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FINAL PROJECT EVALUATION REPORT
OF THE
EMPLOYMENT, INCOME GENERATING AND
SOCIAL SERVICES ENHANCEMENT FOR
ECONOMICALLY DISADVANTAGED YOUTH

Grant No.36 of the USAID PVO CO-FINANCING 11 PROJECT-383-0101

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LIST OF CONTENTS

Executive Summary
Acronyms
List of Tables

1. CONCLUSIONS	1
2. RECOMMENDATIONS	7
3. BACKGROUND	9
4. THE PROJECT DESIGN	10
5. THE EVALUATION MISSION	10
6. DESCRIPTION OF PROJECT FINDINGS	12
6.1. VOCATIONAL TRAINING (CONGRESS TECHNICAL INSTITUTE)	12
6.2. MULTI-UNION EDUCATION PROGRAM	15
6.3. YOUTH CENTERS	20
6.4. REVOLVING LOAN FUND (RLF)	24
6.5. THE COUNSELLING CENTER	26
6.6. GENDER ISSUES	29
6.7. ACHIEVEMENT OF PROJECT OBJECTIVES	30
6.8. GENERAL ASPECTS OF PROJECT IMPLEMENTATION	32
6.9. OTHER PROJECTS IMPLEMENTED BY AAFLI	32

ANNEXES

Annex 1. SCOPE OF THE EVALUATION	34
Annex 2. PERSONS AND INSTITUTES CONTACTED	37
Annex 3. LIST OF DOCUMENTS CONSULTED	41

6

EXECUTIVE SUMMARY

1. Background

Economic, social and political developments during the last decade have had a far reaching impact on trade unions throughout the world. In diverse countries, trade unions have experienced pressures and problems as never before in their history. Trade unions in Sri Lanka are committed to social welfare of their members and to strengthen their organizations through worker education. Welfare activities conducted for the membership are vocational training, income generating activities, skills development, revolving loan funds and loan schemes.

The Asian-American Free Labour Institute, which was first established in Sri Lanka in 1974, worked with trade unions in various sectors. When the concept of this project was written it had established links with the following trade unions: ACFFTU, COPSITU, CWC, JSS, LJEWU and UPTO. The project was developed in consultation with the unions.

2. The project goals and objectives

The project proposal submitted by AAFLI to USAID, for funding under the PVO Co-financing project 11, had the project goal to "Strengthen the capability of Sri Lankan unions to serve young workers by assimilating them into the social, economic and political life of their communities and the country as a whole. The project objectives were:

- a) Develop a largely self-supporting union vocational training and job placement program for unemployed and underemployed youth.
- b) Institutionalize union support for youth income generation and self-employment activities.
- c) Establish an ongoing, multi-union education program that enhances youth appreciation of basic civic responsibilities and basic democratic values.
- d) Develop a low-cost model for union-supported, village-level youth organizations.
- e) Establish a counselling center that provides social services to workers at the Katunayake Free Trade Zone, who are cut off from their traditional support systems.

3. Purpose of the evaluation

The objective of the final evaluation is to determine whether the objectives of the grant were achieved and to assess the impact of the project on the trade unions and the beneficiaries. The key evaluation issues were,

- to determine whether the project design was appropriate;
- to assess the increased organizational abilities that the trade unions received and the sustainability of the activities;

- to review the methods and determine the effectiveness of the training activities, services and the revolving loan fund; and
- to evaluate the gender sensitiveness of the project.

4. Overall conclusions

The mission concludes that the five project activities generally contributed to 'the strengthening of the trade unions to serve youth'. The project output could be assessed as satisfactory. Two factors contributed to the success: the project was based on existing union activities and the project responded to the changed context of the project between 1990 (the writing of the project concept) and 1993 (project implementation). The original three-year project proposal was shortened to two years. Although some of the activities required more than two years, most targets were met.

AAFLI played an important role and effectively used consultancy services. AAFLI and union staff were enthusiastic and dedicated. The unions lacked a staff training and development program. In general, the maintenance of records and data was inadequate. The proposal did not have a gender strategy but the unions have a basic gender awareness.

5. Findings and specific conclusions

The findings and specific conclusions of the mission are given below.

5.1. Vocational training

Findings-Support for the students and staff and raw materials for training were given to the CTI as planned. Because the output targets were not met and institutional support was required, AAFLI deviated from the project objectives and gave consultancy support to advise regarding managerial and strategic changes. AAFLI gave advises to reconstitute the Congress Labour Foundation (CLF), which had earlier managed the CTI. Consultancy services were also given to write a project proposal for donor funding.

The student intake for the project period was 120, compared to the target of 200 males and 100 females. The planned job placement program was also not implemented. The main reasons for non-achievement were the change in the management, inadequate staff and poor boarding facilities. The CLF was reconstituted and there was an awareness on its part, of the need for changes.

Conclusions-Vocational training for a disadvantaged group of youth was relevant. The target beneficiary levels and the job placement program were not achieved. Therefore, AAFLI realized the need to deviate from the objectives and give direct and indirect (consultancy) support for institutional development. It is now necessary for the CLF to follow up the recommendations of the consultants with commitment.

5.2. Multi-union education program

Findings-Two consultants from the USA were employed, to conduct two 'training of trainers' programs. It was planned to include 4 unions, but 6 unions benefitted. It was planned to train 15 males and 5 females. Twenty six males and 9 females were trained. One hundred and thirty six seminars were conducted by the trainers of five unions. The attendance of 5479 (35% females and 65% males) far exceeded the target of 700 males and 500 females. It was intended to conduct most of the seminars in the South. The majority of the seminars were conducted in the Western, Uva and Central provinces with 15% in the South. The union leaders had a deciding role in the management of the seminars and the contribution of the trainers varied. The attendance consisted largely union leaders and the percentage of the youth is not known. The seminar materials were reproduced in Sinhala and Tamil, as planned. The material was useful for the trainers but not for participants. A level of awareness was created about democracy and worker rights. Evaluation of the training programs, the use of participatory training methods and curriculum development was done by one union as part of the project. It enabled this union to be more effective.

Conclusions-The education program was a useful activity. Unions that developed an institutional approach to worker education were more effective. Such an approach involved: careful selection of trainers and participants; use of detailed curricula and participatory approaches; and monitoring and evaluation of programs.

5.3. Youth centers

Findings-The project intended to develop a low-cost model for union-supported, village-level youth organizations. The indicator, which was establishment of youth centers was contradictory. Four youth centers were established: at Koggala and Deniyaya by the ACFFTU; and at Badulla and Maskeliya by the LJEWU. The intended recreation and RLF activities were implemented, in addition to, pre-school teacher training and income-generating/skills- development activities. The centers were venues for the seminars conducted under the multi-union education program. Surveys of the working and living conditions in the FTZs and plantations were initiated. The ages of the visitors varied widely although the target was youth. The record-keeping was inadequate. It was intended that the second center of both unions would be established within six months of the first. But this required a longer period of time.

Conclusions-The centers fulfilled a relevant need but the emphasis was on the establishment of activities, rather than the development of a model or 'pilot' centers, which was the project objective. It is possible that a model could be developed with the help of the survey findings, the evaluation of the activities and with expert assistance.

5.4. Revolving loan fund

Findings-The demonstrators were effectively trained and the unions established committees to screen the loans, on the basis of criteria. The unions made recommendations to AAFLI, which made the final selection. The effectiveness of the borrower training varied. One hundred and fifty eight loans were disbursed, as intended and male/female targets were met.

The unions considered unemployed youth as high-risk for loans, and therefore only 40% of the loans were given to this category, although they were the intended beneficiaries. The loan criteria were not always used because the selections were done by union representatives. In one union most of the beneficiaries were the staff. Thirty one percent of the loans were actually used by family members or a relative of the borrower. Repayment levels were as targeted.

Conclusions-If the objective is to give loans to unemployed youth, there should be careful selection of the target group and it would be more effective to link them to credit institutions, with the unions functioning as guarantors. The group of borrowers who benefitted from the project were also in need loans, and could benefit through a union program or through credit institutions.

5.5. Counselling center

Findings-The center was established at Seeduwa, close to the Katunayake FTZ, as intended. Although males were included in the target group, the center was later restricted to females. The income generating/skills development and recreational activities were popular. Counselling services, English classes and medical clinics were not well-attended. The center was targeted to cater to 2000 female beneficiaries and the target population served was 470.

The directress, two project officers (counsellors) and two support staff were appointed, as planned. They were competent, enthusiastic and dedicated. They realized that more information about the clients was needed, and initiated a survey of the 3 FTZs. The findings were published by AAFLI and ACFFTU as 'Rights at risk'. An inter-zonal fellowship meeting of the FTZ employees resulted from the survey. The participants discussed mutual problems and obtained the required advice from experts. A tabloid newspaper was initiated by one of the project officers with most of the contributions from the FTZ employees.

Conclusions-The center was appreciated by the visitors as fulfilling a relevant need. Income generating/skills development activities were popular. The sharing of experiences at the 'inter-zonal fellowship meetings' and the advisory services given as a follow up could be considered as a form of 'counselling'. These meetings, the newspaper and the employment of a client at the center could be considered 'empowerment' of the target population. The good functioning of the center was influenced by the following: a clear and homogeneous target group; competent and dedicated staff; adequate resources; good support from the union; and use of the center only for welfare activities and not for union activities.

5.6. Gender issues

Findings-The unions were aware of the special problems of women. Gender desegregated data was maintained by all unions but only a minority of females were in leadership positions and they had little control over resources.

Conclusions-The unions have a basic gender awareness but these have not been translated to policies and strategies.

6. Recommendations

The mission recommends the following:

- 6.1. The workplan recommended by the consultants for the Congress Technical Institute should be followed up and a well-discussed project proposal for donors should be prepared, as intended.
- 6.2. The multi-union education program demonstrated that worker education requires institutional development of the unions.
- 6.3. A model for the youth centers should be developed, based on the surveys, the project experience and expert advice. This was the original project objective.
- 6.4. Unemployed youth and other beneficiaries could best obtain loans from credit institutions. Unions could provide the linkage and function as guarantors.
- 6.5. The activities at the counselling center should be re-assessed and 'empowering' and effective activities should be continued.
- 6.6. AAFLI should develop the gender sensitiveness of the unions.
- 6.7. The unions should plan and implement a program for the training and development of the project staff. This includes training in record-keeping.
- 6.8. AAFLI and the unions should continue and develop the efforts that have been initiated for sustainability.

ACRONYMS

ACFFTU	-	All Ceylon Federation of Free Trade Unions
AFL-CIO	-	American Federation of Labour and Congress of Industrial Organizations
BOI	-	Board of Investment
CIDA	-	Canadian International Development Authority
CLF	-	Congress Labour Foundation
COPSITU	-	Conference of Public Servants' Independent Trade Union
CTI	-	Congress Technical Institute
CWC	-	Ceylon Workers' Congress
ET	-	Evaluation team
FTZ	-	Free trade zone
ICTAD	-	Institute for Construction Training and Development
JSS	-	Jathika Sevaka Sangamaya
LJEWU	-	Lanka Jathika Estate Workers' Union
LT	-	Labour tribunal
NAITA	-	National Apprentice & Industrial Training Authority
NED	-	National Endowment for Democracy
RLF	-	Revolving loan fund
ROMIN	-	Resource Organization & Management International (Private) Limited
SWOT	-	Strengths, Weaknesses, Opportunities and Threats
TOT	-	Training of trainers
TU	-	Trade union
UPTO	-	Union of Post and Telecommunication Officers

LIST OF TABLES

	Page No
1. Recruitment and drop outs rates at CTI	14
2. Seminars organized by the unions	18
3. Location of union seminars	19
4. Comparison of the youth centers	23
5. Callers at the 'Friendship house'	28
6. Achievement of project objectives	30
7. Achievement of target beneficiary levels	31

1. CONCLUSIONS

1.1. OVERALL CONCLUSIONS

The five project activities generally contributed to "strengthen the capability of Sri Lankan unions to serve young workers by assimilating them into the social, economic and political life of their communities and the country as a whole", which was the project goal. The project output could be assessed as satisfactory.

There are two factors that contributed to the project success. These are, i) the project built upon activities that the unions had already undertaken, in one form or another, ii) the project concept was written in 1990 and the implementation began in August 1993. During the interim period, the context changed to a great extent and there was a need to change strategies and activities. The project was responsive to these and other circumstances that arose during implementation.

AAFLI played an important role in initiating and stimulating activities and was very supportive to the implementing organizations. Good relations and networks were established among the trade unions and other organizations. In many cases AAFLI used consultancy services, which delivered good products. The finances were well and closely managed by AAFLI. In some activities, such as the Congress Training Institute (CTI) and the revolving loan fund (RLF), AAFLI had a strong implementing role. The AAFLI staff is lean but has been able to supervise all project activities. They are enthusiastic and committed. The unions also have enthusiastic and committed staff but, in general, they lack a staff development and training program. The maintenance of project records and data by the unions was inadequate.

AAFLI, originally, designed the project for three years but the implementation was shortened to two years. It definitely takes more than two years to sustainably achieve some of the identified activities. But most beneficiary targets and evaluation indicators were met. AAFLI gave specific attention to some aspects of sustaining the activities.

The project activities were situated in a context with many gender problems. The unions evidenced a basic gender awareness but none had explicit policies or strategies. The project proposal did not have a gender strategy. Since most of the inputs to the project came from the unions their status of gender awareness was reflected in the project proposal. However, by giving gender disaggregated beneficiary targets, there was an implicit gender awareness in the project proposal.

1.2. SPECIFIC CONCLUSIONS

1.2.1. VOCATIONAL TRAINING (Congress Technical Institute)

The mission concludes that vocational training for a disadvantaged group of youth was relevant. In accordance with the project activities, AAFLI gave support for students and staff and for purchase of equipment. Since beneficiary targets and job placement were

not achieved AAFLI realized that institutional development was required. The latter was not part of the project proposal. AAFLI gave direct support and obtained appropriate consultancy services to reconstitute the Congress Labour Foundation (which earlier managed the CTI) and to advise the CLF on managerial and strategic changes, that were necessary. A tracer study and a market survey were undertaken in preparation for the completion of a project proposal for donor funding. The future of the CTI depends on the commitment of the CLF to the workplan, that was a result of the consultancy. The union commits considerable funds for day-to-day maintenance but would also require further donor funding for the development and maintenance of the institute. AAFLI has committed to continue technical services even after the completion of the project.

Relevance-Estate youth were able to obtain vocational training only at an institution like CTI, because of constraints like their low educational attainment.

Inputs-AAFLI achieved the project objectives of assistance to the trainees and staff and equipment-support. The objectives were changed when AAFLI realized that institutional development was required. Therefore, AAFLI gave direct support, in the form of advice, to reconstitute the Congress Labour Foundation. AAFLI also contracted consultancy services to do a situation analysis of the CTI.

Outputs-102 males and 18 females graduated during the two year project period against targets of 200 males and 100 females. The main reasons for the low intake were, inadequate qualified staff, poor boarding facilities and inability to get jobs. Also, the job placement program was not achieved, as intended. These problems are within the terms of reference of the consultancy that is in progress.

As a result of the institutional development efforts, the CLF was reconstituted and an Executive Director was recently appointed. There was an awareness, on the part of the CLF, that managerial and strategic changes were needed. The consultant identified the necessary changes, with a workplan for follow up action by the CLF. The recommended tracer study was completed and the market survey is in progress. When they are completed, a project proposal for donor funding will be completed.

Effectiveness-AAFLI recognized the need for institutional support and gave appropriate assistance, which achieved some results. The full realization of the changed objectives will require commitment on the part of CLF to the recommended workplan, over a longer period of time. The CLF would also have to seek donor funding for a well-prepared and well-discussed project proposal.

Sustainability-AAFLI recognized that two years were not sufficient to bring about the institutional changes that were necessary. Therefore, after the completion of the project, AAFLI will continue to give technical assistance, especially for completion of the project proposal. AAFLI will also print pamphlets and publicity materials and will integrate the CTI with the youth program of the union. Although the CWC provided substantial funds for day-to-day running, the development and sustainability of the institute requires further external funding. It is possible that there could be collaboration with the new vocational training institute to be sited at Hatton.

1.2.2. MULTI-UNION EDUCATION PROGRAM

The mission concludes that the training of youth in basic civic responsibilities and democratic values was a useful activity. Conditions to be fulfilled to achieve the intended objectives are:

- a) *a vision and commitment of the union regarding the importance of worker education,*
- b) *careful selection of the trainers,*
- c) *the participation of the trainers in the planning of the seminars,*
- d) *careful selection of the beneficiaries,*
- e) *use of training curricula*
- f) *use of participatory methods in training*
- g) *monitoring and evaluation of the training programs.*

The project demonstrated that the unions that worked close to these conditions were able to achieve the project objectives better. Therefore, in addition to the training of trainers, institutional development was required for the management of worker education.

Relevance-Worker education seminars were conducted by the trade unions for the past three and a half decades, and, at best, the achievement was to create an awareness of trade unions activities and issues among the membership. In some unions, there was training for future leadership.

Inputs-Two consultants from the USA were employed to conduct two programs for the 'training of trainers'; 26 males and 9 females from 6 unions were trained, compared to the target of 15 males and 5 females from 4 unions. The participants were trained in the course content and training methodologies. Training materials were produced in Sinhala and Tamil.

Outputs-One hundred and thirty six seminars were conducted by the trainers of 5 unions, with an attendance of 5479 (35% females, 65% males), exceeding the target. However, the performance of the individual unions varied. The unions had a deciding role in the conduct of the seminars and the role played by the trainers varied. The attendance consisted largely of local union leaders. The percentage of youth in the seminars is not known. The seminar material, which was developed and translated, was useful for the trainers. But it was little used by the participants because it was difficult to understand. AAFLI took note of this and made changes in later documents.

Efficiency-Some unions used the available resources to conduct more seminars than planned.

Effectiveness-A level of awareness about democracy, worker rights and other related issues was created through the seminars.

Quality-In a few unions, the project supported new approaches such as:

- a) *evaluation of the training programs,*
- b) *use of participatory training methods*
- c) *the development of a detailed training curriculum.*

These initiatives, enabled the unions to respond more effectively to the needs of the members and also to create a youth leadership.

Sustainability-Some of the unions could fund worker education with their own resources, but others were dependent on donor funds.

1.2.3. YOUTH CENTERS

The mission concludes that the project experience demonstrated that the youth centers fulfilled a relevant need. However, the emphasis was on the establishment of activities at the four centers rather than the development of a model or 'pilot' center, which was the project objective.

The centres were used as venues for the worker education seminars, for training of pre-school teachers and for skills development/income generating activities. Surveys were conducted in the plantations and in the FTZs because it was realized that the activities had to be evaluated and the needs of the youth had to be assessed. It is possible that a model for youth centers could be developed with the help of the survey findings, the evaluation of the center activities and with assistance from 'experts in youth activities'.

Relevance-The reason for the establishment of youth centers was to develop innovative methods to address youth alienation. It was intended that the centers would initiate recreation activities and loans for income generating activities. The center fulfilled a relevant need judging from the available attendance records and the feedback of the visitors.

Inputs-Four centers were established; at Koggala and Deniyaya by the ACFFTU and at Badulla and Maskeliya by the LJEWU.

Outputs and effectiveness-The activities at the centers were based on the requests of the participants. All centers provided recreational activities and the RLF were implemented at Koggala and Badulla. Seminars were conducted at the centers. Pre-school teachers were trained at Badulla. Also, skills- development/income-generating activities were held mainly at Badulla. The age of the visitors at the centers varied widely. Surveys of the target group were conducted in the FTZs and in the plantation sector and the results were expected to be used in making the centers more effective. The centers also provided for skills development/income generating activities, which were useful for plantation women, who have otherwise limited access to such activities. The unions did not provide an in-service training and development program for the staff.

Efficiency- The programming and planning of activities and the record-keeping was inadequate. There was a lack of evaluation of the usefulness of project activities. As a result, the centers and the staff-time were underutilized.

Sustainability-The sustainability of some of the centers was in doubt.

1.2.4. REVOLVING LOAN FUND (RLF)-

The mission concludes that the project was unable to address the intended target adequately. However, there was a need for small loans among the the group of borrowers who benefitted from the project.

The mission also concludes that the project was unable to create self-employment with loans that were limited to a maximum of Rs.13000. This loan maximum was fixed at the inception of the project.

To achieve the project objective of creating self-employment for youth by providing loans, it is necessary to carefully select unemployed youth and to supply them with loans that are adequate. This could be best achieved by establishing links between the borrowers and professional lending institutions, with the unions helping to establish the linkages.

Relevance-There was a great need and demand for loans among youth as well as others.

Inputs- The unions considered unemployed youth as high-risk for loans, and therefore only 40% of the loans were given to this category, although they were the intended beneficiaries. In one union the beneficiaries were the staff. Thirty one percent of the loans were utilized by indirect beneficiaries, e.g. a family member or a relative. It is not known what percent of youth were such indirect beneficiaries. The demonstrator training was adequate but the effectiveness of the borrower training varied.

Outputs and effectiveness-One hundred and fifty eight loans were disbursed to 132 males and 26 females, as targeted. The borrowers needed the funds and were able to increase their incomes. The amount of the loan was small and did not allow the borrowers to reach above their present poverty situation. The savings were inadequate. The selection of the demonstrator and his follow up and management by the union influenced the effectiveness of the activities.

Efficiency and sustainability-Repayment levels were as targeted. The funds for the demonstrators and training were given from the project but the activities were sustained by the unions after the project support ended.

1.2.5. THE COUNSELLING CENTER

The mission concludes that the counselling center was appreciated by the visitors as fulfilling a relevant need. The visitors were all females and the target population was estimated to be about 470. The target beneficiary level was 2000. Recreational and income generating/skills development activities were in high demand, whereas counselling services, medical clinics and English classes were poorly attended. The originally designed counselling services, to be given through staff counsellors and a telephone 'hot-line', were not a felt need, possibly, because the concept is new to rural Sri Lanka. Although medical clinics were poorly attended, seminars on health-related issues had good attendance and therefore there was a need for the continuation of health education and eventually, outreach services may achieve a better coverage. The type of medical treatment required was urgent care, that would enable the employees to work without leave. Therefore, private practitioners were well-patronized and there was no demand for the type of health services offered by the center.

There was a very positive attitude of the staff towards the visitors and the mission highly appreciates the initiative taken by the staff to conduct a survey of the working and living conditions of the FTZs. A regular 'inter-zonal fellowship meeting' resulted from the survey

and advice regarding work-related issues was provided to the participants. This could be considered a form of 'counselling'. The union and the staff have also facilitated the part-time employment of a FTZ employee at the center. A tabloid newspaper, with most of the contributions from the FTZ employees, was started to reflect their thinking. These initiatives have served to 'empower' the FTZ employees and to increase their 'sense of ownership' of the center.

The mission concludes that the good functioning of the center was influenced by,

- a) *a clear and homogeneous target group,*
- b) *competent and dedicated staff,*
- c) *adequate resources,*
- d) *good support and follow up from the union
and because*
- e) *the center provided only welfare activities and did not provide trade
union services.*

The center was not self-sustaining in the short-term but possible alternatives have been discussed by the union and AAFLI. Towards this end, the market acceptability of the products should be evaluated.

Relevance-The activities of the center were relevant to the beneficiaries, although there was no demand for the envisaged counselling services.

Inputs-The income generating/skills development activities were popular. This was partly because they were recreational and also because the participants leave the FTZ when they are about 30 years or after marriage and engage in income generating activities. The health, hygiene, family-related and work-related seminars were well-attended. Counselling services, English classes and medical clinics were not well attended.

Outputs and effectiveness- The intended target beneficiary level was not reached. The staff were competent and enthusiastic, but they do not have a program of training and development. The union initiated a survey of the three FTZs, which was conducted by the staff and FTZ employees. An outcome of this survey was an 'inter-zonal fellowship meeting' which enabled the employees to discuss mutual problems and seek advice and solutions from experts. A tabloid newspaper was started, with most of the contributions from the FTZ employees. This could be an effective means of communication for the visitors as well as the factory management. These activities 'empowered' the beneficiaries and were relevant to them.

Efficiency-The average daily attendance was low but this enabled the staff to deliver quality services. An evaluation of the usefulness and cost-effectiveness of the activities was not made.

Sustainability-AAFLI has plans for continuation of the center since the union cannot bear the full cost of maintenance in the short-term.

1.2.6. GENDER ISSUES

Relevance-The unions were aware of the special problems of women and some unions responded to this by creating 'women's departments'. In other unions the activities were integrated into the mainstream. Gender desegregated data was available with all unions, indicating a basic gender awareness. However, there was only a minority of females in leadership positions and they had little control over resources. Unions did not have gender policies or strategies.

Inputs-The project context was replete with gender problems but the project was not designed to address gender issues. By giving gender desegregated project targets there was an implicit gender awareness in the project.

Outputs and effectiveness-The overall target beneficiary level was 3130 females or 56% of the total. The achievement was 2655 females or 43% of the total. There were 26% female trainers and 35% female attendance at the seminars and some unions conducted special seminars on women's issues. Most of the unions concentrated on recreational and traditional income generating activities (IGAs) for women. There was a great demand for IGAs in the FTZ. The 'inter-zonal fellowship meetings', the employment of a beneficiary and the tabloid newspaper, were 'empowering' activities of the counselling center, because the beneficiaries had control of the activities to some extent.

2. RECOMMENDATIONS

The mission recommends the following-

2.1. Vocational training-the workplan recommended by the consultant should be followed up, as intended. The project proposal that would be written after the completion of the tracer study and the market survey, should be well-discussed by the union and AAFLI. Collaboration with the new vocational training institute at Hatton should be pursued by the union and AAFLI.

2.2. Multi-union education program-For the optimal management of worker education the unions need training in institutional development. Aspects of this management were already demonstrated by some of the unions during the project implementation. Such a training should promote,

- a) a vision and commitment of the union regarding the importance of worker education,
- b) careful selection of the trainers,
- c) the participation of the trainers in the planning of the seminars,
- d) careful selection of the beneficiaries,
- e) use of training curricula,
- f) use of participatory methods in training,
- g) monitoring and evaluation of the training programs.

2.3. Youth centers-A model for the youth centers should be developed, as intended in the project objectives. This model could be based on the surveys that have been completed, evaluation of the project activities and assistance from 'experts on youth activities'. The success of the centers would also require staff training and development and an effective union management structure to guide the centers and their strategy. Lessons could also be learnt from the counselling center.

2.4. Revolving loan fund-If the objective is to assist unemployed youth the unions should effectively select such persons and adequate loans should be made available. This could be done most effectively by linking the youth to credit institutions. The unions could function as the guarantor and the loan fund could be used for this purpose. Training in savings should be part of the program.

Since the actual borrowers of the project also have a need for loans, the unions could give direct loans or link them to institutions. The latter would enable a larger number to benefit, once the unions have enabled them to get credibility with the institutions.

2.5. Counselling center-The training in income generating activities, the 'inter-zonal fellowship meetings' and the tabloid newspapers stand out as effective and 'empowering'. The sharing of experiences at the 'fellowship meetings' and the follow up activities lead to a form of counselling. The employment of FTZ employees at the center would also increase their participation. These activities should be continued. The activities of the center should be re-assessed so that the staff could concentrate on effective activities.

The reasons for the success of the center were,

- a) a clear and homogeneous target group,
- b) competent and dedicated staff,
- c) adequate resources
- d) good support and follow up from the union.

The center provided only welfare activities and did not provide trade union services and this is an additional factor. These factors should be taken into account in the future and for the other centers, as well.

2.6. Gender issues-AAFLI should develop the gender sensitiveness of the unions, which is already present in a basic form. The objective should be to establish policies and strategies.

2.7. Staff-the project staff of the unions should have a training and development program, which includes training in record-keeping.

2.8. Sustainability-there is special concern regarding the sustainability of the CTI, youth centers and the counselling center. AAFLI should continue and develop the sustainability efforts that have been initiated. The unions would benefit from a training on sustainability and fund raising.

3. BACKGROUND

3.1. TRADE UNIONS IN SRI LANKA

The first recorded workers' organization in Sri Lanka was in 1893. The first trade union organizations in the plantations were established in 1931. Trade union activities were made legal in 1935.

According to the Department of Census and Statistics there were 1151 registered unions in 1993 with a membership of 884,226.

The estimated population of Sri Lanka for 1993 was 17.62 million and the total employed was 5.23 million. Therefore 16.9% of the total employed were organized in trade unions. Approximately 40.2% of the public sector and EPF employees (i.e. private sector) were members of a trade union.

3.2. SOCIAL WELFARE AND WORKER EDUCATION ACTIVITIES OF THE TRADE UNIONS

Economic, social and political developments during the last decade have had a far reaching impact on trade unions throughout the world. In diverse countries, trade unions have experienced pressures and problems as never before in their history. Trade unions in Sri Lanka are committed to social welfare of their members and to strengthen their organizations through worker education. Welfare activities conducted for the membership are vocational training, income generating activities, skills development, revolving loan funds and loan schemes.

Workers' education was formalized and structured in 1960 by ILO. Thereafter, the Labour Department and the Sri Lanka Foundation Institute conducted education seminars. The unions also conducted seminars for their membership, partly with donor funds. A few unions have training centres with residential facilities. They also have trainers of their own. However, there has been little evaluation of the impact of these seminars.

The unions conduct vocational training and skills development programs for their membership and for under-privileged people. Loans are given for death and emergencies and for income generating activities. Donor assistance has been used for some of these projects.

The benefits of welfare activities for the unions are membership growth and awareness of rights and therefore prevention of unreasonable demands by the members. The benefits to beneficiaries are, awareness of rights and democratic practices, health services, leadership training, revolving loan fund benefits and income generation activities.

3.3. ASIAN-AMERICAN FREE LABOUR INSTITUTE (AAFLI)

The Executive Council of the American Federation of Labour and Congress of Industrial Organizations (AFL-CIO) established AAFLI in 1968. AAFLI started working in Sri Lanka in 1974 and until 1979 worked directly with a few trade unions. In 1979 AAFLI posted its first Country Program Director in Sri Lanka. The trade unions that worked with AAFLI were ACFFTU, COPSITU, CWC, JSS, LJEWU and UPTO. The six TUs in this project were the only organizations associating with AAFLI in 1986, when the office was closed for a few years. After 1992 the contacts were expanded to other unions, NGOs and other organizations.

4. THE PROJECT DESIGN

The first concept paper for the project was presented to USAID in 1990. The main elements were vocational training, revolving loans and democracy training. The first proposal was written in 1991. The proposal included the concept of a youth center and a garment vocational training facility. USAID indicated that the garment training facility was not in accordance with the aid policies of the USA and this was replaced with plans for a counselling centre at Katunayake for employees of the Free Trade Zone. The final draft of the proposal was submitted to USAID in March 1993 and the project commenced in August 1993. The original project request was for three years but USAID reduced this to two years because the PVO co-financing project 11 was coming to an end, and the available funds were limited.

The concept of the counselling centre arose from the ACFFTU hostel project in the FTZ at Katunayake. The idea of a youth center arose from the need to find solutions for the youth unrest in the south. The revolving loan funds were an ongoing activity. The democracy education was an initiative of AAFLI and the trade union response to this was varied at the inception.

There was concern that the political activities of the unions would be assisted by the project. It was also possible that the youth centers could be subverted for other anti-social activities. The project details are described in chapter 6.

5. THE EVALUATION MISSION

5.1. The terms of reference

The Evaluation team worked with AAFLI to draft the TOR. The final draft was presented to the union representatives and also shared with USAID. In addition to the TOR for the overall evaluation, each consultant had a separate TOR. The evaluation assessed the project achievements against the project goals but also took into account that AAFLI intended to continue the project activities with donor funds.

5.2. The evaluation methodology consisted the following:

- a) A comprehensive review of the project documentation-
 - the project proposal and description
 - agreements between AAFLI and the trade unions
 - quarterly progress reports from AAFLI to USAID and monthly
 - reports from the trade unions to AAFLI
 - USAID and AAFLI publications
 - evaluation report of LJEWU education seminars
 - reports, newsletters from the unions and
 - related studies and literature (*listed in annex 3*),
- b) Discussions with AAFLI staff, including presentation of an interim report,
- c) Discussions with the Project Officer and the Project Management Assistant of USAID,
- d) Discussions with the staff of ROMIN, Anne Banwell, FES and the Executive Director of CTI,
- e) An introductory meeting at AAFLI with trade union representatives and separate meetings with the project management staff of each union,
- f) Site visits to Katunayake, Koggala, Deniyaya, Maskeliya, Badulla and Kotagala for observations at the project sites and for discussions with the staff and beneficiaries,
- g) Meetings with the three demonstrators and site visits and discussions with 32 RLF beneficiaries,
- h) Observation of an inter-zonal fellowship meeting at Katunayake and education seminars at Badulla, Deniyaya and Koggala and skills development classes at Katunayake and Badulla,
- i) Presentation of conclusions and the draft report to AAFLI,
- j) debriefing of USAID.

5.3. The instruments used and field methods- the meetings with AAFLI, union representatives and the beneficiaries were free discussions, guided by key questions. The key questions were drafted by the ET and discussed with AAFLI prior to the field visits. The ET functioned as observers of seminars and the inter-zonal fellowship meeting. An opportunity was given to ask questions after the seminars.

5.4. Selection of project sites and beneficiaries for interviews- all project sites were visited and all project managers and staff were interviewed, some individually and others in groups. A random sample of 32 of the 158 RLF beneficiaries was selected for site visits.

5.5 Report preparation- an interim report was discussed with AAFLI on the 28th of August. The three consultants prepared separate reports which were compiled into a draft document by the Team Leader. The draft document was discussed among the team members and draft conclusions were derived. The latter was discussed with AAFLI on the 3rd of November. Thereafter the draft document was prepared.

The Country Program Director and his staff were cooperative and helpful in facilitating the evaluation.

5.6. The Evaluation Team- the ET was responsible for the design and implementation of the instruments. The ET comprised four members-

- * Ms.Jantsje van der Wal, Training expert and gender specialist,
- * Ms.Kalaimagal Thangavelu, Sociologist, who looked at organizational and welfare aspects of the trade unions,
- * Mr.Raymond Mudalige, Economist who studied the RLF,
- * Dr.R.S.Perera, the Team Leader.

6. DESCRIPTION OF PROJECT FINDINGS

6.1. VOCATIONAL TRAINING (CONGRESS TECHNICAL INSTITUTE)

6.1.1. The project objective and its relevance-The objective was to 'develop a largely self-supporting vocational training and job placement program for unemployed and underemployed youth'. The Congress Technical Institute (CTI) of the Ceylon Workers' Congress (CWC) at Kotagala was selected. It strictly served the estate population because they are unable to obtain entrance to other vocational institutes due to constraints like low educational attainment.

The CTI project was managed by the Congress Labour Foundation (CLF), which is a limited liability company under the CWC. Training at the donor-assisted project started in 1986. It functioned well under the CLF, which had a management structure of an Executive Director, Principal, Deputy Principal and a staff cadre of 18. Training was provided for males in masonry, carpentry, mechanical fitting, motor mechanism, electrical wiring and for females in handloom weaving. Each course had a capacity for 20 students. In addition to the training programs, each department undertook commercial orders to provide funds for maintenance.

6.1.2. Inputs-The planned activities were,

- ‘support for trainees, who do not have the capability to pay for their subsistence,
- raw materials for training,
- two additional instructors,
- one full-time staff responsible for placing graduates and tracking them (job placement),
- low-cost equipment,
- Sri Lankan expertise to upgrade the technical and teaching skills of the instructors.

The CWC had to provide all other facilities, equipment and maintenance costs.

The daily allowances for the trainees, raw materials and staff support were delivered, as planned. During the project period the CLF stopped functioning and the management of the CTI was changed. The on-site management was done by two staff members. The number of students fluctuated and drop out rates increased after 1993. The institute functioned below capacity and the planned job placement did not take place.

As a result AAFLI requested ROMIN, a consultancy company, to make an assessment of CTI. In March 1994, ROMIN concluded that the CTI was deficient in the following: competent staff; curriculum development; staff development; recreation and welfare facilities; interaction of staff and management; job placement. They concluded that, as a result, the courses were not attractive to the students. When ROMIN followed up in June 1995 the situation was the same.

AAFLI then obtained the services of Anne Banwell, a consultant, to write a project proposal for donor funding. In May 1995, she found that, "the major strengths of the CTI are, a dedicated staff, a purpose-built training facility, good quality machinery and equipment, substantial core funding from the CWC and a clearly delineated and homogeneous trainee population. The constraints are the lack of an explicit employment orientation, lack of trainee commitment to CTI for a large number of reasons, and the lack of a clear managerial and governance structure". Before writing a proposal she advised a tracer study and a market survey. She also recommended a plan of action to change the present situation. AAFLI gave direct support, in the form of advices, to reconstitute the CLF.

6.1.3. Outputs-The beneficiary target was 200 males and 100 females during the project period or 150 graduates per year. The indicators were, ‘at least 90% will be placed in jobs using their new skills or become self-employed and at least 45 graduates will be certified by the National Apprenticeship Board’.

All the students were from the plantations, which was the intended target population. From 1993 to 1995, 102 males and 18 females, a total of 120, were trained. The student recruitment was below capacity in most years and drop out rates were high. Details are given in table 1. A postal survey of past graduates, for the period 1986-1994, was conducted by the Training Officer and he obtained 191 replies to 400 inquiries. The number employed in the field in which they were trained was 39%. Thirty two per cent were employed in other fields and 25% were unemployed. Although the CTI was registered with the Government Vocational Training Authority the students were not eligible to sit the examinations conducted by the National Apprentice & Industrial Training Authority (NAITA).

Table 1

STUDENT RECRUITMENT AND DROP OUTS AT CTI

Year	Students	Graduates	Drop out rate
1985	84	66	21%
1986	104	86	17%
1987	89	79	11%
1988	126	93	26%
1989	126	89	29%
1990	84	57	32%
1991	50	33	34%
1992	62	53	15%
1993	74	45	40%
1994-5	73	35	52%
Total	873	636	27%

The main reasons for the low student intake and high drop rate were inadequate staff and equipment/materials, poor boarding facilities and inability to get jobs.

As a result of the direct and indirect efforts of AAFLI, the CLF was reconstituted and an Executive Director was recently appointed. The CLF was aware of action that should be taken according to the recommended workplan.

6.1.4. Effectiveness-The project inputs were based on the situation in 1990 when the CTI was managed by the CLF. During project implementation, the management changed and AAFLI recognized the need for institutional support, that was not envisaged in the project. Direct and consultancy support was given. Full realization of these efforts will require the commitment of the CLF to the recommended workplan, over a longer period of time. The tracer study was completed and the market survey is in progress. When completed AAFLI and the CLF would develop a project proposal that should be well-discussed and well-prepared. Once completed the CLF would have to seek donor assistance for this proposal.

6.1.5. Sustainability-For the original proposal a two year period may have been sufficient. With the subsequent changes in management the CTI requires a longer period for managerial and structural changes. Collaboration with the new vocational training institute at Hatton should be explored. Therefore, after completion of the project AAFLI will continue to give technical assistance for completion of the project proposal. AAFLI will also print pamphlets and publicity materials and intends to integrate the CTI with the youth program of the union. Although the CWC provides substantial funds for day-to-day running, the development and sustainability of the institute requires further external funding. The institute obtains 20-40% of the running expenses from production but this could be increased and the land available to the institute, could be exploited for training and income.

6.2. MULTI-UNION EDUCATION PROGRAM

6.2.1. The project objective and its relevance-

The objective was to 'establish an ongoing, multi-union education program that enhances youth appreciation of basic civic responsibilities and basic democratic values'. The unions had conducted worker education seminars since 1960, partly with donor funds. Over the years, the unions had developed facilities, acquired equipment, materials and trained trainers, to varying degrees, e.g., the CWC had a 'worker education center' at Kotagala and the LJEWU and ACFFTU had residential centres in Colombo. The programs are known to create awareness but have been little evaluated. In some unions there was training for future leadership.

6.2.2. Inputs-The planned activity, specifically for youth development, was training of trainers, from at least four unions. The AAFLI Country Program Director and a US consultant would design and implement seminars on civic rights and responsibilities. The trainers would develop curricula for the seminars and Sinhala and Tamil materials.

The training of trainers (TOT) was conducted, by two US consultants and the AAFLI Country Program Director, for three batches of trainers. The first batch was trained from

31st October to 11th November 1993 for 19 (13 males and 6 females) trainers from five unions (ACFFTU, COPSITU, CWC, LJEWU and UPTO). John K. Sloan, AAFLI's Director of Education, conducted this two week training on 'democracy and civic education'. Four follow up programs were held for this batch between 1st March 1994 and 25th February 1995. The overall attendance at the follow up programs was 67%.

The second batch was trained from 14th to 24th February 1994 by David Spencer, Associate Professor of Labour Studies, Indiana University. This two week training was also on "democracy and civic education". Fifteen trainers from five unions (ACFFTU, COPSITU, CWC, LJEWU and UPTO) participated (11 males and 4 females). Three follow up programs were held between June 1994 and March 1995, with an overall participation of 73%.

The third batch was trained from the 9th to 20th of May 1994, also by David Spencer. The theme of the course was "democracy and innovative teaching techniques". Sixteen trainers (13 males and 3 females) from 6 unions (ACFFTU, COPSITU, CWC, JSS, LJEWU and UPTO) participated. Two follow up programs were held between 22nd October 1994 and 4th March 1995 with an overall participation of 78%. The participation according to unions varied widely. The first and third TOTs were held under the USAID grant and the second was funded by the NED grant.

The trainers were expected to conduct 1-2 day seminars on civic education, democracy, labour laws, trade unionism, the economy and workers' rights. Curricula were developed in some unions for the conduct of the seminars and in others a guideline was used. AAFLI used new and existing English language material for translation to Sinhala and Tamil, to be used by the trainers and participants.

6.2.3. Outputs-The target number of trainers was 15 males and 5 females. The targets for seminar participation was 700 males and 500 females. Most of the participation was expected from the South. The indicators were the participation of at least 4 unions in the initial training programs and the reproduction of civic education materials in Sinhala and Tamil.

AAFLI supported the seminars with funds from the USAID project and the National Endowment for Democracy (NED). Since the unions did not make a differentiation between the two sources of funding, AAFLI took the responsibility to allocate funds according to the type of seminar conducted. The democracy seminars were conducted with USAID funds and the workers' rights seminars with NED funds. A summary of the seminars are given in table 2.

The LJEWU, CWC, COPSITU and ACFFTU exceeded the targeted beneficiary levels. The LJEWU, in particular, used the available resources to conduct more than the planned number of seminars. UPTO was not able to conduct any seminars due to internal reorganization in the union.

The ACFFTU focused on the FTZs. The 'inter-zonal fellowship meetings' were funded under this activity. Fifty four per cent of their participants were females. The LJEWU and CWC conducted some seminars only for female plantation workers to discuss women's

issues. Once the issues were identified a group of males and females were brought together to jointly discuss the issues. The JSS and COPSITU also included subjects such as grievance handling-procedure, 'mock trial', occupational health which have been developed over the years as services to the members.

Some of the seminar materials were translated from English to Sinhala and Tamil and others were produced anew. It was found that the material was useful for the trainers who had otherwise little material. However, it was realized that it was difficult for the participants to comprehend. This was taken note of for the production of future material.

The decisions regarding the management of the seminars were taken by the union leaders with little involvement of the regional staff and/or the trainers. The attendance consisted largely of local union leaders, who were middle aged and elderly. Adequate records were not available to assess to what degree the seminars benefitted the youth, as intended. The geographical location of the seminars by provinces is given in table 3.

The majority of the seminars were held in the Western, Uva and Central provinces. Only 15% of the seminars were held in the Southern province, for which most of them were targeted. Seminars were held in all provinces, except the North and East.

6.2.4. Effectiveness-A level of awareness about democracy, worker rights and other related issues was created through the seminars. This is illustrated in box 1 and 2.

Box 1. Civic education

"Due to the design of the civic education program one of the unintended, reinforcing side benefits was the active integration and dialogue between different ethnic communities of the unions involved. By conducting the seminar in both Sinhala and Tamil, the notions of social democracy (equality under the law, commitment to lack of discrimination, promotion of education opportunities) were practically and dramatically reinforced.

The union representatives had not participated in such a program before and the opportunity of participants to learn both languages was a unique experience".

The LJEWU realized that the participation of trained personnel in union activities was inadequate and initiated an evaluation of its education activities in December 1994. As a result of the evaluation the union decided the following: to carefully select the participants; to address the problems of the workers in the seminars; to locate the seminars closer to the participants; and to use the participants in the work of the unions after training. An elaborate lesson plan and curriculum was developed with worker participation. The union also undertook a separate seven-week training of trainers.

Table 2

SEMINARS ORGANIZED BY THE UNIONS WITH USAID & NED FUNDS

Union	No. of Seminars	No. of participants	Male		Female		AID	NED	Period
			No.	%	No.	%			
LJEWU	53	1312	787	60	525	40	45 (20-30)	6 (10-15)	Nov.93-Aug.95
CWC	32	737	530	72	207	28	13 (20)	19 (10)	Mar.94-Jul.95
ACFFTU	18 (21)*	385 * (458)	177	46	208	54	9 (20)	12 (10)	Nov.93-Jul.95
COPSITU	27	646	497	77	149	23	17 (20)	10 (10)	Oct.93-Aug.95
JSS	5	192	143	74	49	26	1	4	Sep.94-Aug.95
	138	3345	2134	65	1138	35	85	51	

(* The total number of participants in 21 workshops was 458. The male - female breakdown for 3 workshops (73 participants) was not available. The figures in brackets are the number of planned seminars)

Table 3

LOCATION OF UNION SEMINARS-(USAID & NED)

Province	West	South	Central	Sabara gamuwa	Uva	NWP	NCP	Total
LJEWU	5	6	9	5	28	-	-	53
CWC	4	3	14	4	7	-	-	32
ACFFTU	8	9	-	-	1	1	-	19
COPSITU	18	2	-	3	-	1	3	27
JSS	5	-	-	-	-	-	-	5
	40	20	23	12	36	2	3	136

Box 2. "Street democracy experiment"

"During the second 'Democracy and civic education seminar' consultant Spencer undertook an interesting experiment in putting into practice the theoretical concepts such as freedom of speech and freedom of association. Teaming Tamil and Sinhala speakers into pairs, they went out into the community of Mutuwal where the seminar was being held and conducted a 'man-on-the-street' survey on economic democracy. Questions such as home ownership, education level, job discrimination, income levels, etc., were asked of 100 respondents. More important than the actual data received was the class members' process of overcoming fear and paranoia and getting them to think and look at their perceptions of their freedoms and restrictions on those freedoms in a practical way".

6.2.6. Sustainability-Most of the unions had physical resources and trained personnel to conduct seminars. Some of these resources were acquired and developed with donor funds over the years. Some of the unions could also use their own funds for the seminars but others were dependant on donor funds.

6.3. YOUTH CENTERS

6.3.1. The project objective and its relevance-

The objective was to 'develop a low-cost model for union-supported, village-level youth organizations'. The original intention was to site the youth centers in the South, where in 1990, there was much youth unrest, largely related to high school drop-outs and youth unemployment. The centers fulfilled a relevant need because there were very few venues at which youth could legitimately gather for recreation and creative and employment-related activities.

6.3.2. Inputs-The planned activity was assistance for the development of low-cost models for youth organizations through the ACFFTU and LJEWU. For each of the unions a salary subsidy was to be provided for six months to a youth organizer to establish a youth centre, recruit members and initiate activities such as recreation, library and loans for income generating activities. It was expected that the youth organizers would move to new locations in six months. Three potential sites were Deniyaya, Matara and Hambantota. Small rental subsidies, supplies and modest recreational and library facilities were to be provided.

6.3.2.1. The ACFFTU youth center at Koggala

The ACFFTU started its youth centre at Koggala on 28th January 1994. This venue was selected to cater to the unemployed youth of the area and the FTZ employees. The Koggala FTZ was established in 1990 and have an estimated 11,000 workers.

The activities at the center were recreation (games, television, newspapers and magazines), English classes, seminars on health, environment, work and democracy. This was a venue for seminars conducted under the multi-union education program. The first youth organizer was also a 'trainer'. Trade union activities, such as legal assistance was also offered. Committees of the visitors were formed to guide the activities.

The project provided the rental, furniture and equipment and the stipend of the youth organizer. ACFFTU provided the stipend of the matron and the English instructor. AAFLI advised to start training in the hotel trade at the center.

6.3.2.2. The ACFFTU youth center at Deniyaya

In April 1995, 15 months after the inception of the Koggala centre, the first youth organizer moved to Deniyaya. The center was planned to start six months after the first center. The objective was to cater to the estate community in the South. The National Workers' Congress, affiliated to the ACFFTU, had about 2000 plantation members in Deniyaya.

The activities were recreation, seminars and advisory services. The youth organizer was the only staff member and his stipend was given by the union. The project provided the rental, furniture and equipment. It is intended to start a pre-school for the estate children and AAFLI advised to locate migrant advisory services at the center.

6.3.2.3. The LJEWU youth center at Badulla

In 1990, the project planned to start youth centers in the South. In 1993, plantation youth unrest and unemployment surfaced. School drop outs were also high. Estates were not able to offer work and estate youth preferred not to work on estates. The trend was to seek work in urban areas and in the Middle East. As a result, the LJEWU decided to start the centers in the up-country. The LJEWU had a membership of about 15,000 in the Uva province. The Badulla center started on the 20th of February 1994. The activities were recreation, training of females in cookery and dress-making. The center trained 25 pre-school teachers. It was a venue for seminars conducted under the multi-union education program and provided union advisory and legal services. It was observed that some of the persons included in the IGA training programs were not youth and are also already employed.

The staff were the youth organizer, the RLF demonstrator, a union representative and three support staff. The project provided rental, equipment and furniture and the stipend of the youth organizer. The union provided salaries of the support staff and the running costs.

The workforce survey of the estate population-In 1995, the LJEWU initiated a workforce survey of 3000 estate families in all plantation districts, except the coconut areas. Twenty eight union investigators were given expert training by AAFLI. It is expected that the results will enable the union to plan its future activities. The union also now has the added resource of persons trained to conduct surveys.

6.3.2.4. The LJEWU youth center in Maskeliya

The center was established in this plantation area, on 22nd July 1995, 17 months after the Badulla center was started. Classes were held for students and seminars were held under the multi-union education program. A youth organizer was appointed to the center and the union paid his stipend. He was trained at the Badulla center. The Regional Organizer who works from this office is a 'trainer' of the union. The center/office has another official and one support staff. The project provided funds for renovation, furniture and equipment.

6.3.3. Outputs and Effectiveness-The evaluation indicator was 'the establishment of two youth centres in Southern villages with recreation and library facilities and a modest program of activities to be turned over to the local youth so that the unions could initiate activities in new villages'.

The input and the evaluation indicator (or output) are not consistent because the input envisages the 'development of a model' and the output expects the 'establishment' of centers. A comparison of the 4 centers is given in table 4.

Although it was intended that the second centers should be started within six months of the first, it was found that more time was required to establish activities in the first centers. The visitors were consulted in all the centers regarding the activities that were desired. Recreation and RLF activities were conducted, as planned and the LJEWU demonstrator was located at the Badulla center. The centers were venues for the multi-union education seminars. The records and other data were inadequate to give an accurate idea of the attendance and the project did not have a target beneficiary level. Although meant for youth, the centers and the activities also catered to other age groups.

Table 4

COMPARISON OF THE YOUTH CENTERS

	Koggala	Deniyaya	Badulla	Maskeliya
Inception & duration to October 1995	28.01.94 (20 m)	01.04.95 (7 m)	20.02.94 (19 m)	22.07.95 (3m)
Population served	12,000 (FTZ only)	2000 (plantation only)	15,000 (union members in Uva)	(not available)
Activities	Games, library, newspaper, health services, TV	Games, library, TV	Pre-school teacher training, cookery, tailoring	English, science, maths classes, tailoring
Seminars	21-worker rights, human rights, democracy, environment	2-bus conductors labour laws for estates	16-democracy, worker rights, TU leadership, economic democracy	Leadership, democracy worker rights
TU activities	Legal assistance	No (separate office)	Yes	Yes
Future activities	Typing/shorthand, house-keeping, handicrafts, cookery, hotel trade	Pre-school, English/ Tamil, 'centre for migrant workers'	Maths, English, science classes	Carpentry, masonry, welding, driving/ motor-mechanism, house-wiring
Staff	2-Youth Organizer & matron	1-Youth Organizer	6-Youth Organizer, Project Officer, Asst. Regional Officer & 3 female staff	4-Youth Organizer, Regional Organizer, Asst. District Rep. & Clerk
Attendance (visitors) for a sample month	859 for July 95- 537-male (63%)/ 322-female (37%)	654 for July 95- 443-male (68%)/ 211-female (32%)	333 for June 95 128-male (38%)/ 205-female (62%)	(not available)
Estimated total visitors (clientele)	2000 from FTZ and 3000 others	1000	(not available)	(not available)
Permitted visitors	All	All	All	All
Special features	committees of visitors to manage activities	-	workforce survey of 3000 estate families	-

(Note-the attendance records and the estimated total visitors, based on these records are not reliable)

6.3.4. Efficiency-The activities were planned largely on the request of the visitors. The plans were referred to the union headquarters where decision were taken on the finances that could be released. If the unions had inadequate resources, it was referred to AAFLI. The usefulness and cost-effectiveness, were inadequately considered. As a result, the centers and the staff-time was sometimes underutilized.

6.3.6. Sustainability-The unions were able to use their own resources to continue some of the centers but in the case of others, this is, as yet, not possible.

6.4. REVOLVING LOAN FUND (RLF)

6.4.1. The project objective and its relevance

The objective was to 'institutionalize union support for youth income generation and self-employment activities'. The AAFLI-assisted revolving loan funds were started by the CWC and ACFFTU in 1986 and met a growing need and demand. The repayment rates were good. The objective of targeting the unemployed youth was important because of the high youth unemployment and poverty in the country. This was also in accordance with government policies.

6.4.2. Inputs-The planned activity was to use the existing CWC (Rs.900,000) and ACFFTU (Rs.500,000) revolving funds and a new LJEWU (Rs.690,000) loan fund to provide loans to screened applicants to establish or expand income generating activities. The existing loan funds of the CWC and ACFFTU were used as part of the counterpart funds of the project. The project set a maximum limit of Rs.13,000 for a loan, repayable in two years, at market rates. The loan fund was to be managed by a union committee on mutually agreed upon criteria. Technical support was to be provided to loan recipients on an on-going basis.

The project provided for the training of the 'demonstrators', selected by the three unions, ACFFTU, CWC and LJEWU. The demonstrators were responsible for the field-work before selection of borrowers, training of borrowers and follow up. The ROMIN consultants conducted a ten-day training in March 1994 on entrepreneurship, IGAs, financial and marketing management, project appraisal and planning. The LJEWU demonstrator was subsequently changed, and the union provided the training for him. The ACFFTU demonstrator operated from Colombo; CWC from Kotagala and LJEWU from Badulla.

6.4.3. Outputs-The evaluation criterion was the disbursement of loans ranging from \$ 125 to \$ 285 (Rs.6250 to Rs.14250 at Rs.50 per US\$) to 100 youth (75 males and 25 females) for income generating activities. It was planned to achieve 90% loan repayment.

The CWC projects were located in the Nuwara Eliya District (Hatton, Dickoya, Bogawantalawa, Norwood and Nuwara Eliya). The LJEWU projects were in the Badulla District (Haputale, Ettampitiya) and the ACFFTU projects were in the Western, Southern, Sabaragamuwa and Uva Provinces). The objective of locating the CWC demonstrator at Kotagala was to link the vocational training and the RLF program.

After the demonstrator training in March 1994, the LJEWU started giving loans in August 1994 and the CWC in July 1995. Each union had a selection committee which called for applications and sent its recommendations to AAFLI, where the final selection was made. AAFLI returned the papers if the documentation was incomplete or there was an adverse environmental impact. Two guarantors had to sign for the loan. It was found that the district representatives made the initial selections with the help of estate level leaders. Although they were informed about the selection criteria, the majority of the borrowers did not conform. Only 40% of the borrowers were unemployed youth. The unions were reluctant to give to high-risk borrowers such as unemployed youth. Therefore they depended on the recommendations of the district representatives. In one union 50% of the initial batch were union staff.

After the selection, the demonstrator arranged for the borrower training. The quality and amount of training varied among the unions. Training on skills required for the projects was inadequate. In the case of one demonstrator, in addition to credit advice, help was given to solve marketing problems and to obtain services from government and other sources.

Up to July 1995, the CWC had given 55 loans, the LJEWU and ACFFTU, 75 and 28 respectively-a total of 158, which was above the target. There were 132 male and 26 female borrowers, compared to the target of 75 males and 25 females. All three unions will distribute more loans and therefore the target will be exceeded. In the LJEWU loans ranged from Rs.5000 to Rs.12,500, with a majority at Rs.10000. None had been given the maximum prescribed. In the CWC the maximum individual loan was Rs.13,000 and 6 'unit loans'(for more than one individual), of Rs.20,000 were given. In the plantations, the majority of the loans were given for agriculture and animal husbandry and the ACFFTU loans were for a variety of ventures. Thirty one percent of the loans were used by a family member or a close relative and not by the borrower.

Repayments were mostly through the checkroll in the plantations. In a few cases there were problems in getting the company superintendents to credit funds to the bank, and AAFLI intervened. Recovery was almost 100%. Where payment was outside the checkroll there were defaulters. In other cases, especially in the ACFFTU, the demonstrators and the resident representatives of the unions were responsible for collection of repayments.

6.4.4. Effectiveness-The unemployed youth, who were the intended target group, amounted to only 40% of the borrowers. The CWC demonstrator was located at CTI with the objective of linking the vocational training and the RLF. However, this did not happen, possibly, because the union did not intend to give more than one benefit to a family.

The experience of giving 'unit loans' was not satisfactory, because in some instances one of the members had taken the total amount. The borrowers were able to increase their income with the loans. Except for two persons the others had never taken an institutional loan earlier. Therefore, the RLF created a new credit culture among the borrowers. These persons would not have been able, otherwise, to obtain a loan, for lack of a collateral. The majority of the loans were for existing ventures. The loan amount was inadequate to start and maintain a new venture but gave a new impetus to existing ventures. There was little improvement in the savings of the borrowers and this was not targeted in the training or the follow up.

It was observed in the case of at least one demonstrator that there were problems of monitoring in the field. In the CWC, it was difficult to monitor a large number of borrowers.

Environmental aspects-Most of the agricultural projects visited were located on very steep slopes that were by the side of the watershed reservations. Some of reservations were also cultivated. Although the loan applications call for information on the environment, some of these locations had escaped detection. Poultry and cattle sheds were detected close to the living quarters, which could pose health hazards.

6.4.5. Efficiency and sustainability-The cost of the demonstrators was borne by the project. In the LJEWU the travel costs were met by the union. None of the projects were covered by insurance. In one case the animal died of an accident and in another the borrower was imprisoned. There was no fund to meet these contingencies. The repayment levels were high, as targeted, but since most of the present costs were borne by the project it was not known whether the unions could sustain the activity with the interest.

6.5. THE COUNSELLING CENTER

6.5.1. The project objective and its relevance-The objective was to 'establish a counselling center that provides social services to workers at the Katunayake Free Trade Zone, who are cut off from their traditional support systems'. The Katunayake FTZ was established in 1978. The estimated number of workers in 1993 was 92,000; 85% of them female. The ACFFTU started a women's hostel project at the FTZ in 1990 and gained a first hand knowledge of the working and living conditions. The counselling center was a consequence of this experience.

According to the FTZ survey, 93% were educated up to GCE(OL) and above. More than 77% of the females were below 25 years and 91% were single women. Most of them came from poor families with aspirations of reaching above their present status. The type of work was monotonous and labour intensive. The living conditions were generally very poor. Leave was restricted and obtained with difficulty. Marriage was discouraged. Although the workers technically had the right to join a union it was implicitly denied by the BOI. The incidence of sickness and injury at work was high. Generally the females worked till about 30 years or left after marriage and some of them engaged in income generating activities. There was little public and media appreciation of the role played by these workers.

6.5.2. Inputs-The planned activity was to establish a counselling center and outreach services which would educate workers in health and hygiene issues (including family planning and AIDS); counsel workers on work-related topics (occupational safety and health, working conditions, environmental issues); provide counselling and referral services on family-related issues; offer legal advice and referral on workplace and non-work-related legal problems; and provide educational opportunities through seminars and workshops (on cookery, nutrition, English). The staff specified was a program director, two counsellors, a clerk-typist and a caretaker. The AAFLI Country Program Director and others planned to give volunteer services. A telephone 'hot-line' for referral activities and for first contact was planned. The center and the hot-line were to be advertised through posters, handbills and pamphlets. The ACFFTU was to make a concerted effort towards sustainability and staff support was to be reduced in the second year.

The center was established on the 12th of October 1993, 2 months after the project inception. It was located at Seeduwa, very close to the FTZ. The project provided the rental, furniture, equipment for recreation, cooking and sewing; and staff support for the Executive Director, Directress, two project officers and caretaker. The union provided voluntary services of experts. The AAFLI Country Program Director also provided expert advice.

6.5.3. Outputs-The evaluation criteria were the establishment of the counselling center near the Katunayake FTZ at a suitable location and the direct use of the center by 3000 workers (1000 males and 2000 females); attendance of 1000 at seminars, workshops and courses; and exposure of 4000 more to educational materials.

The activities at the center are summarized in table 5. The center had functioned for 24 months from November 1993 to October 1995. At an average of 19.6 new callers per month, the center served 470 workers from the FTZ. Although originally designed to serve males as well, it was decided to restrict the visitors to females.

Cake making, beauty culture, dress making and flower making were popular, in that order. Attendance at embroidery and English classes and medical clinics was low. The daily attendance for regular activities was 17.6, which was largely for knitting, television and newspapers. Callers for information, library and games was low. The activities were started at the request of the visitors. The visitors also used the facilities for self-employment activities like cookery. All the classes were free of charge but the trainees contributed with materials and ingredients for sewing and cooking.

Seminars were held on health issues, nutrition, family planning, AIDS and physical fitness. The center was also the venue for seminars conducted under the multi-union education program. The ACFFTU obtained the services of the Family Planning Association, Women in Need (WIN) and Sumithrayo to provide services. Counselling services were offered by the staff and they made referrals to WIN, but very few women made use of this service, although this was the prime objective for setting up the center. The staff realized that an insight was necessary into the working and living conditions of the FTZs and initiated a survey, which is described in box 3.

Box 3. Survey of the FTZ women- 'Rights at risk'

The staff of the center realized that they did not have an idea of the real problems of the women, and initiated a request to AAFLI to support a research study. AAFLI trained 5 women from each of the three FTZs, over three days, and also developed a questionnaire. The women had to approach others and complete the questionnaires between December 1994 and January 1995.

In one instance the questionnaire was discovered by a factory manager and the women were threatened and warned not to take part. In spite of this the researchers were not discovered or intimidated and the study was completed.

As a result of this study, the women who took part formed a fellowship which met once a month as a 'inter-zonal fellowship meeting'. The venue was rotated among the three FTZs. Common problems were discussed and solutions found, where possible. It was discovered that most women had no knowledge of EPF/ETF, overtime, maternity benefits and other basic labour laws. Some were not even aware of the existence of labour tribunals. Retired labour commissioners and others guest speakers were invited to lecture to the women. The content of the discussions was transmitted to others as well. The women also realized the need to be organized and they were advised to join a TU which was politically free. However, they were not told to specifically join the ACFFTU.

The survey revealed that 49% in the Katunayake FTZ had visited the counselling center.

Table 5

CALLERS AT THE 'FRIENDSHIP HOUSE'

{Average no. of callers per month for each activity for Aug.1994-July 1995 (12 months)}

Activity	Average callers per month	Average per class* or per day
Reading of newspapers	105.8	3.5
Library	10.9	0.4
Television and video	108.5	3.6
Dress making (44 classes)	35.4	9.7 *
English classes (6 classes)	1.4	2.8 *
Games ,	3.4	0.1
Cake making (37 classes)	61.9	20.1 *
Flower making (52 classes)	40.8	9.4 *
Knitting	222.3	7.4
Embroidery (commenced in Feb.1995)** (28 classes)	11.3 (22.6)**	4.9 *
Beauty culture (commenced in Feb.1995)*** (21 classes)	17.0 (34)***	9.7 *
Information	57.4	1.9
Medical clinic (14 clinics from Sep.1994)	6.0	5.1 *
New callers (data for 11 months)	19.6	0.7
Total callers	684.0	22.8 (17.6)

6.5.4. Effectiveness-The staff was competent and enthusiastic and sensitive to the needs of the clients. In addition to the survey and the 'inter-zonal fellowship meeting' that followed, one of the project officers initiated a tabloid newspaper, with a majority of the contributions

from the FTZ employees. This could be a means of communication among them as well as with the factory management.

6.5.5. Efficiency-The average daily attendance was 17.6 and therefore the center and staff utilization was low, but this enabled the staff to deliver quality services.

The center activities were based on the requests of the visitors, but an evaluation of the usefulness and cost-effectiveness of the activities was not made.

6.5.6. Sustainability-There were three plans for sustaining the center-

a) AAFLI will provide a rent and staff subsidy under a NED grant, with an annual reduction of 5% of the staff subsidy. The TU has to bear the routine costs,

b) It is planned to generate funds through a cooperative but this is not significant yet. Expert advice will be obtained on the marketing of the products made by the FTZ employees. AAFLI will assist the center to produce the first few issues of a tabloid for FTZ employees. This is expected to generate funds. It is expected to obtain more funds through advertisements in future.

c) Several companies operating in the area are familiar with the center. It is possible that a consortium of the companies could assist with funds. AAFLI will also assist in establishing contacts. It is sensitive for the TU to approach the companies directly.

6.6. GENDER ISSUES

6.6.1. Relevance-Gender sensitiveness indicates the degree to which people realize the importance of gender differences and their impact. Gender was not an objective of the project but the project context in the FTZs and plantations was full of gender problems. The unions were aware of these problems.

6.6.2. Institutional situation-Females were given a place in the leadership of every union but at present they were a small minority (15%). The six unions sent 9 females out of 35 trainers. The overall female attendance at the seminars was 35%; varying from 54% to 23%. Separate seminars were held on women's issues. Gender disaggregated data was collected by all the unions. Most of the IGA/skills development activities benefitted women. In some unions women's departments were established, whereas in others these issues were handled in the mainstream. The unions responded to special problems like the FTZ and migrant women. These indicate the institutional gender awareness of the unions is in a stage of development.

However, the unions did not have gender policies or strategies and few women were in leading and decision-making positions to exercise control over resources.

6.6.3. Project activities-The skills and handicraft training at the counselling center and the Badulla youth center were offered only to women. Dress making, cookery, beauty classes etc., were 100% for women, but they reinforce only their present role. Special programs

were held for women and some activities of the counselling center could be considered 'empowering'. This gives a base for development of gender policies for the unions.

6.7. ACHIEVEMENT OF PROJECT OBJECTIVES

Table 6 compares the project objectives with the achievements. The job placement program at CTI was not started because the management that was necessary to make it happen was not in place. AFLI changed the project objectives and gave direct and indirect assistance to reconstitute the management and establish a workplan to achieve this objective. A tracer study was completed and a market survey is now in progress.

The RLF program achieved its objective except that the majority of the loans were not given to youth, because the unions considered them high-risk. The youth center objective was to develop a model for the centers. The centers were established but a 'low-cost model' is not clear. However, there is a discrepancy between the objective and the evaluation indicator. The achievement of the beneficiary level targets are given in table 7.

Table 6

ACHIEVEMENT OF PROJECT OBJECTIVES

Project objective	Achievement
Develop a largely self-supporting union vocational training and job placement program for unemployed and underemployed youth	The CTI is partly self-supporting. A donor proposal is in progress. No job placement program in place. Plans are in progress
Institutionalize union support for youth income generation & self-employment activities	RLF program and employment of demonstrators implemented by ACFFTU, CWC and LJEWU
Establish an on-going, multi-union education program that enhances youth appreciation of basic civic responsibilities and basic democratic values	TOT completed for ACFFTU, COPSITU, CWC, JSS, LJEWU, UPTO and seminars held by 5 unions. Booklets on democracy & worker rights published in Sinhala/Tamil
Develop a low-cost model for union-supported, village level youth organizations	Youth centres established at Koggala, Deniyaya, Badulla & Maskeliya
Establish a counselling centre that provides social services to workers at the Katunayake FTZ, who are cut off from their traditional support systems	Counselling centre established at Katunayake

Table 7

ACHIEVEMENT OF TARGET BENEFICIARY LEVELS

Activity	Target-male	Achievement-male	Target-female	Achievement-female	Target-total	Achievement-Total
Vocational training	200	102	100	18	300	120
Loan recipients	75	132	25	26	100	158
Trained trainers	15	26	5	9	20	35
Union seminar attendance	700	3345	500	2134	1200	5479
Counselling center attendance	1000	cancelled	2000	470	2000	470
Education seminars at centers	500	not available	500	not available	1000	not available
TOTAL	2490	3550	3130	2655	5620	6205

The targets for vocational training were not achieved for reasons explained. The targets for loan recipients or borrowers was achieved and would be exceeded with the issue of further loans between August and October 1995. The targets for trainers and seminar attendance were exceeded. Some of the seminars were held at the centers and the attendance of 1000 at these seminars would have been exceeded. This is included within union seminar attendance. However, other seminars were also held at the centers. The counselling center was initially open to males but this was made exclusive for females during project implementation. The attendance at the center was below target but this type of center does not draw a good attendance because the FTZ employees were reluctant to visit public centers. Therefore AAFLI anticipated a low attendance. **Overall, the project targeted more females; 3130 or 56% of the total.** The achievement was 2655 or 43% of the total.

In addition to the above, in the evaluation indicators, the project targeted to certify at least 45 CTI graduates with the National Apprenticeship Board. This was not achieved because

the trainees were not yet able to sit national examinations. A 90% loan repayment was targeted and achieved. At least 4 unions were targeted to participate in the civic education program; 6 unions sent trainers for training and 5 unions followed up with seminars. Materials for the program were reproduced in Sinhala and Tamil, as targeted.

6.8. GENERAL ASPECTS OF PROJECT IMPLEMENTATION

6.8.1. Project extension-In April-June 1995 AAFLI obtained a no-cost extension to the grant. There were three reasons for the request for a no-cost extension; although the project inception date was 01.08.93, the Country Program Director arrived on 23.08.93 and it took about 3 months to hire staff and set up office, and the project started late; contrary to what was expected, the CWC-RLF was delayed; and further time was required to plan out the future project proposals for CTI.

6.8.2. Funding arrangements-Except for the RLF which was disbursed and monitored locally, the balance funds were given on a letter of credit from USAID-Washington to AAFLI-Washington and then to AAFLI-Sri Lanka. These funds were audited in Washington. USAID Sri Lanka gave technical supervision and approval for release of funds.

6.9. OTHER PROJECTS IMPLEMENTED BY AAFLI

In addition to the USAID project, AAFLI obtained funds from NED (National Endowment for Democracy) and direct from USAID-Washington via AAFLI-Washington.

The NED (National Endowment for Democracy) project partners included Ceylon Mercantile Union (CMU), Democratic Workers' Congress (DWC), ACUWC (All Ceylon United Workers' Congress), Centre for Study of Human Rights, National Women's Congress (an affiliation of 6 women's organizations affiliated to ACFFTU including Women in Need) and the Employers' Federation of Ceylon.

The NED activities were-

a) Migrant workers' program, which started in May 1995. Three seminars were held for organizations working with migrant women. As an outcome of the seminars, AAFLI facilitated a 'Migrant worker newfax' in association with ACFFTU.

The directress of the Katunayake Friendship house was a trainer for migrant workers and it is planned to use Katunayake as a resource centre.

b) 'Women at work in the public sector' which was researched by COPSITU was published. AAFLI has also started a 'labour laws program', involving the Centre for Study of Human rights and trade unions, to study the operation of labour laws and make proposals to government for change.

c) Assistance for the 'workers' charter' rally.

- d) Radio program in collaboration with World View International on migrant workers.
- e) Donation of 14 computers and software for the CTI. This is counted as a counterpart contribution for the USAID project.

AAFLI has obtained a grant from CIDA for training in negotiating and communication skills for the Employers' Federation, eight unions and some employers of the FTZ.

ANNEX 1

SCOPE OF THE EVALUATION

The scope of the final evaluation is to assess the project's achievements against the project goals and objectives. AAFLI also intends to continue the projects with donor funds.

The evaluation will also assess the economic viability of the income generating and self-employment activities and the effectiveness of the training activities and counselling services provided by the trade unions.

Specific evaluation issues

1. To determine whether the project design is in keeping with the requirements of the socio-economic conditions of the unemployed and underemployed.
2. To determine whether the project has been executed successfully to achieve the project goals and objectives.
3. Assess the socio-economic benefits in terms of increased income that the beneficiaries received from revolving loans.
4. Assess the increased organizational abilities that the trade unions received through training and counselling activities and improved practices, including job placement.
5. To assess if appropriate measures have been taken to ensure the sustainability of the trade union project activities and evaluate the progress made towards achieving this objective.
6. To review methods and determine the effectiveness of the process and content of the technical (vocational) and non-technical training components delivered through the project.
7. Evaluate the gender sensitiveness of the project, i.e. analyze the expectations and attitudes of the male and female beneficiaries and the relative expectations and attitudes of the trade unions towards males and females.

Specific responsibilities: Evaluation Team Leader

1. Review project design documentation and interventions and assess whether the project was appropriately designed.
2. Review project implementation documents and interview those involved in the project execution to determine if the project has been executed according to plan. This should include key constraints to implementation and approaches to resolve these constraints.
3. Study and describe the general nature of social welfare activities of trade unions and the impact of projects of this nature in enhancing same.
4. Analyze the inter-institutional relations and how the implementing agencies (AAFLI and the trade unions) address the needs of project participants.

5. Determine whether the staffing was adequate in terms of human resource requirements.

Specific responsibilities: Training expert cum Gender specialist

1. List the training (vocational training, education program, youth centre and counselling centre activities) activities implemented by the trade unions with USAID funds. identify activities which have been partly funded by other projects.
2. Evaluate whether the training activities are appropriate for the socio-economic conditions of the unemployed and under-employed.
3. Determine whether the training activities have been executed successfully to achieve the goals and objectives of the project.
4. Use the contents of the previous evaluations of the training activities to identify the degree to which lessons have been learned and used in practice.
5. Assess the change in the organizational abilities of the trade unions received through training and counselling activities.
6. Evaluate the impact of the training activities on job placement.
7. To assess if appropriate actions have been taken to ensure the sustainability of the training activities and evaluate the progress made towards achieving this objective.
8. To review methods and determine the effectiveness of the process and content of the technical (vocational) and non-technical training components delivered through the project.
9. Evaluate the gender sensitiveness of the project; also whether the project contributed to an increased gender awareness of the beneficiaries , AAFLI and the trade unions; and whether the project has contributed to the improvement of the situation of women.

Specific responsibilities: Sociologist

1. Describe the general nature of social welfare and social development activities of trade unions in Sri Lanka in the past and the present.
2. The knowledge of trade unions regarding the project concept and the organizational structure for project implementation. The relationship and compatibility of project activities and other trade union activities.
3. Assess the appropriateness of the multi-union education program of basic civic responsibilities and basic democratic values.
4. Evaluate the activities of the counselling centres and the youth centres and assess the appropriateness and impact of the activities.
5. Elicit the expectations of the beneficiaries from the project and the degree of realisation.

6. Assess the internal and external factors that influenced the implementation and sustainability of the project.

Specific responsibilities: Small Enterprise Expert

1. Observe and interview beneficiaries to assess how their economic standards have been affected by the revolving loans for income generating, self-employment activities.
2. Measure cost and benefit of a sample of income generating activities and assess their sustainability.
3. Evaluate the organizational capability of the trade unions to implement revolving loans and supervise income generating activities and to sustain these activities.

ANNEX 2

PERSONS AND INSTITUTES CONTACTED

- 8th June - Initial meeting with Mr. Timothy Ryan, Country Program Director, AAFLI
- 13th July - Signing of agreement between ETC Lanka and AAFLI
- 17th July - First team meeting of the consultants
- 19th July - Discussions with AAFLI on documentation and TOR
- 28th July - Meeting of Consultancy Team with AAFLI staff
Present:-
Timothy Ryan, Country Program Director
M. Chandran, Activities Coordinator
Ms. Mifithia Jalaldeen, Junior Program Officer
Ms. Srinika de Mel, Program Officer
- Meeting with trade union representatives-
Present:-
A.Lodwick, Secretary General, ACFFTU
N.Vijayasingam, Advisor, CWC
E.M.U.G.S.Jayarathne Bandara, Deputy General Secretary, UPTO
K.S.Karunaratne, Director of Studies, COPSITU
M.S.A.H.Mohideen, Administrative Secretary, LJEWU
- 31st July - Discussions with AAFLI staff based on key questions
- 2nd August - Discussion with Ms.Rani Samuel, Project Management Assistant and Ms.Thusitha Dharmawardena, Project Officer, USAID/NGO grants program
Discussion with Mr.K.Velayutham, Director, Worker Education, LJEWU
- 5th August - Discussion with All Ceylon Federation of Free Trade Unions (ACFFTU)
Present:-
Mr.A Lodwick, Secretary General,
Mr.K.Wijayarathnam, Consultant (Retired Deputy Commissioner of Labour),
Ms.Indra Nilaweera, Coordinator/Administrator,
Mr.Gerard Guneratne,
Mr.C.Batapola,
Mr.Cyril Gomez, Projects Coordinator,
Ms.Savithri Fernando, Directress, Friendship House,
Mr.S.S.B.Pinnawala, Lawyer
- 7th August - Met Malwila Dissanayake, President and CEO of ROMIN, Resource Organization & Management International (Pvt.)Ltd

- 8th August - Meeting with Mr.P.Atukorale, Chief Organizer, Jathika Sevaka Sangamaya.
- 9th August - Meeting with Mr.N.Vijayasingam, Advisor
- 14th August - Meeting with Mr.K.S.Karunaratne, Director of Studies of COPSITU
- 15th August - Visit to 'Friendship House' of ACFFTU at Katunayake Discussion with:-
Ms.Savithri Fernando, Directress,
Ms.Grace Silva, Project Officer,
Ms.M.Vijaya, Secretary,
Ms.Lindmila Mortier, Project Officer
- Meeting with office bearers of UPTO:-
Mr.N.P.Hettiarchchi, Hon.General Secretary,
Mr.P.Manage, Editor,
Mr.E.M.U.G.S.Jayaratne Bandara, Deputy General Secretary,
Mr.D.Ekanayake, Assistant Secretary
- 27th August - Field visit to Friendship House of ACFFTU at Deniyaya with AAFLI and USAID officers
- Meeting with Mr.R.W.G.Dayajie Amarawansa
- Visit to Friendship House and Youth Centre of ACFFTU at Koggala-
Discussions with-
Mr.D.N.K.D.Mallikarchchi, Officer-in-charge
Ms.H.G.Mangalika, Matron
Mr.Sarath Pieris, NWC Officer
Mr.M.A.Silva, Instructor in English and
seven visitors from the FTZ
- 28th August - Mr.A.P.Wickramasinghe, Assistant Commissioner of Labour, Trade Unions and Employees' Councils, Department of Labour
- Discussion with AAFLI on interim report and issues to-date
- 3rd Sep. - Second visit to ACFFTU-'Friendship House' at Katunayake, inter-zonal meeting
Present:-
Ms.Grace Silva, Project Officer,
Ms.Mayura Dharmawardena, Organizer, NWC at Biyagama and 9 female employees from the FTZs of Katunayake and Biyagama
- 7th Sep. - Visit to Congress Technical Institute, Kotagala
Discussions with-
K.Vijayaratnam, Training Officer
Balasivam, Demonstrator,

Trainees - Ms.S.Yogarani
S.Chandrakumar
T.B.Thilakaratne
I.G.Athula Bandara

- 8th Sep. - Visit to the Youth Centre of the LJEWU, Maskeliya
Discussions with-
H.M.S.Chandrasiri, Youth Officer
S.P.Wijekumaran, Youth Organizer, Badulla
K.Subramaniam, Regional Organizer
P.Thangaraj, Assistant District Representative
- continuation of visit to CTI, Kotagala
- 12th Sep. - Visit to LJEWU, Youth Centre, Badulla
Discussions with-
S.P.Wijekumaran, Youth Organizer
S.Rajayugam, Project Officer/Demonstrator, Revolving Loan Fund
S.Jacob, Assistant Regional Organizer(Administration)
- 13th Sep. - Continuation of visit to Youth Centre-
Discussions with-
K.Velayutham, Director, Workers' Education Department
Ms.Suppulakshmi, Sewing Instructress and several trainees at the
Youth Centre
- Visit to Telbedde Estate- discussions with-
Ms.K.Ramaie
Ms.K.Sivapackiam, Women's leader
P.S.Rengasamy
- Visit to Roehampton division of Kahagalla Estate
with K.Sivayogi, District Representative, Haputale
Discussions with-
M.Selliah, District Leader
Ms.R.Amudha
Ms.K.Sivapackiam
Ms.S.Sinthamani
- 6th Oct. - Meeting with Mr.P.P.Manikam, member of the Official Language
Commission and former of the Congress Labour Foundation
- Meeting with Resident Representative, Dr.Ms.Beate Bartoldus and
Mr.S.R.Adhikari of Friedrich Ebert Stiftung
- 11th Oct. - Meeting with Mr.D.Deenadayalu, Hon.Executive Director, CTI and
Deputy Chairman, National Crafts Council
- 3rd Nov. - Discussion of conclusions with AAFLI staff
- 27th Nov. - Discussion of draft document with AAFLI staff

1st Dec. - Delivery of final document

8th Dec. - Debriefing of USAID

(The Economist in the team visited AAFLI, the three union officials, the three demonstrators and 32 beneficiaries, on a separate itinerary).

ANNEX 3

LIST OF DOCUMENTS CONSULTED

I. Published official material

AAFLI: Questions and answers, document supplied by AAFLI.

USAID. Democracy implementation guidelines.

USAID (1994). Civil society and democratic development.

II. Books, theses, pamphlets and articles

Danielle Atkin (1995). Gender and the tea women. *Voice of Women* Vol.4. Issue 2. March 1995. No.15.

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CWC (1987). The saga of the plantation workers.

Vera Gianotten, Verona Groverman, Edith van Walsum and Lida Zuidberg (1994). Assessing the gender impact of development projects. Royal Tropical Institute, the Netherlands, ETC International BV, the Netherlands and Intermediate Technology, United Kingdom.

T.Hettiarchchi (1994). Female labour force at Katunayake Export Processing Zone: Social impact of the coping behaviour patterns. *Economic review*, July 1994 pp.33-4.

Visakha Kumari Jayawardena (1972). The rise of the labour movement in Ceylon. Duke University Press.

Visakha Kumari Jayawardena (1978). The labour movement-a brief historical background. *Logos* Volume 17 No.1 July 1978.

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