results were assessed. At the end of an year, it was felt that more than 25% of households had shown improvement in their health practices. After a further year the figure had risen to 50%.

An independent evaluation was done at the end of the project. It concluded that health workers of the LMS had had a decisive influence in the following areas.

- (1) Construction of latrines.
- (2) Level of contraceptive use.
- (3) Attendance at pre-natal and post-natal Clinics.
- (4) Level of immunization.

It also concluded that Health Workers had developed a very favorable image and that they had considerable influence on the health decisions of the household. However, it was pointed out that their effectiveness tended to be somewhat diminished in villages which were at some distance from their own.

In discussion with LMS officials, we pointed out that a previous assessment had given this project a high rating for goal management but that the same level had not been said of their reporting. We were reminded that functions such as reporting were handled by people who had little experience of these tasks, and who were essentially volunteers.

C. Impact:

The evaluation referred to above is quite explicit about the achievements of this project and we have no reason to challenge its conclusions. It is clear that the project has benefited greatly from the organization of the LMS at the levels of response, discipline, supervision and so on. At the same time the project has led to heightened activity in some village level societies as well as to the creation of new societies.

If we refer to a shortcoming it is to the inadequacy of data and records, particularly for the purpose of making reviews and assessments after a period of time. The value of the project would have been enhanced considerably had these features been incorporated into its design.

How many Health Workers continue to work as volunteers two years after the project ended? Some do and some don't. Clear figures were not given though estimates based on district perceptions appeared to indicate that the majority were active.

The Primary Health Care strategies recently initiated by the Government have been such that volunteers have a distinct role to play in health care at the village level. It seems reasonable to suppose that the Health Workers of this project are playing such a role in their respective areas.

PVO: Sri Lanka Overseas Foundation (SLOF) with Lanka Jathika Sarvodaya Shramadana Sangamaya as the implementing agent. Project taken over by Sarvodaya in October 1984

Project: Indigahena Village Development Project

Agreement No: 008/024

Project Coordinator: Mr. K.I. Chandrasekera (current)

Funding:	USAID	\$ 87,065
	Sarvodaya	\$ 22,873
	SLOF	\$ 15,000
	Total	<u>\$124,938</u>

Location: Selected villages around Deniyaya in the Matara District.

Project Description: The purpose of this project is to improve the 'infra-structure' of 10 villages (later reduced to 9). Volunteer labor is seen as the principal instrument through which this is to be achieved.

Date Started: March 29, 1982

PACD: March 28, 1985 (extended first to March 28, 1986 and then to September 30, 1986)

A. Background and Objectives of the Project:

This project began through meetings which took place in the USA between Sarvodaya and the SLOF. The latter felt it would like to assist Sri Lanka in the area of village development and Sarvodaya was willing to execute the project.

SLOF saw Sri Lanka's villages as suffering from several drawbacks: There was no specific plan for the development of agriculture; the infrastructure was inadequately developed; governmental assistance was poorly coordinated; development programs did not go on until a self-sustaining status was reached and so on. The SLOF may have had its own perceptions about how these problems should be addressed but its circumstances - particularly its scattered membership - left it no option but to leave it to Sarvodaya to formulate a detailed work plan.

Such a plan was eventually developed and included the following elements.

- (1) Conservation of the environment.
- (2) Developing water supply systems.
- (3) Increasing the food supply through the twin strategy of promoting home gardens and developing pre-schools, both as centers of production and as centers of instruction and assistance.

- (4) The construction of 100 houses and 250 latrines.
- (5) Supporting primary health care and immunization programs, and setting up a health clinic.
- (6) Building roads.
- (7) Setting up pre-schools, adult education programs and libraries in every village.
- (8) Establishing a tea nursery.
- (9) Promoting community shops.

Recreation and conservation of energy were the other activities covered by the plan.

In addition to these areas of activity, the project also included a program of training which had three components. Twenty youths (2 from each village) were to be given a training of two weeks in community leadership. 20 girls, again 2 from each village, were to be trained in pre-school management. And a vocational training program sought to give training in carpentry to 50 youths, in masonry to another 50, while 100 women were to be trained in dressmaking and cottage industries.

While it is not very clear which block of funds were to cover which set of activities, the statement is made at one point that the SLOF is to be responsible for "technical assistance facilities, services and operating costs". The USAID contribution was to look after construction and agricultural inputs.

B. Progress thus far:

The project ran into trouble early on. In the words of the previous evaluation, "a weakness is the lack of experience in managing such projects by the grantee...". However, at the end of the first year these problems appeared to have been resolved and the project was on course.

Unfortunately, this was not for long. A report submitted to AID in September 1983 records the statement of the Project Officer that 'SLOF has not given any technical assistance nor had the project received any funds from SLOF to date as their contribution to the project'. Reports from Sarvodaya indicated that the project was at a standstill and this is confirmed by the correspondence between the expatriate Project Officer at Indigahena and the Executive Vice President of SLOF.

SLOF, on the other hand, explained the situation very differently. It was, according to them, never intended that the \$15,000 which was their commitment to the project should be a contribution in cash. It was rather to be in the form of 'voluntary labour' and technical assistance. To quote from a letter sent to AID and dated July 23, 1984 :

"It had been proposed that... a Pediatrician, a rural Engineer, an Environmentalist, for instance, could contribute to the project. However, Sarvodaya rejected this proposal insisting that all workers in the project had to be Sarvodaya trained and/or drawn from the Sarvodaya Technical Services".

After another offer had been similarly rejected, SLOF apparently came to the conclusion that it had no 'active role' to play in the implementation of the project. Eventually, in August 1984, the agreement with SLOF was terminated by AID and a new one was drawn up with Sarvodaya for the continuation of the project.

Despite these problems, the program of work was pursued without too much curtailment. Shramadanas were organized in all villages for road construction. Pre-schools were established in all villages but one. The house construction targets were exceeded and we were told that this would have been so for latrines as well if more money had been available. Water supply schemes of one type or the other were developed in most villages.

The many types of training offered appear to have been popular, particularly those which gave access to gainful employment. The Clinic for mothers and children seems to have performed a useful service. The community Shops, however, never got off the ground, largely, it was said, because of a misunderstanding. The cost of equipment was to be regarded as a loan whereas the nominees were initially under the impression that it was a grant.

A feature of interest is that housing loans are linked to a revolving fund. Repayment has apparently been high, in some instances as much as 100%.

An important factor which has influenced the success of some of the activities in this project is the dedication of the staff at Sarvodaya's Center in the area. In some villages their efforts have been helped along by a lively shramadana society but not by any means in all.

C. Impact:

The program of work followed through in this project has clearly benefited the target villages in several ways. At times the benefit has been derived because it has been possible to organize and direct communal effort towards a public purpose (such as road building). At other times the resources available to the project have enabled it to provide opportunities for individuals to improve their assets or their skills. This latter set of activities, cannot be expected to succeed merely because resources are available. Such resources have also to be organized and their use has to be directed; this service Sarvodaya has supplied.

Since the majority of activities fall into the second category, some issues will inevitably be raised. In what sense and to what extent is this a project of "voluntary labour"? If the inputs are the decisive factor in the project, what does it leave behind, when in a few weeks it brings its activities to a close? Have these inputs stimulated village-level organizations in such a way that they can sustain themselves from here onwards? These are questions which time will answer and the answers will be of interest not only to the subproject but to the wider PVO Co-Financing Project.

Meanwhile, this sub-project has another issue of interest. An American PVO (albeit with a heavy complement of expatriate Sri Lankans) attempted to collaborate with a Sri Lankan one. The collaboration broke down on a simple issue: what one offered the other did not require and in time the former became redundant.

PVO: US Save the Children Federation (SCF)

Project: A Community Based Integrated Semi-urban Development Program in Meegoda on the eastern boundary of Colombo District.

Agreement No: 009

Project Manager: Dr. (Ms.) Nimali Kannangara

Funding:

USAID	:	\$ 158,044
GSL	:	\$ 54,509
SCF	:	\$ 133,000
Community	:	\$ 59,000
Total	:	<u>\$ 704,544</u>

Location: Selected villages in the Meegoda area.

Project Description: The purpose of this project is to use SCF's community-based integrated development approach to develop a cluster of villages with special emphasis on health, nutrition and income generation.

Date Started: May 18, 1982

PACB: May 18, 1985 (extended to November 30, 1985)

A. Background and Objectives of the Project:

SCF began work in Sri Lanka in 1979 with a shanty development project in Colombo. Within its community based approach, the specific goals of its Sri Lanka program were to bring about improvements in the following areas, in communities which had a high percentage of low income families: access to services provided by the government, educational opportunities, employment and income, health, environment, and community institutions. In pursuing this goal, its intention was to demonstrate the effectiveness of a 'functional' approach and also the possibility of the nationwide replication of this approach.

The Meegoda project was seen as a continuation of this broad strategy and was intended to cover the following areas:

- (1) Agricultural and livestock development with special emphasis on home gardens.
- (2) Health, including the training of health auxiliaries.
- (3) Public amenities such as playgrounds and roads.
- (4) Construction of latrines and wells.
- (5) Establishing a Community Center.
- (6) Income Generation.

Initially the project was to operate in 6 villages. They were regarded as 'semi-urban' because the expansion of greater Colombo was likely to reach the region in which they are located in the near future. In each village the program was to be implemented through a Village Development Committee (later to be called Community Development Councils).

The project may be said to have been initiated through a survey which attempted to establish a set of relevant facts. The participation of government officers in this exercise was a happy augury for the project. The sponsorship program, which began soon after, opened the door to community involvement and the program of work was prepared as a response of the community to its problems as identified by the survey.

B. Activities of the Project:

This program of work was followed through during a period of three and a half years, financed in part by the AID contribution. What follows is a brief account of a very broad sweep of activities.

The center piece of the health program was the Pediatric Clinics to which 10 households were invited each day for instruction and consultation. At the time the project ended, 72% of the target households had been covered by the clinics. Other elements included the health camps and the 6-month courses in health and nutrition which were attended by 38 young people.

2 day-care centers were established and more than a 100 children were enrolled in them. A large number of children were 'assisted to attend school'. Indeed, the figure given - 3970 - suggests that this is a very large percentage of the total school-going population in the 6 villages.

An Agricultural Demonstration Farm was established as the base on which agricultural activities were to be developed. The demonstration given at this farm and the corps of 15 Agricultural Assistants who visited homes, helped to promote the 130-odd home gardens which were eventually established.

The promotion of small industry was a major area of activity. Leather work was revived and in terms of income those who work in this area are perhaps the most successful. Food processing done by a group at the Beddegederamulla center is fast attaining the status of an independent economic activity. All those trained in mechanized carpentry have obtained employment. Juki industrial sewing has not been so successful; though 60 have been trained only 20 have found employment so far.

Other industrial activities were abandoned after preliminary exercises demonstrated that they were not economically feasible. Among these were the making of kabook 'bricks', the manufacture of squatting pans and roofing sheets, and industries based on coir and rubber.

A credit scheme covering animal husbandry and self-employment has 'gathered momentum' and its present status is apparently satisfactory. Out of 162 loanees who have used this scheme, only 4% have defaulted.

29 wells have been dug and 379 latrines have been constructed, squatting pans, roofing sheets and the timber frame being supplied. The Lorena stove has not been a success. Village footpaths have been cleared and otherwise improved, but there is no record of road construction by shramadana. None of the villages has managed to have its own playground.

SCF regards institutional development as perhaps its major area of success. Women's groups have been established in all villages and 4 out of the 6 are reportedly active. All major organizations are apparently represented in the Community Development Councils. SCF is quite pleased with their performances and an apex organization for these Councils has also been formed. The Community Development Assistants (CDAs), more than 60 of whom have been trained, appear to be publicists for the Councils apart from doing very valuable work in the area of health.

Five villages were added to the 6 which were originally selected and more recently this number has been increased by a further 10. The project, of course, goes on even though the USAID contribution has ceased.

C. Management, Reporting and Evaluation:

SCF has developed a well managed program, especially in the way in which it has utilized governmental services and resources. Of particular interest is the detailed and comprehensive way in which it has costed its activities and the implications that it is drawing out from this exercise for the survival of these activities after SAVE's withdrawal.

These concerns have also covered evaluation and monitoring. An evaluation was done at the end of the first year; a second one is in progress. Beyond these, SCF has given much thought to the type of evaluation best suited to its purpose. It may not have arrived at the final answers but it is clear that reflection on this problem has given meaning to the evaluations that SCF is called upon to undertake from time to time.

D. Impact:

The original proposal listed many items of activity; some of them have not been touched at all, or only marginally, during implementation. This observation may be of only academic significance since the project did in fact embark on a wide range of activities. It can hardly be maintained that it did not attempt enough; the issue therefore is not whether its initial objectives were unrealistic but whether it has made any positive gains.

Health is perhaps the area of biggest impact. It is true that the major goal has been instruction and motivation but as elsewhere, service (in the form of clinics) has been the capsule within which education has been swallowed.

As for attempts to increase income the picture is not very promising. Agriculture holds out little hope; in fact the energy expended so far has not brought a commensurate return. At a first glance small industry seems more hopeful, for nearly 100 people have benefited from ventures of this type. Even if we take individuals as equivalent to households, the project has, through this set of activities, only changed the income of 3% to 4% of households.

In some circumstances an increase of 3% to 4% in terms of livelihoods is a substantial one. Unfortunately it will not be so regarded here. In terms of income generation and employment creation, this project would have to be ten times its size for the target population to give the project its approbation.

It is difficult to assess the strength of the CDCs without a much deeper investigation. Institutions of this type are abundant in the rural development history of this country - institutions promoted by outsiders in which village effort combines with external support to promote village well-being. They have, by and large, shown an inability to survive when the external support is withdrawn and the external linkage is attenuated. Some special characteristics must therefore reside in CDCs and mark them off from the common run if we are to be optimistic about their future. There is unfortunately no indication that the CDCs are special in this way.

PVO: Marga Institute
 Project: Experimental Village Development Project
 Agreement No: 013

Project Coordinator: Dr. S. Mananwatte (since April 1986)

Funding:	USAID	\$125,350
	Other	\$126,670
	Total	<u>\$252,020</u>

Locations: Walgampaya, Kelegama, Muigama, Pannala.

Project Description: This sub-project has four components. "It includes three proto-types of planned development at the village level, each formulated to deal with specific development needs arising from the socio-economic conditions of each particular village."

Walgampaya and Mulgama in the central hills and Kelegama in the North-western dry zone are the three villages. "In addition, the project includes a research-cum-action center which will develop a variety of models of multi-cropping appropriate for small agricultural holders, together with other forms of non-agricultural activity which would promote economic diversification at the village level within small rural communities". It was clearly envisaged that this Center, located near the market town of Pannala, would have a close relationship with the villages situated around it.

Date Started: 18 February 1983

PACD: 18 August 1985 (a duration of 30 months)
 Extended to December 31, 1986

A. An Outline of the Subproject:

A major premise on which this sub-project has been founded is the recognition that there is much in the way of "under-utilized and unused resources in typical village economies." It is a further assumption that considerable increases of income are possible "with relatively low inputs of investment". Replicability has been an important consideration in formulating schemes of development in each of the selected locations.

The activities promoted by the sub-project fall into some broad categories: There is an attempt to improve the foundations of agriculture - soil conservation, the uninterrupted availability of water and so on. The cultivation of the traditional crops - tea, coconut and paddy - have been supported and stimulated in different ways, inter-cropping being among them. The intensive cultivation of a variety of items, both traditional and unfamiliar, has been encouraged. Livestock rearing, bee-keeping and agriculture have been promoted.

Other areas of activity include crafts and rural industries, housing and related amenities and the creation of village-level associations. Training and the dissemination of knowledge was seen as an important component of the exercise, particularly at the Center at Pannala.

Within these broad options, each location has decided on its own emphasis and made its own selections of activities.

B. Progress to Date:

There are some obvious and immediate observations that can be made on this sub-project. Its progress has been somewhat slow; a rearrangement of its schedule has been necessary so as to give the sub-project 50% more time than originally provided. Under-expenditure has been particularly pronounced at Mulgama and Kelegama where around 50% of the budget remains unspent. While the impression is that the total expenditure has been divided between its two sources (Marga and USAID) in the manner intended in the original budget, there is no detailed confirmation of this impression in the papers that were made available to the Evaluation Team.

We shall now make some brief comments on each of the four locations. A wide range of activities was planned for Walgampaya - 15 in the original design. Most of these have been implemented, some with considerable success. Among these is the scheme to help tea small-holders both through immediate assistance towards the improvement of their yield as well as through longer-term measures to improve the quality of their holdings. In a similar way, farmers have been helped to bring the full extent of paddy land under cultivation and so to increase the output of paddy. (We were puzzled though by the rationale for the continuance of a subsidy on fertilizer when it has been discontinued by the State and where no phased withdrawal of the subsidy appears to be contemplated.)

It is perhaps, the Carpentry Workshop which must be regarded as Walgampaya's biggest success. The investment made on this Center has been recovered almost in full, 20 odd young Carpenters having been produced meanwhile.

While the training in floriculture has been enthusiastically received by several young women in the village, it is still too early to estimate how this training will translate into income.

The activities of the last three years have brought Walgampaya into contact with a variety of government agencies, some of them technical institutions. This is regarded as a great gain for the village. So also is the new institution that has been created - the Community Development Center. Future activities will be coordinated through the Center and it may also be the mechanism through which the Walgampaya approach is communicated to other villages. The Center is the apex organization for the associations which have been established for each economic activity.

Mulgama and Kelegama have somewhat different stories to relate. Of the many activities which those responsible for the Mulgama component of the sub-project attempted to develop, only two reached maturity. The Carpentry Workshop has achieved a success not unlike that of Walgampaya. It is just possible that it will continue as an independent entity when the sub-project is wound up and Marga withdraws from the village. The bamboo craft Center displays the same level of activity, but encounters much greater difficulty in disposing of its products. Consequently, its future is that much more in question.

The Evaluation Team did not visit Kelegama. We gather, however, that successes here have been as patchy and as infrequent as at Mulgama. The dry zone context indicated early attention to the tank; some gains were derived from this effort as from the livestock venture. The attempt to substitute another economic mode for the slash-and-burn cultivation favoured by the community appears to have evoked little response.

Much that is interesting is going on at the Pannala Center - Research and Experimental Center for Rural Economic Diversification (RECREDE) to give it its full name. Those immediately responsible are clearly giving it much in the way of dedication and enthusiasm.

The only activity in this Center which is of an 'industrial' character is the coir workshop now under construction. The other activities may be divided into two categories: there are those activities, such as the inter-planting of coconut with coffee, which are in no sense unknown or even unfamiliar, but which can do with a lot more in the way of on-farm experimentation. Such activities ultimately help decide on the best mixes for particular circumstances and conditions. Apart from this, there are a few activities which are relatively innovative.

The exploitation of the potential of both types of activities depends on two other activities - training and extension. It is in this sense that we were somewhat surprised to find that training received low emphasis (an important program having been discontinued altogether) and that no extension work is now undertaken despite the demand from surrounding villages. We were also puzzled by the limited impact which RECREC appears to have had on the three other components of the sub-project and the limited stimulus, which they in turn have provided to RECREC.

C. Reporting, Evaluation and Management:

Reporting in this sub-project has not been particularly prompt; in fact it has been necessary to draw attention to this requirement from time to time. This raises the question whether this sub-project received the monitoring, in both quantitative and analytical senses, which Marga could well have provided. Such support would have enabled the sub-project to identify the circumstances in which it should have changed course.

A comprehensive evaluation has however been done on the sub-project and this constitutes the main commentary on its progress. We commend this report and would draw attention to three of its observations:

- (1) The inadequacy of the groundwork on which the sub-project was planned.
- (2) The absence of on-going evaluation and monitoring.
- (3) The intensive management and supervision which village level activities should receive and which in at least two components has been received only intermittently.

D. Impact:

The major strength of the sub-project appears to lie in its training and extension elements; we doubt whether the institutions created at village level, except the carpentry workshops, will survive Marga's withdrawal. If this be so, what can be said about models, lessons and replicability? At the moment there are several questions relating to these issues which the sub-project answers only inadequately. These questions may be summarized thus: What has the PVO learnt through this exercise? To what regions of the country are these lessons relevant? In what way and at what cost can the approaches followed in this sub-project be replicated elsewhere?

E. Conclusion:

This is a project of considerable importance to the country; unfortunately it is difficult to avoid the view that it has lost its way.

PVO: Sukhitha Welfare Society

Project: Training Center and Sheltered Workshop for disabled women at Horana.

Agreement No: 015

Project Manager: Mr. B.W. Edussuriya

Funding: USAID \$ 70,000
Other \$ 64,767
Total \$134,767

Location: Horana

Project Description: This sub project covers the construction of three units - a Vocational Training Center, a Sheltered Workshop and a Hostel. The intention is to provide basic training in agriculture and home science as well as vocational training in a variety of trades and crafts to 25 severely handicapped and 50 mildly handicapped young women. The budget also covers the equipment for the three units listed above and the training of personnel abroad.

Date Started: July 23, 1983

PACD: July 23, 1985 (Extended to July 22, 1986)

Background to the Sub-project:

The Sukhitha Welfare Society runs a School and Home for mentally handicapped children at Galpatha (about 6 miles from Kalutara and 8 miles from Horana on the Kalutara-Horana road). Local support for the school and for its Honorary Director is strong and the demand for places is high. This demand is not confined to the region around Galpatha.

The present project is an extension of these concerns to disabled young women and took shape during 1982 - the Year of the Disabled. This complex is sited at Horana.

Progress thus far:

The work of construction is far behind schedule; by April 1986 only half the budgeted amount had been utilized. The Training Center has been completed and training has begun for 11 in tailoring and dressmaking and for 17 in elementary education.

The Sheltered Workshop and the Hostel have yet to be completed. An year's extension has been granted but it seems unlikely that the project will be completed by then. Reporting and accounts are also behind schedule.

There appear to be three reasons for this delay. The non-AID funds for this project have come in part from a well-wisher whose intention was to construct the Sheltered Workshop. However, as a result of conflict with the office bearers of the Society, he has stopped the construction and withdrawn his offer.

A second reason for the delay has been disagreements within the Society. There has also been a misunderstanding with neighbors - in this instance, the Assistant Government Agent's Office. This latter problem has now been resolved and the Society expects to settle its other problems and to get ahead with the work.

PVO: Lanka Jatika Sarvodaya Shramadana Sangamaya
 Project: Home Gardening for better Nutrition in the
 Galle District
 Agreement No: 016
 Project Director Mr. K.P. Chandrasekera
 Funding: USAID \$110,000
 Non USAID \$110,850
 Location: Galle District

Project Description: The project aims to provide support for improving nutrition in the Galle District through home gardening.

Specifically, it planned to establish and staff a training center/small farm to train 200 pre-school teachers and 100 senior public school students. Model home gardens, with tools, equipment, seed banks and nurseries were to be established in 100 pre-schools and 50 public schools, assisted by agricultural instructors. In addition, tools, equipment and assistance were to be given to 1000 village home gardens (10 for each pre-school). Sarvodaya planned a well to organize competitions among the public schools, pre-schools and individuals at village Gramodaya and District levels, produce an educational film on Home Gardening, organize weekend fairs, and set up 10 Community shops.

Date Started: July 25, 1983

PACD: January 24, 1986

A. Impact:

The main objective of the project seems to be to provide better nutrition to the poor. The participants are pre-school teachers and school children. The selection of participants seems to be very appropriate as they have direct contact with the adults in the villages and are in a position to convince them of the value of better nutrition.

There is also an impact on the beneficiaries as regards children's savings. Sarvodaya has been able to create an awareness among the beneficiaries, especially among children, regarding the importance of savings. The complicated procedures involved in opening savings accounts at the banks have been minimized by maintaining these accounts at Sarvodaya District Centers. Children have saved a total of Rs.80,000 through this project.

The positive impact of the home gardens seems to be more through better nutrition and home consumption rather than as an increase in family income. However, this is important as villagers usually concentrated mainly on one crop (i.e manioc or sweet potatoes, etc.). This pattern of planting seems to have changed as under the home gardens project the trainees are taught the nutritional value of various food crops and how to grow them.

The main problem for the future of the project seems to be the failure to generate an adequate income from the 18 acre model farm/training center. Though careful planning had been done by planting tea in 4 acres to generate an income to finance the residential training program, the tea has failed. Thus, expected funds for training are no longer available. Some other way of generating an income from the farm will have to be looked into. However, the training center has carried out a very systematic and well-balanced home garden training program, using appropriate, local practical methods.

B. Progress to Date:

The training center and a well planned model farm have been established, 200 pre-school teachers and 100 public school students have been trained and they have started home gardens in the pre-schools and public schools. A tool shop has been established and some tools are being distributed to the participants. A film on home gardening has been produced and screened in 60 villages and 50 public schools. Of the other activities, only the pre-school home gardens competition has been held. The inter-school home garden competition is still to be conducted. Out of the 10 community shops planned, only 3 have been established.

C. Executive and Management:

The main strength of this project seems to be the close executive and management system carried out by the district center and the training center. A very detailed weekly reporting system from the pre-schools and the public school students has evolved. This in turn has helped the Farm Manager and his staff at the training center to follow the progress of the gardens closely and advise them whenever necessary. These reports are forwarded to the District Center and an up-to-date account of the progress of the project is maintained at the Center. The reports, however, have failed to include details of the progress of the 1000 target village home gardens, though they contain good information on the various model gardens.

As the concept of community shops is a very recent Sarvodaya activity, the progress of the 3 community shops is monitored very closely on a daily reporting system. This should assist them to continue these shops successfully.

D. Non-Aid Contribution:

Though Sarvodaya is involved in many activities in the district, the District Center staff is very much involved and committed to the implementation of this project. The support and services of the Department of Education and the Department of Agriculture have been obtained successfully and the officers of these departments work very closely with the project staff. Eighteen acres of land have been given to Sarvodaya by the Government to establish the Training Center and the Farm.

E. Conclusions:

This is a successful project with a majority of activities progressing well. The sustainability of the training will depend on the ability of the farm to generate an adequate income to support its training programs for the poor.

PVO: Lanka Mahila Samiti (Sri Lanka Women's Group)

Project: Program for Small Enterprise Development

Agreement Nos: 017/025

Project Manager: Ms. Priyanthi Fernando

Funding:	Phase I	Phase II
USAID	\$ 124,330	\$350,000
LMS/OEF/Community	\$ 44,763	\$134,630

Location: Fourteen of the twenty-five districts in Sri Lanka.

Project Description: The objective of this project is to upgrade and expand the existing rural enterprises of LMS members through training, establishing an LMS enterprise extension service, forging links to outside services (government, consultants and the private sector), and reinforcing the overall institutional capacity of LMS to support its members' entrepreneurial activities. Phase I was initiated with technical and managerial assistance from a US PVO: The Overseas Education Fund of the League of Women's Voters.

	Phase I	Phase II
Date Started:	September 19, 1983	December 5, 1984
PACD:	December 31, 1984	December 4, 1987

A. Impact:

The project has so far trained about 53 of 350 target enterprise agents (in five districts), serving some 500 of the 5000-7000 target LMS members.¹

Phase I involved the design and testing of a replicative model in Matara District. With the assistance of a local consulting firm, Agro-Skills, LMS undertook a survey of existing village and LMS enterprises. Coir was selected for the initial trial, and 10 LMS production groups were formed, by existing LMS members. Each group selected two women to receive extension training. Nineteen enterprise agents, viaparikas, were trained by LMS, in a series of short courses based on the needs (technical, business, etc) expressed by each group. The members used funds donated by the Trickle-Up Foundation on a revolving loan basis to purchase retting pits (for soaking coconut husks), spinning wheels, and to supplement women's working capital.

After nearly three years, the cohesion of the coir groups is still impressive. The team interviewed enterprise agents of eight coir production groups in Matara, representing 86 members. Benefits include higher (twenty-five percent) and

¹Figures based on interviews and reviews of LMS files.

more secure incomes, and a feeling that collective action has strengthened them in solving problems ranging from exploitative middle-men to input scarcities. One group was able to force a higher buying price from the local middleman by group solidarity, while another group joins together to hire a truck to bring husks in from outside when their own are scarce.

The expansion of the project, currently in Matara, Matale, Moneragala, Kandy and Kegalle, to the nine other districts has been somewhat slow, and hampered in two districts by communal violence.

The team spoke with poultry and chillie producers in Matale. The poultry project has been quite successful, with excellent repayment of the revolving loan funds provided under the project. A compulsory savings scheme has enabled a number of women to purchase a second generation of chicks from their own money, and with the repayments under the revolving fund, another eleven trainees will be brought into the program.

Chillie farming in Matale has been more problematic, with women caught between the necessity to farm at least an acre for economic scale, and the fact that their own labor alone is inadequate for that scale of production. In the first year, drought and late planting due to late loan arrival led to lower than expected yields. Still, loan repayment has been good, with seven out of nine groups having repaid all but a fraction. Demand is high among women wishing to enter the program once the revolving loan fund can accommodate them.

B. Strengths:

1. Participation of poor, rural women. Ideas for enterprises, allocation of credit, requests for training, and management of repayment have all been the responsibility of the local production groups within the local LMS. The project involves women making their own decisions about their needs for their, generally, existing micro-enterprises, and it enables them to meet those needs themselves, through information and training provided to their own business extension agent.

2. Institutional linkages. LMS project personnel have assisted production groups through their extension agents to form links with at least ten existing government and private sector institutions. These range from Charles P. Hayley's, a private coir buyer in Galle, to the government Oils and Fats Corporation, which provides poultry feed at cost, and free veterinary advice to the poultry project.

3. Strengthening LMS' own institutional capacity. Through the PVJ Co-financing Project, LMS members have participated in two useful evaluation workshops. The project has also trained existing LMS volunteer extension workers (grama sevikas) to conduct enterprise surveys in targeted districts. The USAID reporting requirements have built LMS' reporting and monitoring capabilities, while the original cooperation with consultants of the Overseas Education Fund was useful in building an institutional framework for initiating and managing co-financed projects like this one.

4. Feasibility study/Survey of existing situation. LMS has been particularly strong in careful groundwork both before it began this project and as it expands. The selection of existing enterprises, where members had pre-existing skills, marketing links and available inputs, has been prudent.

5. Attention to sustainability and replicability. Through methods such as the keeping of daily production accounts, compulsory savings, group choice of an interest rate for loan repayments, and the revolving fund itself, LMS has strengthened its members' ability to manage their businesses and its own ability to keep the benefits circulating once USAID funding ends. The pilot phase in Matara was important in evolving a replicative model for the other thirteen districts.

6. Employment and higher incomes for rural women. Women in existing micro-enterprises have been strengthened, and others have been able to begin businesses with LMS support. Women have been assisted to meet their own expressed business needs. At times this has involved training in more profitable production techniques, accounting, market research, and group dynamics. Women interviewed by the team reported incomes of up to 25% higher than before the project.

C. Shortcomings:

1. Timing. The project is behind schedule in its plan to introduce the LMS extension system to fourteen districts. Fifteen months into the project, LMS had only spent 16% of the first two years' budget. This is in part due to the slowness of a project that depends on initiatives from the grassroots level, rather than controlling the delivery of a pre-determined package. It also may be due to the possible dependence of the project on the very energetic and capable Ms. Fernando, who, as the sites expand, can only be one place at a time.

2. Need to strengthen LMS involvement beyond project staff. The team found that LMS District level (and possibly lower) organizers seemed unfamiliar with the details of the project. The business extension network needs to be firmly linked with the existing LMS rural organization to enable support once life-of-project staff funding ends. LMS will need to follow up on the enterprise agents, and it is not clear how they are planning to do this after the project terminates.

D. Reporting and Evaluation:

LMS sends in timely reports, and a mid-term evaluation of Phase II is almost complete. The concept and reporting of cumulative beneficiaries needs clarification (does LMS count two rounds of training for one person as one or two beneficiaries?).

E. Conclusion:

This project meets a number of USAID's objectives, through involving low income rural women in viable private enterprises using appropriate, local technologies and inputs, supported by an extension agent network that, in turn, strengthens the LMS' institutional capacity to undertake development work. Expansion to fourteen districts in three years, however, may strain the management capacity of LMS, although their plans are well thought out, and they are making good use of the existing LMS network.

PVO: Lanka Jatika Sarvodaya Shramadana
Sangamaya
Project: Development of Children's Services in
40 Coastal Communities
Agreement No: 020
Project Manager: Mr. K.P. Chandrasekera
Funding: USAID \$ 79,060
Non USAID \$123,880
Total \$202,940
Location: Galle, Matara and Puttalam Districts

Project Description: The project provides support for the development of Children's Services in 40 coastal communities in the 3 Districts. The other components of the project are a health care program and self-employment and income generating activities for mothers' groups.

Date Started: December 28, 1983
PACD: July 31, 1986

A. Impact

The Evaluation team visited 5 Schools in the 3 Districts. All 80 pre-school teachers and 20 Health workers in these districts are trained. The participants for training were selected by mothers' groups. The project provides health care and nutrition supplements for communities. Local resources and simple technology were used in construction of pre-schools.

The main weakness lies in the slow progress shown in construction of the 40 pre-schools. Although the PACD is close at hand, only eleven pre-schools have been completed, while 11 more are under construction. The shortage of permanent structures has hampered the implementation of library and common kitchen components. However, all 40 pre-schools are functioning, some in temples and in private households. The delay in construction of pre-schools is mainly due to delay in acquiring land from the Government. Coastal land is owned by the Government and a long procedure has to be followed in acquiring these lands.

Of 40 target communities, only one had instituted an income generating activity, although a number of others have discussed ideas for small enterprises. The team wonders if the slow progress in meeting the projects original objectives may be due to decisions about villagers needs being made, and a complete package designed, without adequate participation of the selected villages or input of their ideas.

B. Reporting:

The pre-schools send reports on a monthly basis to the District Centers.

PVO: Nation Builders Association

Project: Conservation and Forestry Project, Minipe Right Bank Transbasin Canal - Phase I and Phase II

Agreement No: 021/026

Project Director: Mr. Chandana Kodituwakku

		Phase I	Phase II
Funding:	USAID	\$140,000	\$423,678
	Non-USAID	60,000	670,875

Location: Minipe

Project Description: Phase I of this project targeted 1000 acres along the dry zone Minipe Right Bank Transbasin Canal for reforestation by volunteer and locally hired labor. Phase II targeted 2180 additional acres. Both phases planned to maintain the reforested acreage for three years, and to promote forest conservation awareness among people in the adjacent villages.

	Phase I	Phase II
Date Started:	July 3, 1984	November 2, 1985
PACD	July 2, 1985	July 31, 1989

A. Impact:

1. Changes under the Project. To date, the project has reforested some 2000 acres (1984 and 1985), and conducted conservation awareness training in more than ten villages. The Mahaweli Authority (MASL) certified an 80% survival rate for seedlings after the first year. Successful completion of reforestation under this project will stabilize the banks of the Minipe canal, protecting this important national investment.

Under the project, MASL is required to certify work done by NBA before NBA can be reimbursed by USAID. Although slow certification caused NBA financial difficulty in Phase I, under Phase II a MASL representative visits approximately once a month, and reimbursements have been more timely.

2. Project Beneficiaries. NBA provides temporary employment in an area where nearly half the families fall below the poverty line. For three years, 60 people will have full time jobs in the nursery, and 60 as watchers/field leaders. Another 3000 people will find three months annual employment in planting and maintenance work.

In addition, some 2000 villagers and school children are being educated in conservation. Indirect beneficiaries involve the approximately 10,000 surrounding villagers and all those served by the Minipe Transbasin Canal.

3. Cost Effectiveness. The direct field costs of NBA reforestation appear to be roughly equal to those of the Forest Department. Costs reimbursed by USAID in 1985 to this project were Rs.2273/- per acre and to the USAID Reforestation and Watershed Management Project (No. 383-0055) Rs.2296/- per acre. Overhead costs for the Forest Department are likely to be higher than those for Nation Builders.

B. Strengths:

The project directly addresses environmental concerns and fits in with the government's emphasis on Mahaweli area development. It attempts to involve people in conserving their own environment, through education, training, and employment in reforestation work. Use of volunteers keeps costs down in surveying and demarcation work.

C. Shortcomings

1. Institutional Links/Sustainability. Although the project has attempted to protect seedlings from cattle and chena encroachment through providing alternative pasture land and employment to nearby villagers, the future of this protection rests on a combination of villagers' increased awareness of the benefits of conservation, government (MASL or Forest Department) maintenance, and economic opportunities for villagers that do not threaten the trees. So far, it is not clear how effective the conservation education program has been, nor if/how it will be continued once funding ends. Linkages with MASL have grown stronger, but the Forest Department does not seem to have been involved at all.

2. Women's Employment. Although more than half of the 3000 field workers under the project are women, there are no female field group leaders. In addition, the team was told that women are paid less per day than men, although we observed instances of men and women employed at the same tasks. The evaluation team did not understand the rationale behind these practices.

D. Progress to Date:

Reforestation components of the project have proceeded as scheduled, although the first annual evaluation noted that maintenance (1 foot ring-weeding) was "inadequate". Ring weeding was accordingly extended from 1 foot to 3 feet in the second phase.

The project proposal stated that NBA would "set up the necessary organization to channel part of (worker's) savings in self-employment ventures to ensure the future economic well-being of the project employees once the project itself ends". Planning of this component has yet to be done.

E. Reporting & Evaluation:

Nation Builders has a unique opportunity to test a model of reforestation based on local species and local village conservation awareness. Youth leaders, watching over 50 acres each, are given field-books with which to measure the survival and weekly growth of each species. Wide circulation of the results of these records would be very useful for future reforestation efforts.

Progress reports and the required annual evaluations have been timely. The 1984 evaluation under time pressure to provide data on which to base the decision to fund Phase II, had to measure seedling survival rates only a month or two after planting. The team trusts that the 1985 evaluation, not yet available, measured survival rates at least 6 months to a year after planting.

F. Conclusions:

Given that deforestation is a serious problem in Sri Lanka, the Nation Builder's innovative attempt - using local species, volunteer labor, paying local "youth leaders" to protect seedlings, and building an awareness of the benefits of conservation in local villages - deserves special study to ascertain its cost-effectiveness and replicability.

PVO: All Ceylon Buddhist Congress (ACBC)

Project: Vocational Training Program for
Disadvantaged Young People

Agreement No: 022

Project Manager: Mr. W.M.V. Mahatantila

Funding: USAID \$99,276 (originally \$74,296)
ACBC \$50,035 (originally \$37,546)

Location: Mahawewa, Puttalam District

Project Description: The ACBC runs some 14 homes for orphaned and handicapped children and youths. The objectives of this pilot project are three-fold: (1) to establish vocational training facilities for young graduates of the ACBC's Mahawewa Home; (2) to assist the trainees to resettle in communities and begin income-generating activities, with the aim of ultimate self-sufficiency; and (3) to strengthen the ACBC institutionally to enable it to manage and support the training and rehabilitation program. As the primary vehicle for the training, the project intends to develop 89 acres, in three coconut plantations attached to the Mahawewa home.

Starting Date : September 11, 1984

PACD : September 10, 1986

A. Impact:

The program as proposed is to consist of three components, in two phases. In the first phase, funded by USAID, two year's practical residential training in dairy management, agriculture, coconut industry (fibre milling and spinning, copra making, oil extraction), and other selected cottage industries will be given to 26 girls and 30 boys.

USAID assistance has focused primarily on the construction of buildings for the training center (17% of USAID funds), and the purchase of a white coir fibre mill (45%). The second phase involves the resettlement of some 32 young men and women a year in groups of about ten, with assistance (land and/or capital) donated by ACBC to enable them to begin income-generating activities.

The project is clearly aimed at the disadvantaged, promoting employment and self-sufficiency for handicapped and orphaned teenagers. Yearly, direct beneficiaries will number 32 girls and boys. When the cost of the capital construction and equipment is spread over ten years, the cost per beneficiary works out to about \$425 for a 2 year program. ACBC has hope of expanding the program and per-beneficiary costs would then drop.

B. Progress to Date:

For a number of reasons, primarily drought, delays with the plans for the white coir fibre mill, and funding difficulties brought on by the fall in the price of coconuts, ACBC has not made the expected progress and is roughly a year behind the original schedule. The buffalo dairy is the only planned vocational training enterprise currently operating. Approximately six girls are being trained in buffalo care, curd-making, management of a small home garden, and in the running of a small roadside stand selling products of the Home. Construction originally was to be done with local materials by trainees, trained by professionals in brick making, carpentry and masonry. ACBC later discarded this idea in favor of hiring contractors for building construction.

C. Strengths:

1. Recurrent Financing. The two year phase of trainees practicing and learning productive skills is expected to result in increased production, in particular, white coir fibre, that will be sold to support the project and to provide capital for establishing the trainees in their own businesses.

2. Employment Generation. In addition to the trainees from the Home, the project will provide local employment through its demand for coconuts (some 5500 a day) and for labor to spin the metric ton of white coir fibres produced daily.

D. Shortcomings:

1. Inadequate Planning/Feasibility Study. An inadequate feasibility study slowed down the project by failing to point out that the original site for the white coir mill was subject to serious floods and did not have the required three phase power supply. The estimated profits of the dairy (curd) industry seem to have been over-optimistic, as well.

2. Choice of Training. While the project objectives highlight the vocational training and rehabilitation role of this project, also on the agenda is the ACBC's wish to develop the potential of its coconut plantations. This has led to the selection of vocational training activities dominated by the dairy and coconut industries, rather than those that have been selected by trainees, or those that demonstrate the greatest potential for making trainees financially self-sufficient. This choice of vocations may not reflect resident's needs. At present, for example, some of the girls who are being trained in the dairy are afraid of the buffalos. When queried about future job expectations, one girl mentioned that she would like to train to be a nurse.

3. Resettlement Plans Unclear. The plan to resettle trainees is still vague. Are they to be farmers, workers, or independent entrepreneurs? Given as well that training in white coir fibre production may not be useful where there are no mills, the team recommends careful study and planning of this phase.

E. Execution and Management:

The introduction of a complex technology for processing white coir fibre has become a centerpiece of this project. The planned coconut industry (white coir fibre and copra production) is going to absorb a great deal of management attention, and in input supply, processing, and marketing, its needs have to be carefully planned. In view of the management requirements and the numbers of skilled workers needed to run the fibre mill (estimates run from 2 to 9), the ACBC should move soon to obtain expert advice, possibly from a management consultant, in the planning, management and organization of this commercial enterprise.

This is the first development-oriented project undertaken by the ACBC. Part of the project involves strengthening ACBC's institutional capacity to manage undertakings like this, with the hope that the Mahawewa model can be replicated at Palatota and Pambe Homes. ACBC is planning, as it monitors and follows up each group, to assist graduates to obtain credit and further training, and to carry out market research. Certainly, ACBC has learned a great deal about project management by doing it; however, the team feels that ACBC should clarify whether they will hire people trained in small-enterprise credit administration and market research, project monitoring, etc. or fill this need themselves. If the latter, some further specific training may be necessary to strengthen the capacity of ACBC to carry out all the planned undertakings.

F. Conclusions:

As planned, this project meets a number of AID's major objectives, including increased agricultural production (coconuts) and increased employment. Past and potential future problems have pointed out the need for careful planning and feasibility studies. The effectiveness of the training program and its utility as a model will become more clear once construction is completed and the full program begins.

PVO: Lanka Mahila Samiti
 Project: Nursery School Teacher Training Program
 Agreement No: 023
 Project Director Ms. Wickremasinghe
 Funding: USAID \$ 29,493
 LMS & Community \$ 26,183
 Total \$ 55,676
 Location: Kaduwela (Colombo District)

Project Description: The purpose of the project was to train 120 Nursery School Teachers in child care, pre-school education and community development skills. Renovation of the existing Nursery School building was a component of the project.

Date Started : September 12, 1984
 PACD : September 11, 1986

A. Impact:

The renovation of Nursery School building has been completed. 79 Nursery teachers have been trained so far at the Center. The Center Nursery school also serves about 35 children from Kaduwela. This training was not limited to child care development but included training in income generating activities. The training program is well organized with a practical examination at the end of the course. Tools for pre-schools are made by the teachers. Nutrition is enhanced through provision of Triposha and Kolakanda to the children.

The extension of the training period from five and a half months to six in order to qualify for government certificates, has delayed the project in achieving its goal of 120 teachers trained.

The strength of the project lies in the fact that the trainees have been selected from the rural women who have already conducted pre-schools in their respective villages. Once they complete training it is easy for them to return to these pre-schools and apply their training.

A weakness is that the follow-up activity is not strong enough to enable LMS to keep track of their trainees.

B. Reporting:

Reports are sent on a quarterly basis from pre-school teachers to the Center.

C. Conclusion:

The project is a success in achieving its targets and its spread effect seem to be considerable.

PVO: Y.M.C.A
 Project: Home Gardening
 Agreement No: 027
 Project Manager: Mr. S. Vijayakulasingam
 Funding
 USAID \$ 45,540
 YMCA Community \$ 26,640
 Total \$ 72,180

Location: Galle, Kandy, Jaffna, Kallar, Pamunugama

Project Description: The purpose of the project is to promote nutrition awareness among the people and to assist in the marketing of the produce. The project is designed to assist 800 families to establish home gardens, backyard poultry and animal husbandry.

Date Started: November 5, 1985

PACD November 5, 1986

A. Impact:

It is still too early to assess any impact actually made. An attempt is made to assess the progress to date and the anticipated impact. The evaluation team visited home-gardens in Galle and its assessment is based on that District. The project started in March 1986. The target number of families is 100 and 46 participants were selected from 5 Villages. The participants were grouped in tens with one facilitator to each group. A log book was given to record participation. YMCA has given loans in kind to participants. After 5 months 50% of the loan will be repaid to the YMCA in installments.

The strength of the project lies in its choice of participants who are already engaged in agricultural activities. A day's training was given to these participants at Labedura Agriculture Training Center.

The weakness of the project is in the loose tie with the YMCA. The participants are not members of YMCA. The only link between YMCA and participants seems to be the coordinator. The 46 participants in Galle are spread over 5 Villages which are situated in a range of 7-15 miles from the Headquarters. There is a possibility of extending the area later though there is a risk that the participants

would be too scattered to monitor effectively. Though the volunteer coordinator is enthusiastic and relates well to participants, neither she nor the local YMCA Committee has knowledge of agriculture. For technical support the project is dependent on Government Agricultural Officers over whom the YMCA has no control and a Colombo-based YMCA official. Marketing facilities are not provided to the participants. There is some question whether the motive of participants is really income generation, as project designers assumed, or home consumption.

B. Conclusion:

At this stage the project should to take into consideration the availability of resources, in particular technical assistance. YMCA may want to think about appointing a person with knowledge of agriculture to support the project at the district level.

PVO: FRIDSRO
 Project: Community Development Program
 Agreement No: 028
 Project Manager: Mr. W.J.S. Sinniah
 Funding: USAID \$ 45,756
 Non USAID \$ 47,376

Project Description: To promote community development activities including vocational training for youth and promotion of income generating activities in the Galagedera, Mandaram Nuwara and Sandairi Dunuwila area.

Date Started January 22, 1986
 PACD January 21, 1988

This sub-project has just started, therefore, it is difficult to draw any firm conclusions. FRIDSRO is already providing health services to these communities by establishing a hospital which has in-patient as well as out-patient facilities and a Clinic. FRIDSRO hopes to establish links through those it serves in the Hospital/Clinic (especially mothers) to initiate and support the primary voluntary health care program. The first batch of village volunteers have just started the training program on primary health care.

The Day Care Center built with USAID funds has just started, with four children.

Income Generating activities have just begun with the selection of 10 youths for a poultry project.

Vocational Training Center - Training will be given in welding, carpentry and motor mechanics. The machinery has arrived and the buildings are under construction.

Conclusions - As the sub-project is at a very early stage of implementation, it is difficult to comment on its progress. However, it is felt that more trained staff in the management as well as in the technical field will have to be obtained in order to carry out the project successfully.

PVO: The Nation Builders Association (NBA)

Project: Water Management Pilot Project at Nagadipa, Mahawewa

Agreement No: 029

Project Coordinator: Mr. M.B. Adikaram

Funding: USAID \$ 62,253
Others \$112,500

Location: Mahiyangana Electorate, Badulla District

Project Description: The purpose of this project is to bring about such changes in the attitudes and behaviour of both farmers and officials as will result in the proper management of the available water in the Nagadeepa Mahawewa Irrigation Scheme. 2000 farmer families are dependent on this scheme for their livelihood.

Date Started: 13 February, 1989

PACD: 13 August, 1989 (duration of 30 months)

A. The Background & Objectives of the Project:

The foundation of this project is the view that water is mismanaged in irrigation schemes. The argument is that the wasteful use of water by those to whom it is readily available results in an inadequate supply of water for those at the tail-end, as well as in a shortage for the community as a whole during the dry season. Changes, it is further argued, can only come about through changes in farmer attitudes and by giving farmers a bigger say in the management of the schemes to which they belong. It has clearly been the view of the Irrigation Management Division of the Ministry of Lands and Land Development that this transformation can best be effected by a non-governmental organization. It is they who have invited the Nation Builders Association to undertake this project.

The locus of this project is an irrigation scheme in which 4000 acres are irrigated by a single large tank. Though this scheme is on the edge of the Mahaweli area (system C) it is not connected with this system. The scheme is divided into 11 tracts and has a strength of 2600 families.

The Nagadipa scheme is apparently one of about 100 such schemes which are similar in size and which have posed similar problems to the irrigation administration. This exercise of the Nation Builders has therefore the character of a pilot project. What is learned here can be used elsewhere.

The setting up of farmer organization, the training of those who will guide and stimulate the desired changes (such as the community organizers) and a set of educational and instructional activities, appear to be the core of the project. If these activities are successful higher yields, it is hoped, will result and an increase in income of the order of Rs. 5 Million per year may be expected. A further benefit that is expected is a reduction in the level of conflict in the community.

b. Progress to Date:

It would appear that by the start of the last season, 91 farmers' organizations had been set up, 12 Community Organizers had been trained, a program of farmer education had begun and shramadana activities had been initiated. Each farmer organization covers about 20 families and is intended to coordinate the activities of an area of about 40 acres. All this of course took place in communities which, since they were first established in the late sixties, had fought a losing battle against adverse physical conditions.

These activities were helped by an increased amount of water which became available through the raising of the tank bund. However, the management of water has undoubtedly improved and water now flows to fields which never had it.

This project is still new and it is only recently that funds from USAID have become available to it. Progress Reports have yet to be prepared and evaluations have yet to be done. It is clear though that some increase in yields has been achieved and that behind this was the effectiveness of farmer organizations. This in turn reflects the level of commitment and dedication which the project staff has brought to its work.

Farmers organizations, and the project more generally, will face a major test very shortly. A decision has been taken that during the current Yala season only crops other than paddy will be grown in order to maximize acreage irrigated during the dry season. Some farmers have violated this decision - at times with good reason. The effectiveness of the new organizations will probably be revealed by the manner in which they respond to this situation.

c. Impact:

This project addresses an intractable problem in a somewhat original way. It has started off with some success. For a variety of reasons, it is essential that it identifies and analyses these results.

It would appear that the strongest attributes of the project are NBA's connection with the Ministry and, following from this, its ability to play the role of a broker or mediator between the community and the irrigation administration. The project, however, goes on only for 3 years; during this period some device will have to be developed which will survive NBA's withdrawal and endow the community with the capacity to deal with the administration.

In the search for such a device, investigation and review are inescapable and should perhaps be pursued more vigorously than at present. A further reason for this is that this exercise is seen as a pilot project; several organizations are hoping to learn much from it. A sound research strategy is therefore essential.

ANNEX B

ANALYSIS OF PROJECT BENEFICIARIES

To estimate total numbers of beneficiaries, the evaluation team prepared a detailed chart showing the number of beneficiaries for each PVO subproject according to 13 categories. However, because the data in so many of the individual cells could be misleading if used outside the context of the chart and the criteria used in preparing it, we are only presenting the totals for the whole PVO Co-Financing Project by ten of the categories used.

Even these figures must be treated cautiously. The quality and intensity of benefits varies greatly from one category to another, and sometime between subprojects within categories. For example, vocational training for one person at Divagala Boys Town lasts four years, while training for someone in the IHAP program was generally for less than a year. Both count equally when beneficiaries are totalled.

Our estimates include only those who have already benefited from projects to date, not potential beneficiaries of projects in their early stages. The estimates are, we feel, fairly conservative. In some cases they are considerably less than the estimates of the PVO, but in other cases, the PVOs themselves seem to have underestimated direct or indirect beneficiaries.

The cumulation of these beneficiaries levels across categories is particularly dubious. In some projects, some households may benefit in several ways from the subproject activities. This analysis has not sorted out this potential double counting. In this respect our approximation of total beneficiaries presented below may be an overestimate. On the other hand, there may be other categories of participants and beneficiaries (for example, total numbers of participants in different types of community and economic organizations of subprojects) where we have not arrived at meaningful totals.

According to this very rough approximation, then, the project has benefitted some 130,500 people to date, in the following categories:

1. 17,000 people in 3218 households have benefitted through improved incomes, other than through the creation of employment.
2. 6840 people have had jobs created or become self-employed through the project.

3. 5460 people have received training in skills related to employment or higher incomes.

4. 1210 people have been trained for community service.

5. 6470 people have benefitted through the construction of a house, well or latrine, or through other project assistance for their household. (This assumes 5.5 people per household.)

6. 30 or more villages or communities have benefitted from the construction of roads, wells, or other community assets, or facilities, such as community shops.

7. 53,800 people have benefitted from health and nutrition clinics organized through the project.

8. 2103 home gardens or model home gardens have been started or improved, benefitting some 17,820 people.

9. 5100 children have been able to attend nursery or pre-schools sponsored through the project.

10. 16,800 other people have benefitted in various ways, for example through assistance with schooling, workshops, exchange visits to India, or conservation awareness.

T A B L E I

PVO CO-FINANCING GRANTS BY SIZE OF GRANT

	0-20,000	20,001-50,000	50,001-100,000	100,001-300,000	Over 300,000
<u>No. of Subprojects:</u>					
US PVO or Joint US/Sri Lankan Subproject	1	-	-	7	-
Sri Lankan PVO	2	7	5	3	4
Total Subprojects	3	7	5	10	4
<u>Dollar Value of Grants:</u>					
US PVO or Joint US/Sri Lankan Subproject	16,507	-	-	1,034,857	-
Sri Lankan PVO	17,486	244,573	362,169	375,350	1,761,570
Total Subproject Grants	33,993	244,573	362,169	1,410,207	1,761,570

T A B L E I I

PRIVATE AND VOLUNTARY ORGANIZATIONS CO-FINANCING PROJECT
USAID/SRI LANKA

Time Required To Process Proposals

P V O	PROJECT TITLE	A	B	C	D	E	F	G	H
		Initial Contact	Proposal Received	Issues Memo Prepared	Action Memo to Director	Approval By Director	Agreement Signed	Advance Received By PVO	Total Months 8 to F
001 Sri Lanka Technical Institute and Diyagala Boys Town	Training in Livestock Breeding and Care	1978	11/27/79	1978	11/15/79	11/27/79	11/27/79	December 1979	Nil - Agreement signed on the same day as proposal approved by GSL
002 International Human Asst Program Inc (IHAP)	Karadeniya Agricultural Project	October 1979	12/12/79	11/06/79	4/01/80	4/01/80	4/24/80	6/05/80	18 weeks
003 Overseas Education Fund of the League of Women Voters (OEF/LWF)	Extension Services for rural women in family health and income generation	2/11/80	3/17/80	6/17/80	6/20/80	8/12/80	8/12/80	8/12/80	20 weeks
004 Wanthamulla Bethlehem Creche	Improvements to the play ground	February 1981	GSL did not concur						NOT APPROVED
005 Yashobath Endara Farming Center	Training of Women in agriculture and animal husbandry	10/12/80	12/17/80	11/18/80	11/18/80	11/20/80	1/13/81	8/17/81	4 weeks
006 Lanka Mahila Samithi	Motivating rural women in family health with special emphasis on family planning	January 1981	2/06/81	-	-	4/04/81	4/04/81	4/26/81	8 weeks
007 Sri Lanka Women's Conference	Training Workshop on Project Management	June 1981	6/24/81	-	6/24/81	6/24/81	6/24/81		Nil
008 Sri Lanka Overseas Foundation	Indigabera Village Development Project	2 Dec 81	12/23/81	1/05/82	-	3/29/82	3/29/82	5/12/82	13 weeks
009 Save the Children Federation	Meegoda Semi-urban development project	7/23/81	2/25/82	3/18/82	-	5/18/82	5/18/82	6/04/82	11 weeks
010 International Human Assistance Programs Inc.	Vocational Training for the physically disabled of Sri Lanka	10/08/81	2/25/82	5/03/82	5/03/82	5/04/82	7/20/82	8/20/82	20 weeks (Held up pending AID/USA communication)

P V O	PROJECT TITLE	A	B	C	D	E	F	G	H
		Initial Contact	Proposal Received	Issues Memo Prepared	Action Memo to Director	Approval By Director	Agreement Signed	Advance Received By PVO	Total Months B to F
011 Lanka Mahila Samithi	Extension of project for motivating rural women in family health	2/11/82	5/18/82	5/27/82	6/25/82	6/29/82	7/06/82	12/09/82	7 weeks
012 Sri Lanka Women's Conference	Rural Women Leaders Exchange Program	2/02/82	6/25/82	7/07/82	7/19/82	7/20/82	7/20/82	9/28/82	4 weeks
013 Marga Institute	Experimental village Development project	3/17/82	9/29/82	10/15/82	11/17/82 12/17/82	12/27/82	2/11/83	3/25/83	18 weeks
014 International Human Assistance Program Inc	Integrated development of Kimbulwena Oya colonization Scheme	10/08/81	11/19/82	1/04/83	2/03/83	2/28/83	3/17/83	-	16 weeks (Held up pending AID/W clearance)
015 Sukhitha Welfare Society Inc	Training center and sheltered workshop for physically disabled women at Horana	11/25/81	3/30/83	6/14/83	6/21/83	7/15/83	7/23/83	9/08/83	15 weeks (Delay in obtaining clarification from PVO)
016 Lanka Jathika Sarvodaya Shramadana Sangamaya	Home Gardening for better nutrition in the Galle District	6/25/82	3/29/83	-	6/14/83	6/21/83	7/15/83	9/06/83	10 weeks
017 OEF/Lanka Mahila Samiti	Small Enterprise Development for rural women	11/04/82	4/08/83	-	-	9/09/83	9/19/83	10/17/83	21 weeks (Delay in negotiations with OEF)
018 Save the Children Federation	Rehabilitation of 250 families displaced by the civil strife of July 1983	9/08/83	9/29/83	9/30/83	-	10/07/83	10/07/83	11/29/83	12 days
019 International Human Assistance Program Inc	School Support Project	9/02/83	11/03/83	10/27/83	-	11/04/83	11/04/83	11/10/83	One Day
020 Lanka Jathika Sarvodaya Shramadana Sangamaya	Development of children's Services in forty coastal communities	-	8/25/83	11/21/83	-	12/16/83	12/28/83	8/30/84	16 weeks (Delay in obtaining clarification from Sarvodaya)

P V O	PROJECT TITLE	A	B	C	D	E	F	G	H
		Initial Contact	Proposal Received	Issues Memo Prepared	Action Memo to Director	Approval By Director	Agreement Signed	Advance Received By PVO	Total Months B to F
021 Nation Builders Association	Conservation and Forestry Project, Minipe Right Bank Transbasin Canal		3/23/84	-	6/25/84	7/02/84	7/03/84		13 weeks (Delay in Registration as Indigenous PVO)
022 All Ceylon Buddhist Congress	Vocational Training program for Disadvantaged Young people	4/05/83	1/20/84	6/05/84	-	7/10/84	9/11/84	10/05/84	50 weeks (Change in ACBC Office bearers)
023 Lanka Mahila Samithi	Nursery School Teacher Training Program	12/07/83	7/11/84	-	8/22/84	8/31/84	10/26/84	10/26/84	14 weeks
024 Lanka Jathika Sarvodaya Shramadana Sangamaya	Indigabena Village Development Project								(PLEASE SEE ITEM 8)
025 Lanka Mahila Samithi	Program for Small Enterprise Development	-	11/16/84	-	-	12/04/84	12/05/84	1/16/85	3 weeks
026 Nation Builders Association	Conservation and Forestry Project, Minipe Right Bank Transbasin Canal - Phase II	-	9/27/85	-	-	10/18/85	11/02/85	11/05/85	4 weeks
027 National Council of YMCAs	Home Gardening Project	7/06/83	8/28/85	-	-	11/05/85	11/06/85	12/12/85	9 weeks (Delay in GSL approval)
028 FRIDSRO	Community Development Program	7/20/83	8/02/85 9/03/85	-	-	1/10/86	1/22/86	3/17/86	22 weeks (Delay in GSL approval and registration as indigenous PVO)
029 Nation Builders Association	Water Management, Nagadeepa Mahaveva Project		11/07/85			1/27/86	2/13/86	5/01/86	11 weeks (Delay in obtaining letter from Irrigation Department)
030 Lanka Jathika Sarvodaya Shramadana Sangamaya	Volunteer Community Leadership development service in a thousand villages		5/05/86	5/20/86	5/20/87	5/20/86	5/21/86	6/01/86	2 weeks

ANNEX DSCOPE OF WORKA. ABOUT THE PROJECT

(1) This project was authorized in August 1979 with Life-of-Project funding of Dols.2.5 Million. The Project Assistance Completion Date (PACD) was August 31, 1985. The funding level was raised to Dols.6.539 Million and the PACD was revised to August 29, 1989 by PP supplement dated December 1983 following the recommendation of the Evaluation Team in April 1983. With the obligation of Dols.1.150 Million in March 1986 the total amount of Dols.6.539 Million has been obligated.

(2) The purpose of this project is to enhance the participation of local communities in their own development by assisting indigenous and US PVOs in undertaking collaborative activities which improve the lives of the poor.

(3) This project is being implemented through a variety of indigenous and US private voluntary organizations. Subproject proposals are generally for small scale development activities which are relatively simple in design, involve expeditious implementation, consist mainly of local costs, involve the local community, and commit the PVO sponsor and/or indigenous affiliates to no less than 25% of the total cost. Proposals must fully demonstrate the nature and magnitude of participation by the local community. Proposals are expected to address a wide range of special development concerns, community development and rural infrastructure activities. Proposals which enhance local opportunities and capacities, generate indigenous solutions, increase the welfare and participation of disadvantaged groups and create employment are favored.

(4) As of April 30, 1986, the project has funded thirty-one activities for a total commitment of Dols.3.223 Million. Eighteen subprojects have been completed and thirteen are ongoing.

B. PURPOSE, AND TIMING OF EVALUATION

(1) Purpose - This will be an in-depth evaluation with the major thrust being to examine the overall impact of PVO sponsored subprojects and the value of the PVO co-financing project as a mechanism for involving PVOs in achieving mission objectives. Particular attention will be given to the effectiveness of PVOs in carrying out development activities, the achievement of the purpose(s) of these activities and their impact on the intended beneficiaries. This evaluation will also examine the effectiveness and appropriateness of the GSL/USAID's subproject approval criteria, review and approval procedures, and monitoring and evaluation roles.

Further, the Evaluation Team also will appraise PVO capabilities to effectively implement and monitor subprojects, and to adhere to aid requirements especially fund accountability and established reporting.

(2) Timing - The evaluation will begin in June 1986. It is estimated that approximately four weeks will be required to complete the evaluation. The last week of the evaluation period should be devoted to discussions with USAID and GSL officials and the preparation of the Evaluation Report.

Questions to be Addressed in the Evaluation:

1. Regarding the overall project:

(A) Project accomplishments. How effective has the project been in meeting its goals, purpose and objectives? What has it actually achieved? Assess the extent to which the following have been met -

(1) Increased agricultural production;

(2) Increased employment;

(3) Improved human productivity and quality of life for the poor majority;

(4) Enhanced opportunity and capacity of local communities to participate in their own development;

(5) Enhanced opportunity and capacity of the rural poor to participate directly in their own development;

(6) Development of the institutional capacity of PVOS to effectively collaborate with local communities in conceiving, designing, implementing and evaluating development activities. What local institutional capacities (Management, Technical and Financial) are being developed to continue project benefits. Will they be in place once donor financing ends?

(7) Increased participation of women and other disadvantaged segments of society in developmental activities which address problems peculiar to their socio-economic status. What are the effects, positive or negative, of the project concerning women's access to production inputs and markets, division of workloads, income, education and training, role in household and community and health conditions?

(8) Generation of locally conceived innovations which resolve local problems with local resources;

(9) Creation of employment opportunities and raised incomes of the rural poor in local communities;

(10) Promotion of private enterprise;

(11) Enhancement of other aspects of levels of living in poor rural and urban communities, such as Health and Nutrition;

(12) Acceleration of the application of appropriate technology at the local level where it is most feasible and needed;

(13) Environmental effects, if any; and,

(14) Promotion of community based rural development on a self-sustaining basis at the local level. What project benefits are likely to be sustained after donor funding ends?

(B) Project continuation - Should this project be continued and, if so, what changes are recommended?

(1) Review the appropriateness of the criteria for subproject selection.

(2) Review the experience of PVOs in submitting proposals through the GSL to the USAID.

(3) Does the experience under the project to date provide a basis for recommending the future level of aid support?

(4) Are there certain types of subprojects that were more successful than others? If so, which ones and why?

(C) Project Management - How effective have GSL and/or Mission personnel been in managing the project and its sub-activities? Have the monitoring activities and on-site visits been adequate and effective?

(D) Lessons Learned - Are there any lessons which can be learned from the implementation of this project which would be useful to other Missions and/or AID/Washington?

2. Regarding Individual Subprojects:

(A) Impact - What did the subprojects actually accomplish?

(1) What were their strengths and shortcomings?

(2) What changes resulted from these activities?

(3) What changes, if any, should be made in the selection and management of subprojects in the future?

(4) To what extent have the beneficiaries of the subprojects been comprised of the people living in poor rural and urban communities? Do they fall within the poorest 50% of the population whose per capita income is significantly less than the national average? What have been the impact of subprojects on intended beneficiaries? How many beneficiaries have been reached by each subproject?

(B) Executive and Management:

(1) It was envisaged that USAID's grants would be met with an equal amount of contributions by participating PVOs and the Government of Sri Lanka. To what extent has this expectation been met?

(2) For those subprojects employing PVO Project Managers, how effective have these Managers been?

(3) How effective have the participating PVOs been in performing evaluation functions and meeting audit requirements?

(C) Reporting :

(1) How effective have the participating PVOs been in meeting the reporting requirements contained in subproject agreements?

(2) If USAID/GSL recommendations were made with respect to subproject activities, how effective has the participating PVO been in carrying out these recommendations and reporting subsequent progress?

(D) Methodology: The evaluation will take place in two phases, a preparatory in-house phase and a subsequent implementation phase.

I. In-House Phase - The USAID Project Officer, assisted by the Mission Evaluation Officer and PDSR Backstop Officer, will review all subprojects to determine the amount of effort that should be spent in reviewing or evaluating each one. Some subprojects, especially those with more substantial funding and/or length, are intended to receive in-depth reviews.

II. Implementation Phase - Team members must be familiar with AID programming procedures and PVO activities in general. The Team Leader will be required to ensure that a final Evaluation Report will be prepared at the end of the Evaluation period. The team will:

1. Review reports available regarding the project and specific subproject activities;

2. Interview relevant project-related personnel;
3. Conduct on-site visits of subprojects; and
4. Prepare the final Evaluation Report.

(E) Reporting Requirements:

(1) Format of the Report - The final report will contain the following sections:

(I) Executive Summary : (Two pages, single spaced, including statement of purpose of the AID Project reviewed and of the Evaluation;

(II) Basic Project Identification Data Facesheet;

(III) Statement of major conclusions: (Short and succinct with topic identified by subhead) and recommendations (corresponding to major findings or conclusions and worded, whenever possible, to specify who, or which Agency, should take the recommended action);

(IV) Body of Report: (Which includes a description of the country context in which the project was developed and which provides the information on which the conclusions and recommendations were based); include Beneficiary Impact Statement, and Lessons Learned.

(V) Appendices as necessary. (Including, minimally, the evaluation's scope of work and a description of the methodology used, the reports on the individual sub-activities and, where appropriate, methodological recommendations for future evaluations).

(2) Submission of Report - A final Report must be submitted to the Mission at the end of the Thirty days. The Team must submit ten copies of the final evaluation to the Mission and two copies to ANE/DP/E

(3) Debriefing - The Team will also conduct a debriefing for the Mission and GSL.

ANNEX EEVALUATION METHODOLOGYAND RECOMMENDATIONS FOR FUTURE EVALUATIONS

The evaluation consisted of two phases, a preparatory in-house phase and the subsequent implementation phase. The first phase, carried out prior to the arrival of the team, involved the collection of relevant documents and some preliminary interview and field visit scheduling by the PVO Officer.

During the first few days of the second phase (June 2-July 2), the team received briefings on the Co-financing Project and the subprojects from the Project Manager, Mr. Mahesan, and other USAID staff. The team divided responsibility for writing specific subproject reports among team members, and drew up a list of interview questions for the subproject visits, based on the scope of work.

Field visits began in the first week, with three scheduled in the first three days. Much of the rest of the first week was spent visiting headquarters of 6 PVOs located in or near Colombo. During the next two weeks, the team visited various activity sites of subprojects in the Matara/Galle, Colombo, and Kandy/Mahiyangana areas. In between field trips, the team met to review subproject files, analyze the field visits, and begin formulating the points for the main report.

At the end of the third week, the team systematically discussed each of the subprojects, distilling significant observations into an outline form that covered the subproject impact, strengths, and shortcomings, based on the points highlighted by the scope of work. With the collected insights of the team in hand, the team leader began writing a draft of the main report, while team members wrote analyses of the subprojects.

In the course of the evaluation, the team gained certain insights that may ease the course of future evaluations:

1. Preparation: Future evaluations should keep the first several days free of outside appointments in order to allow the team time to read the assembled documents and review the subproject files. The team recommends as well that subproject visits be thoroughly discussed with the project manager to ascertain the time necessary for traveling to sites and for visiting. The scheduling of so many field and headquarters visits in the first week prevented the team from adequately doing this preparation in advance.

2. Scope of Work: The first day or two may have to be spent revising and/or discussing the scope of work to clarify and balance the questions the team is being asked to answer. For example, the present scope of work is weighted very heavily toward "project accomplishments" and "individual subprojects" requiring the team to concentrate on the impact of the subprojects rather than overall project management issues. Yet the team later came to believe that the major issues were at the overall project level. Scopes of work for some other PVO Co-Financing Projects (e.g., Phillipines, 1982, and Thailand, 1983) contain other questions useful to address at the overall project level.

3. Field Visits: It may be necessary to arrange headquarters visits for most PVOs, prior to visiting field sites. The team found that on three occasions when it arranged to visit subprojects without planning to first visit the PVO headquarters, the top headquarters staff and dignitaries surprised us by travelling to the project site to meet us. Though the gesture was appreciated, this diluted the value of the field visits (i.e., focusing on beneficiaries and those involved in direct implementation).

The team spent some time developing a common set of questions for analyzing subprojects, which were augmented by ad hoc interviewing by team members. The best information was probably gathered, however, from those visits where an advance study of the files (by the person responsible for writing the subproject report) produced a set of questions tailored to that subproject. Sufficient time must be allocated for such advance preparation.

Because the evaluation team was fairly large, we divided into teams to visit some subproject sites, but went as a full group to other sites to make sure that our inquiries were similar. Tactically, it was sometimes useful to divide the group at the project site as well, with some interviewing beneficiaries at the same time that others interviewed management. There is some question whether an interpreter should be employed for such situations to make sure that foreign team members can fully participate in non-English discussions.

ANNEX FLIST OF PERSONS INTERVIEWEDLanka Mahila Samiti (LMS)

Ms. N.S. Hapugalle, Chairperson, Kaudwela Center
 Ms. S.C. Wijesekera, Vice President, LMS
 Ms. Priyanthi Fernando, Project Coordinator
 Ms. D.M. Violet, Viaparika (Enterprise Agent), LMS Coir Project,
 Pathegama Village, Matara District
 Ms. D.M. Susilawathie, - do -
 Ms. B. Indrani, - do -
 Ms. Pathma Matheshewa, - do -
 Ms. B. Leelawathie, Viaparika, LMS Coir Project,
 Bathegama, Matara District
 Ms. I.D. Susilawathie - do -
 Ms. Prema de Silva, Viaparika, LMS Coir Project,
 Madihe, Matara District
 Ms. Segathi Abeywickrama, - do -
 Ms. Aluvihare, LMS, Matale
 Ms. Wimala Ratwatte, LMS Organiser, Matale
 Ms. Jayanthi Menike, Viaparika, LMS, Poultry & Chillie Projects,
 Matale
 Ms. H.S. Karunawathie - do -
 Ms. Maliika Kumari - do -
 Ms. Kusuma Aluvihare - do -
 Ms. W.M. Padmalatha - do -

Lanka Jathika Sarvodaya Shramadana Sangamaya (Inc.)

Dr. A.T. Ariyaratne, President, Sarvodaya Sangamaya
 Mr. D.S. Senarayake, Executive Director
 Mr. K.P. Chandrasekara, Director, Special Projects
 Mr. Siripala Gamage, Project Manager, Sarvodaya Indigahahena
 (Deniyaya) Project
 Ms. Karuna Dissanayaka, Secretary, Sarvodaya Shramadana Samiti,
 Viharahena, Deniyaya
 Mr. D. Samaraweera, District Project Manager, Coastal Children
 Project, Matara District
 Mr. H.M.D. Karunasena, Manager, Coastal Children Project,
 Devinuwara area
 Mr. P. Kaludewa, Sarvodaya District Coordinator, Matara District
 Mr. Indrasiri Saparamadu, Sarvodaya, Galle District
 Mr. Ariyadasa Liyanage, Sarvodaya, Galle District
 Mr. Kamal Wellabode, Sarvodaya, Galle District
 Ms. Violet Nagahawatta, Sarvodaya Pre-School Teacher, Justin
 Kande Village, Galle
 Mr. B.M. Karunadasa, President, Sarvodaya Shramadana Society,
 Malawenna Village, Galle District
 Head, Agricultural Training School and Farm, Elpitiya,
 Galle District
 Mr. P.V. Ariyawansa, Sarvodaya District Coordinator,
 Puttalam District

Women's Bureau of Sri Lanka (WB)

- Ms. S. Sumanasekara Banda, Director, Women's Bureau (WB) of Sri Lanka
 Ms. Thosa Liyanage, Asst. Director, Planning Kachcheri, Matara
 Ms. G.K.M. Premaseeli, Plan Implementation Officer (PIO) (WB) Weligama AGA's Division
 Ms. A.H. Batagoda, PIO, WB, Dikwella AGA's Division
 Ms. G. Ruwanpathirana, Development Officer, WB, Weligama Div.
 Ms. M. Malkanthi Gamage, Project Woman, WB, Dikwella, Matara
 Mr. Mahinda Gammanpila, Addl. GA, Kachcheri, Kalutara
 Mr. D.K. Perera, Asst. Director, Planning Kachcheri, Kalutara
 Ms. K.K.G. Senaratne, PIO, WB, Horana, AGA's Division
 Ms. G.S. Weerasinghe, PIO, WB, Panadura " "
 Ms. G.D.K. Kumudinee, Project Woman, WB, Horana AGA's Division
 Ms. M.D. Hemalatha, Project Woman, WB, Bulathsinghala AGA's Div.
 Ms. Prema Senanayake, Project Woman, WB, Agalawatta AGA's Div.
 Ms. E.Somawathie Fernando, Project Woman, WB Panadura AGA's Div.
 Ms. Yasawathie Fonseka, Project Woman, WB, Panadura AGA's Div.

Young Men's Christian Association (YMCA)

- Mr. Boyd Perera, National General Secretary
 Mr. K.B.A. Wijekoon, Project Officer
 Mr. Lasla Fernando, Associate General Secretary
 Mr. S. Vijayakulasingham, Development Secretary
 Mr. Peter Christombuge, General Secretary, YMCA, Galle
 Ms. Wijayalatha Ranasinghe, Project Coordinator, Home Gardening Project, YMCA, Galle District

Save the Children

- Dr. Nimali Kannangara, Director
 Mr. Sarath Wickramaratne, Field Coordinator, Meegoda
 Mr. Frank Case, Save Project, Meegoda
 Mr. Wanigabadu, Asst. Field Coordinator, Meegoda

Marga Institute

- Mr. A.T. Fonseka, Asst. Director
 Mr. M.K.C. Perera, Project Manager, Research & Experimental Village Project, Pannala
 Mr. S. Mananwatta, Associate Director, Project Implementation
 Mr. W. Gunasekera, Asst. Director
 Mr. K.B. Dissanayake, Consultant
 Mr. S. Senaratne, Consultant
 Mr. A.S. Ranasinghe, Resident Manager, Pannala Project
 Mr. Susil Ranatunga, Project Officer, Walgampaya Project
 Mr. M.D. Kodikara, Village Coordinator, Walgampaya Project
 Mr. D.R. Samarakoon Banda, Project Officer, Mulgama Project

Nation Builders Association (NBA)

Mr. M.B. Adimarama, Executive Director
 Mr. Anuradha Wickramasinghe, Secretary, Project Implementation
 Mr. A.M. Tikiri Banda, Project Coordinator
 Mr. K.A. Dharmasena, General Secretary
 Mr. Herath Dissanayake, Advisor
 Mr. Indrajith Partel, UN Volunteer
 Mr. D.M. Sumanasekera, Project Coordinator, Nagadeepa Water Management Project
 Mr. Chandana Kodituwakku, Education & Training Coordinator, Reforestation Project, Minipe Right Bank Canal, Mahiyangana.

All Ceylon Buddhist Congress (ACBC)

Mr. W.D.V. Mahatantila, Chairman, National Council of Social Sciences
 Mr. P.D. Uduwela, Chairman, Mahawewa Project Committee
 Dr. M.B. Ariyapala, President, ACBC
 Dr. H.C.H. Soysa, Project Committee
 Mr. M.G.D. Siriwardhana, Secretary, National Council of Social Sciences
 Mr. P.M. Mudiyanse, Treasurer, Deaf & Blind Home Management Committee
 Mr. W.N.S. Fernando, Honorary Engineer
 Dr. A.D.V. Premaratne, Chairman, Deaf & Blind Home Management Committee

Yahapath Endera Farming Center, Hanwella

Sister Mary Christina (Superior), Project Director

Diyagala Boys' Town, Ragama

Rev. Bro. Clement Fernando, Project Director

Sukhitha Welfare Society, Horana

Mr. B.W. Edussuriya, Hony. Director

FRIDSRO, Werellagama, Kandy

Mr. W.J.S. Sinniah, Project Director

USAID

Mr. Frank D. Correl, Mission Director
 Mr. William P. Schoux, Deputy Director
 Mr. Richard McLaughlin, Program Officer
 Mr. Nagalingam Mahesan, PVO Officer
 Mr. William A. Binns, Project Backstop Officer, Office of Project Development and Special Programs
 Ms. Paula Bryan, Health & Population Office
 Mr. Seneka Abeyratne, Agriculture & Rural Development Office
 Mr. Arthur D. Schante, Controller
 Mr. Siraj Abeysekera, Controller's Office
 Mr. Tilak Samaranayake, Program Economist

ITINERARY AND SCHEDULE OF THE EVALUATION TEAMMonday, June 2: Colombo

USAID: Briefing by PVO Officer, Program Officer, and Backstop
Project Officer
Meeting with Mission Director and Deputy Director
Team Planning Meeting

Tuesday, June 3: Colombo District

Lanka Mahila Samiti, Training Center, Kaduwela
Reading - Colombo

Wednesday, June 4: Colombo District

Visit Save the Children Headquarters, Colombo
Team A - Save Project at Meegoda
Team B - Yahapath Endera Farming Center, Hanwella
Team meeting, Colombo

Thursday, June 5: Colombo District

Team meeting and reading - Colombo
Sarvodaya Headquarters, Moratuwa

Friday, June 6: Colombo

YMCA Headquarters, Colombo
Sri Lanka Women's Bureau Headquarters, Colombo
Marga Institute, Colombo
Reading Time

Saturday, June 7: Colombo

Reading Day

Sunday, June 8: Travel

Travel to Colombo to Koggala Beach Hotel, Galle District

Monday, June 9: Matara District

Sarvodaya Center, Pallegama, Deniyaya
Team A - Visit Sarvodaya Project at Pallegama Village
Team B - Visit Sarvodaya Project at Dodametota Village
Visit Sarvodaya Project at Viharahena Village
Team discussion at Koggala

Tuesday, June 10: Galle and Matara DistrictsTeam A

Sarvodaya District Center, Galle
 Sarvodaya Coastal Children Project, Malawenna
 YMCA District Office, Galle
 Sarvodaya Home gardening Project, Justinkanda, Galle
 YMCA Home Gardening Project, Poddala
 Sarvodaya Agricultural Training Center, Elpitiya

Team B

Sarvodaya District Center, Matara
 District Secretariat, Women's Bureau Office, Matara
 Sarvodaya Coastal Children Project, Naotunna, Matara
 LMS-SED Project Pallegama
 Women's Bureau, SED Project, Dikwella
 LMS-SED Project, Madihe, Matara
 Women's Bureau SED Project, Weligama
 Sarvodaya Coastal Children Project, Jayanikumgama,
 Weligama

Wednesday, June 11: Galle and Kalutara Districts

Sarvodaya Coastal Children Project, Kalupe, Seenigama
 Galle District
 District Secretariat, Women's Bureau office, Kalutara
 Team A: Sukhitha Welfare Society Training Center, Horana
 Team B: Women's Bureau Projects at Panadura

Thursday, June 12: Colombo

Team subproject review meeting
 Subproject report writing

Friday, June 13: Puttalam, Gampaha, & Kurunegala DistrictsTeam A

Marga Experimental Village Project at Pannala
 Diyagala Boys Town, Ragama

Team B

Sarvodaya District Office, Marawila
 Sarvodaya Coastal Children Project, Suduwella
 ACBC, Vocational Training Center, Mahawewa

Saturday, June 14: Colombo

Reading Files

Monday, June 16: Kandy and Matale DistrictsTeam A

Marga Village Development Project, Walgampaya
 Marga Village Development Project, Mulgama

Team B

LMS-SED Projects, Matale
 FRIDSRO Project, Werellagama
 Team Meeting, Kandy

Tuesday, June 17: Kandy and Badulla Districts

Nation Builder's Association, Water Management Project,
Nagadipa, Mahiyangana
Discussion with NBA officials at Mahiyangana
Team Meeting, Ulhitiya

Wednesday, June 18: Badulla and Kandy Districts

Nation Builder's Association, Reforestation Project,
Buddankotte Project Office, and Minipe Right Bank Canal
NBA Headquarters & Training Center, Kundasale, Kandy

Thursday, June 19, to Saturday, June 21: Colombo

Team meetings reviewing subprojects
Begin drafting subproject reports

Monday, June 23, to Saturday, June 26: Colombo

Drafting subproject reports
Drafting main report
Team Meetings on points for main report, especially
conclusions and recommendations
Begin preparing other annexes, graphs, and tables
Interviews with PVO Officer and Backstop Project Officer

Monday, June 30: Colombo

Prepare Handouts for debriefing
Begin review of subproject reports
Debriefing for USAID
Team meeting reviewing comments from debriefing

Tuesday, July 1, to Sunday, July 6: Colombo

Drafting and revising main report.
Team meetings reviewing chapter drafts
Continue reviewing and editing subproject reports
Additional interviews with USAID Project Committee members and
AID Controller's Office
Team meeting on beneficiary analysis

Monday, July 7: Colombo

Produce and distribute final draft report

Tuesday, July 8: Colombo

Final team meeting to review final draft report.

ANNEX HEVALUATION TEAM MEMBERS

- Dr. Jan Paul Emmert - Rural Development Officer, USAID
- Former Staff Member and Consultant for several PVOs.
- Ms. Deborah Brautigam - Socio-Economist
- International Development Consultant
- Mr. Ariyaratne Hewage - Senior Consultant, Sri Lanka
Institute of Development
Administration
- Ms. Jayanthi Liyanage - Deputy Director, Ministry of Plan
Implementation, Government of Sri
Lanka
- Chief GSL Official in MOPI
responsible for the USAID PVO
Co-Financing Project
- Ms. Nalini Madanayake - Assistant Director, Department of
External Resources, Ministry of
Finance and Planning, Government of
Sri Lanka
- Dr. S.P.F. Senaratne - Anthropologist
- Consultant for PVOs and donors in
India and Bangladesh.