

# PROJECT COMPLETION EVALUATION REPORT

## SHELTER SUPPORT TO CONFLICT AFFECTED INTERNALLY DISPLACED PERSONS IN THE NORTH OF SRI LANKA

Project Funded by  
Government of Australia

Implemented by  
UN-Habitat Sri Lanka

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## Disclaimer

The views expressed in this report are those of the evaluation team. They do not represent those of UN-Habitat nor any of the institutions referred to in the report.

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## Abbreviations

DS	Divisional Secretary
GA	Government Agent (also referred to as District Secretary)
GN	Grama Niladhari (village headperson)
GoSL	Government of Sri Lanka
IDP	Internally Displaced Persons
NEHRP	North East Housing Reconstruction Programme
PTF	Presidential Task Force for Resettlement, Development and Security in the Northern Province
SIP	Settlement Improvement Planning
VRC	Village Rehabilitation Committee
MRE	Mine Risk Education
WASH	Water Sanitation and Hygiene (UNICEF)



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## Executive Summary

This report presents the project completion evaluation conducted for the AusAID (Government of Australia) funded and UN-Habitat implemented project, Shelter Support to Conflict Affected Internally Displaced Persons (IDPs), in the northern districts of Vavuniya, Mullaithivu and Kilinochchi. The project period was January 2010 to July 2011 with construction commencing in August 2010.

An independent evaluation was required to be conducted on the key aspects of the programme on project completion as set out in the project implementation guidelines. The evaluation was conducted during a period of 9 weeks between November 2012 and January 2013 and its findings are presented in this report.

The UN-Habitat project was the first permanent housing reconstruction project that was implemented after the end of conflict and at the start of the resettlement process. The project was designed to provide shelter support to the civilians returning to their villages after the civil war through a process of repair and rebuilding their damaged or destroyed houses. The overall objective was to provide support to improve the living standards of the returnees and contribute to a sustainable and socially cohesive community through the provision of permanent housing.

The project provided financial and technical support targeting vulnerable families to bring their damaged or destroyed houses back into use in the earliest possible time. UN-Habitat received AusAID funding of A\$ 3 million in January 2010 and later, in May 2010 received another A\$ 7 million, a total of A\$ 10 million to assist 3,785 families in the three districts of Vavuniya, Mullaithivu and Kilinochchi in the Northern Province. In order to facilitate the expanded project, additional staff were recruited during the months of June and July and the construction work commenced in August 2010. The repair of 2675 partially damaged houses and the rebuilding of 1110 fully destroyed houses in 81 villages in the three districts were supported through the programme.

Instead of moving through the accepted linear approach to post-disaster shelter recovery from emergency to transitional shelter and then to a durable house, an alternative paradigm was adopted of moving directly to a permanent housing solution. A salient feature of the intervention was the homeowner driven concept adopted for the project. The homeowner driven approach derives from the understanding that placing people at the centre of decision making is the primary step in the recovery process.

The project placed special focus on two areas: the selection of most vulnerable families for assistance and the empowerment of women through the housing process. Beyond the provision of permanent housing, the project envisaged additional benefits relating to livelihoods, basic services and environment to result from the programme.

The evaluation methodology employs triangulation in the research design and methods of data collection enabling a mix of methods and sources. The data collection included a questionnaire based beneficiary field survey in the three districts, field observations, individual interviews, and group discussions with key stakeholders and analysis of project

documents and field reports. A field visit to the three project districts was undertaken from 3rd to 12th December 2012.

The AusAID/UN-Habitat project is a successful example of moving to a durable solution at a much earlier stage in post-disaster shelter recovery. The project achieved its set targets while effectively negotiating unavoidable and complex factors such as land tenure resolution, materials and skills shortages and severe restrictions on accessibility arising in the exceptional circumstances of the post-conflict situation.

The project beneficiaries have rebuilt their damaged and destroyed homes in most cases, adding their own contributions to the assistance given, and restarted their lives in their home villages. Through the provision of permanent shelter support the project provided the impetus for the beneficiaries to regain their sense of dignity, confidence, and security with an early return to a life of normalcy.

The key conclusions and lessons learnt arrived at in this evaluation are as follows:

- Deviating from the conventional linear approach from emergency to transitional shelter construction and moving straight on to permanent housing has proved to be a beneficial decision.
- The intended project target to support construction of 1110 new houses and 2675 repair houses amounting to a total of 3785 has been achieved. However, the project time period had to be extended by about six months due to unavoidable factors such as complex land tenure issues, materials and skills shortages and severe restrictions on accessibility arising in the exceptional circumstances of the post-conflict situation.
- UN-Habitat built effective relationships and worked in collaboration with development partners and the Government Administration and maintained appropriate coordination among all stakeholders.
- The project successfully managed the complex and problematic land ownership issues arising in the post-conflict context. A vast number of potential beneficiaries were assisted through the programme to clear their land ownership issues and receive the grant payment to build their houses.
- The project effectively utilised the existing village leadership structures as a support mechanism helping self-recovery of communities.
- The project maintained strong linkages between the community and the implementing agency by using a decentralised system of management and positioning appropriate UN-Habitat officers at the district and village levels.
- The homeowner driven concept had multiple benefits such as providing a sense of ownership and helping people to regain their sense of dignity, confidence, and stability after conflict and often multiple displacement.
- The homeowner driven concept was designed on the premise that beneficiaries would be able to add value both through personal effort as well as with a financial contribution to complete their house. The conflict affected situation and the nature of



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livelihood of many returnees are such that their ability to raise finance was extremely limited. Some flexibility in the project design would have been desirable to take into account disparate situations.

- The project design had a clear gender element in particular project aspects, with achievement mostly measured in terms of women's participation in the project. However, more could have been achieved with an overall coordinated strategy guided by a gender specialist dedicated to the project.

## 1.0 Introduction

### 1.1 Background

The civil conflict in the North and East of Sri Lanka that lasted for nearly three decades resulted in an estimated 2 million persons being forced out of their homes with many families having undergone multiple displacements during more than 10 separate major incidents. All five districts in the Northern Province comprising Jaffna, Kilinochchi, Mullaithivu, Mannar, and Vavuniya were affected. Following the military operations during the period 2007 to 2009, over 300,000 internally displaced persons (IDPs) were housed in welfare centres in the Vavuniya District. Estimates suggest that the number of damaged and destroyed houses in the northern districts was around 230,000. After the conflict ended in May 2009, the Government of Sri Lanka (GoSL) commenced an accelerated resettlement programme in November 2009 to allow the IDPs to return to their original places of residence in Vavuniya, Mullaithivu and Kilinochchi Districts.

The strong commitment of the Government to resettle the conflict affected people as quickly as possible was followed with a request for housing support from UN and other agencies in the resettlement process. UN-Habitat, as the largest post-tsunami housing reconstruction implementing agency and equipped with the experience, specialist knowledge, and expertise in housing reconstruction promptly responded together with AusAID as the funding partner with an initiative to provide for the shelter needs of the returning families. The AusAID/ UN-Habitat initiative was the earliest and largest post-conflict shelter programs addressing the housing needs of the returning IDPs at the time.

In order to ensure synergy of operations and equity in the treatment of beneficiaries, shelter projects conducted under the resettlement programme were expected to harmonise with the North East Housing Reconstruction Programme (NEHRP) housing strategy framework. NEHRP was implemented by the GoSL to provide reconstruction support and rebuild houses to returning IDPs during the conflict since 2005. The broad approach of housing support including the grant amount, housing and construction standards, and beneficiary selection criteria developed during this programme were followed by most agencies including UN-Habitat in order to maintain consistency in the programmes that were separately implemented in the resettlement areas.

The UN-Habitat project was the first permanent housing reconstruction project that was implemented after the end of conflict and at the start of the resettlement process. The project experienced many implementation issues at field level with security procedures imposed by the GoSL and movement restrictions imposed by both UN and the Government. Under these circumstances UN-Habitat was faced with the significant challenge of engaging in field activities within an extensive operational area while meeting project targets and delivering outputs required to be achieved through the programme.

The UN-Habitat implemented and AusAID funded project, Shelter Support to Conflict Affected Internally Displaced Persons (IDPs), conducted in the northern districts of Vavuniya, Mullaithivu and Kilinochchi is the subject of the evaluation described in this report.

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An independent evaluation was required to be conducted on the relevant aspects of the project on completion as set out in the project implementation guidelines. The evaluation was conducted during a period of 9 weeks between November 2012 and January 2013 and its findings are presented in this report.

## **1.2 Project Description**

The project was designed to provide shelter support to the civilians returning to their villages after the civil war through a process of repair and rebuilding their damaged or destroyed houses. The overall objective was to provide support to improve living standards of the returnees and contribute to a sustainable and socially cohesive community through the provision of permanent housing.

The project was designed to provide financial and technical support and was aimed at reaching vulnerable families to bring their unliveable houses back into use in the earliest possible time. With funding of A\$10 million, a total number of 3785 families in the three northern districts of Vavuniya, Mullaithivu, and Kilinochchi were targeted through the programme. The repair of 2675 partially damaged houses and the rebuilding of 1110 fully destroyed houses, in 81 villages in the three districts were to be supported through the programme. The project period was January 2010 to July 2011 with implementation commencing in March 2010.

Instead of moving through the accepted linear approach to post-disaster shelter recovery, from emergency to transitional shelter and then to a durable solution, an alternative paradigm was adopted. Based on the understanding that placing people at the centre of decision making is the primary step in the recovery process and using the homeowner driven approach, a durable solution was advanced at a much earlier stage in the recovery spectrum.

The project placed special focus on two areas: the selection of most vulnerable families and the empowerment of women through the housing process. Beyond the provision of permanent housing, the project envisaged additional benefits relating to livelihoods, environment, and basic services to result from the programme.

The project is favoured towards repair houses as against new houses (two-thirds to one-third) as a large proportion was where roofs were damaged in the conflict and were assigned to the repair category. A higher coverage in the repair category resulted in providing support to those houses that could be made liveable in the shortest possible time while distributing the limited funds as widely as possible.

### **1.2.1 Project Objectives and Key Outputs**

Project goals and objectives and key outputs to be achieved as described in the project log frame are set out below.

#### **Project Goal**

To provide support to returning IDP families to experience the positive benefits of peace and post-conflict reconstruction through the rebuilding of their damaged and destroyed houses

and to improve living conditions and social cohesion through the provision of permanent housing.

### **Objective**

To provide support to vulnerable families to repair and reconstruct their damaged and destroyed houses and bring back the houses into use at the earliest possible time.

### **Specific Focus**

1. To reduce the vulnerability of the conflict affected families and enhance their economic activities.
2. To encourage women's participation in organisational leadership roles and develop their capacity for future development activities.

### **Key Outputs**

1. 3785 families to receive support to rebuild durable housing: 2675 to repair their damaged houses and 1110 to reconstruct their totally destroyed houses.
2. 70 housing construction groups to be mobilised to effectively contribute to community development activities.
3. Land tenure insecurity to be addressed in the housing process.

## **1.3 Evaluation Objectives and Scope**

The objective of the evaluation was to assess and report on the key aspects of the programme in relation to project objectives and outputs indicated in the project log frame. The programme aspects as outlined in the Terms of Reference and against which the project was evaluated are as follows:

- a) Achievement of the overall project objectives
- b) Project methodology
- c) Social aspects
- d) User satisfaction
- e) Technical aspects
- f) Basic amenities
- g) Environmental aspects
- h) Financial and economic aspects
- i) Institutional aspects
- j) Visibility

The evaluation assessed the project design and methodology as implemented in the field. The evaluation reports on successful innovative aspects of the project, and identifies areas where the project could be improved and outlines key lessons learned.

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## 2.0 Evaluation Methodology

### 2.1 Evaluation Design

The evaluation questions focused on the key objectives of the project and programme aspects against which the evaluation was to be conducted (section 1.3). The nature of the evaluation questions required primarily qualitative data collection.

A mix of data collection methods was adopted employing triangulation to arrive at the evaluation findings. This procedure enables the use of a combination of methods allowing for time and cost limits, importance attributed to stakeholder and beneficiary views and interpretation, and the requirements for validity and reliability in terms of a diverse and dispersed target beneficiary population.

The set of evaluation questions together with indicators, data collection methods and data sources are presented in the Evaluation Planning Matrix in Annexure 1.

Four data collection methods were used in addressing the evaluation questions:

- a) Interviews with key stakeholders
- b) Group discussions with project participants
- c) Questionnaire based beneficiary survey covering the three project districts
- d) Study of project documents and field reports

Data collection was designed to include interviews and group discussions in the project districts and villages and at the UN-Habitat Head Office in Colombo, a beneficiary questionnaire survey covering the three project districts of Vavuniya, Mullaithivu, and Kilinochchi, and a review of project documents obtained from the Head Office and the district offices.

A field visit to the project area was undertaken from 3rd to 12th December 2012 by the evaluation team comprising Team Leader, Social Scientist, and Field Coordinator for the purpose of field data collection. District based meetings, interviews, and group discussions and a questionnaire based field survey of beneficiaries were conducted during the field visit. Ten field enumerators who were familiar with the geography of the project area and spoke the Tamil language were recruited locally from the three districts to conduct the questionnaire survey under the guidance of the evaluation team.

#### **a) Interviews**

Interviews were conducted with a cross-section of key stakeholders and project partners such as UN-Habitat project officers at Head Office and district level, AusAID, and Government Administration officials. Individual interviews were also conducted with project beneficiaries across the three districts.

Key stakeholders for interviews were selected adopting the purposive sampling method based on the criterion of suitability. The selection targeted persons with knowledge and experience of the project in relation to its key components against which the evaluation was

conducted. Project beneficiaries for individual interviews were randomly selected in the field. A list of persons interviewed is given in Annexure 6.

#### **b) Group discussions**

Group discussions were held with key project participants such as GNs, Technical Officers, VRC and women groups. A list of persons who participated at group discussions is given in Annexure 6.

#### **c) Beneficiary Survey**

The project beneficiary population was of diverse characteristics and dispersed in villages over a wide geographical area covering the three districts. The villages were spread over a vast area, ranging from some in close proximity to towns to others in rural areas and still others adjacent to jungle lands. The purpose of the survey was to capture beneficiary perceptions and was designed to cover the reach of respondents taking into account the heterogeneity of the target population within a wider spread of the project. The survey data combines with and consolidates the data collected through interviews, group discussions and project documents in arriving at the findings.

A sample size of 100 beneficiary houses (approximately 2.6% of target population) covering the three project districts was considered suitable taking into account time and cost limits, the nature of the evidence to be obtained and the adopted triangulation methodology of basing evidence from a combined set of several sources. The sample selection was conducted using a stratified random sampling method based on significant project criteria such as project components of full house and repair house, districts, gender and vulnerability. The selected beneficiary sample covered 44 villages amounting to over 50% of the total villages in the project districts (Annexures 2 and 3).

The ratio of project components and the district wise distribution of the sample is given below.

Project components:	Full house	29 %
	Repair house	71%
District wise:	Kilinochchi	57 %
	Mullaithivu	38%
	Vavuniya	5 %

A detailed table of the full sample distribution of beneficiary families selected for the survey, including comparison with the project total, is given in Annexure 4.

The questionnaire was produced in the Tamil language for use in the survey. Appendix 5 tabulates the responses received for the questions that are directly relevant to the evaluation findings.

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## 2.2 Limitations

- The main focus of the evaluation was on the two components of repair and fully rebuilt beneficiary houses. A comprehensive and integrated evaluation on other aspects of life such as restoring livelihoods and provision of basic utility services that are not within the scope of the UN-Habitat project are not covered in the evaluation.
- Several factors beyond the control of UN-Habitat such as the role played by other stakeholders would affect the project outcome but these have not been individually evaluated.
- There could be some interpretation and translation errors as the questionnaire and interviews in most cases were conducted in Tamil and translated into English. This has been minimised by the use of local translators and the local knowledge of the evaluation team members to interpret underlying ideas and nuances of expression.
- Families in the project area who were not project beneficiaries were not specifically interviewed. The evaluation focus is on the beneficiaries and their perceptions of the outcome to the project.
- The evaluation exercise is being carried out 1 year after the completion of the project. Beneficiaries' memory of the project details during the construction period is likely to be less distinct with current focus on post-project issues such as livelihood development, services provision and other factors not directly covered by the project scope. On the other hand, it was possible to observe the achievement of the broader objective of the programme, which was to assist people to settle into normal life, and whether the project concept worked where people completed the balance part of their houses with their own resources after the completion of the project.
- Government officials, district staff and Technical Officers assigned to the particular project task and who had particular knowledge were difficult to access for interviews and information as they had moved to other project areas.
- As the first UN-Habitat project, information organisation was at the initial stages of development. Therefore documentation and filing was not comprehensive and there was difficulty in accessing data and information.



Full House at Kumarapuram village,  
Kandavalai, Kilinochchi



Repair House at Mankulam village,  
Oddusuddan, Mullaithivu



Repair House at Kalmadunagar village,  
Kandavalai, Kilinochchi



Full House at Pallavarayankaddu village,  
Poonakary, Kilinochchi





Full House at Parasankulam village,  
Puliyankulam, Vavuniya



Repair House at Thirunagar North village,  
Karachchi, Kilinochchi



Community work at Krishnapuram village,  
Karachchi, Kilinochchi



Womens' group meeting with the evaluation  
team at Kanchipuram village, Kandavalai,  
Kilinochchi

## 3.0 Findings

### 3.1 Achievement of Project Objectives and Outputs

#### 3.1.1 Relevance

The project was fundamentally aimed at assisting the returnees to bring their damaged houses back into use at the earliest possible time. This was in line with the urgency the GoSL was conducting its overall resettlement program for the returnees.

The IDPs returned to their villages of origin to find their houses damaged or destroyed. Many hardships were experienced by the returnees in temporary arrangements without permanent housing and it was not possible to get back to a life of normalcy. As such, the need for permanent housing was great with highest priority given to this sector by the Government.

The AusAID/ UN-Habitat project provided support to the resettled population with a durable housing programme that was appropriate and relevant in addressing the urgent need for permanent housing in the districts. The project provided much needed support at a very early stage and helped achieve the longer term objective of recovery.

#### 3.1.2 Effectiveness

The project successfully achieved its objectives and key outputs as follows:

- Support was provided to conflict affected families to reconstruct or repair permanent houses. The project achieved its target of assisting the rebuilding 1110 fully destroyed houses and the repair of 2675 damaged houses, totalling 3785 houses.
- The returning families were afforded the opportunity to live in permanent and secure shelter thereby helping them to regain their sense of dignity, confidence, and security and an early return to a life of normalcy.
- Vulnerability was addressed as a priority in the selection process ensuring the most vulnerable families receive the grant benefit.
- Land insecurity issue was addressed and assistance was provided to the project families to clear their land tenure issues to build their houses.
- 38 VRCs across the three districts were revived and reformed to effectively contribute to the house building process and community development activities. The number of groups were somewhat less than anticipated due to GoSL restrictions during the early post-conflict situation.
- The project design had a clear gender element in particular project aspects such as in beneficiary selection and the VRC leadership roles with an emphasis on women's participation.

The homeowner driven approach was central to the project methodology whereby the beneficiaries were placed at the centre of the house building process as key decision-makers in the design and construction of their homes thus providing the impetus to regain

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their sense of dignity, confidence, and stability. The beneficiary families indicated overwhelmingly that they felt secure and happy with their houses. It was evident that this approach has performed highly in achieving the needs of the beneficiaries and the broader objectives of the project.

“When they were resettled there was not a single building even for rain. At present 55 houses are repaired and this village looks like a beautiful one. People are very happy” (*Grama Niladhari, Karachci DS Division, Kilinochchi*)

“We lived in a normal hut. Now we live in a good house with the support of the Organisation. Our family thanks the Organisation” (*Disabled Beneficiary, Vavuniya North DS Division, Vavuniya*)

### **3.1.3 Efficiency**

The project achieved a high level of efficiency in moving to a durable solution at a much earlier stage of the recovery process. By not expending funds on an interim stage of transitional shelter it was possible to spread the benefits of a permanent shelter over a larger beneficiary population.

The homeowner driven approach is more cost effective than the donor driven alternative. This approach provided the beneficiary the flexibility of providing their own labour and management inputs and bulk procurement of building materials thereby substantially lowering costs of construction.

### **3.1.4 Impact**

The project output of a permanent house has made positive impacts on recovery, reducing vulnerability and enhancing economic opportunities.

Beneficiaries expressed satisfaction with the permanent house as it has solved a number of problems faced by them when they first returned. The permanent house enables to enjoy better security and protection to their lives, property and valuables and provides a permanent base to return to their livelihoods. The beneficiary survey shows that more than two-third of families are carrying out their original livelihoods after return. Families are able to engage in home gardening in the housing plot providing them with greater food security and enhancing income opportunities.

Field studies indicate that the quality of life of beneficiaries has improved since building their house. Their privacy and security have increased after occupying the houses. They feel a sense of ownership through the process of construction and occupation of their houses and reported satisfaction over the quality of their houses.

“I am happy that the house provided gave me a permanent shelter. This village is a jungle area, there are wild animals, and we will be safe in a permanent house. In addition, such support should be provided to our other village people simultaneously” (*Guardian aunt of child beneficiary, Poonakary DS Division, Kilinochchi*)

### 3.1.5 Sustainability

A measure of the sustainability of project outputs is the own contribution made by the beneficiary in building the house and its maintenance in the future. People have contributed both much personal effort and relatively large financial sums to augment the grant to build the basic liveable house. However, sustainability and the long term success of the project can only be ensured through their further contributions to develop their house in the course of time.

## 3.2 Project Methodology

### 3.2.1 Beneficiary Selection

The selection of beneficiaries followed strict guidelines to achieve fairness and transparency to project requirements. In terms of fairness, while all affected families could be considered as deserving assistance, the limited project budget called for prioritisation so that the 'most vulnerable families' were selected for assistance. Transparency was attempted through coordination with the relevant partners in the design of selection criteria, awareness building at village mass meetings, public posting of beneficiary lists, and grievance redress mechanisms incorporated into the selection design.

The selection process consisted of two components: a) selection of villages targeted for project assistance, and b) selection of beneficiaries for grant assistance within the targeted villages.

The initial identification of villages for shelter grant disbursement relied on the timing of the resettlement of returnees in their villages based on the wider Government resettlement strategy. The selection of villages for the project was conducted following a procedure of criteria based assessment and was undertaken by UN-Habitat together with the Government Administration at the district and divisional levels.

From interviews held with Government Administration officials, it was evident that UN-Habitat has liaised closely and productively with the relevant Government officials in the districts and other partners to come up with a village list through a consultative and transparent process. This collaboration has ensured that requirements important for project implementation including preparedness of families to undertake housing reconstruction, community capacity and services availability have been covered in the selection criteria.

The key objective of the beneficiary selection process is stated as follows:

*UN-Habitat recognises that the first priority among the various claimants for housing financial support should be the poor and most vulnerable families with damaged houses. Due to the limited funds available for this phase of the housing reconstruction project UN-Habitat will identify the most vulnerable and poor families through the application of an objective selection process and community consultation process.*

*(UN-Habitat Operations Manual)*

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The project aimed at fairness by targeting as a first priority the most vulnerable families in the selection of beneficiaries within the selected villages. UN-Habitat and the district level Government Administration worked in collaboration in support of the overall Government recovery plans. The beneficiary selection supported a community process closely involving the identified communities in SIP workshops and the GNs at the village level.

The beneficiaries to be considered for housing assistance were screened through two levels of criteria. The broader eligibility conditions were designed to screen for such factors as conflict affected families and possession of formal documentation of land ownership. At the second level, specific criteria were applied to prioritize the 'most vulnerable' families. It is understood that similar selection criteria had been used in the NEHRP project and project partners were familiar with the concept.

The transparency of the beneficiary selection was evident from a number of sources.

1. The selection process was designed as a collaborative process with the district level Government Administration being involved at the relevant selection stages.
2. Communities of the selected villages were made aware of the beneficiary selection process and prioritisation during village mass meetings conducted by UN-Habitat and attended by the DS and the GN. A total number of 77 mass meetings had been conducted in the three districts: 4 in Vavuniya, 37 in Mullaithivu, and 36 in Kilinochchi.
3. The GNs who participated in discussions demonstrated that they were conversant with the selection criteria and the process followed.
4. The grievance redress system offered a platform for the dissatisfied to present, clarify and resolve their cases.

The issues that emerge in the priority targeting of most vulnerable for beneficiary selection are as follows:

- Proof of land ownership was a critical issue in determining beneficiaries to receive assistance. Nearly 80% of applicants were initially unable to provide the required documentation.
- GN's particularly noted at interviews that, while it is fair to select the most vulnerable, all displaced families in affected villages are very vulnerable in the immediate stages of resettlement and therefore deserve grant assistance.
- The privileging of most vulnerable families for inclusion brings to question the capacity and ability of the beneficiary to meet the demands of the homeowner driven method in terms of the contribution of owner input to the process. In such a case there is a risk of a group of beneficiaries lagging behind. However, it is evident that project mechanisms on the ground provided considerable support to the vulnerable families, particularly through the Technical Officer, VRC and the GN to overcome the challenges.

- Criteria determining priority in vulnerability assessments may not have consistently given reliable results despite the project design incorporating mechanisms to verify and authenticate information. Particularly, income is known to be a challenging factor in a post-conflict situation. In such situations, where people have lost their sense of confidence and security they may not be willing or entirely honest in declaring information that may undermine an opportunity they may have of gaining benefit.
- The beneficiary selection process was of robust design with mechanisms incorporated to ensure transparency and fairness requirements. However, it is possible unintended consequences occurred where cases of the more vulnerable missed out while others being included. This is to be expected as UN-Habitat was one of first shelter intervention projects in the resettlement process and thus entering into the intricately complex and difficult ground situation in the early period of resettlement.

### **3.2.2 Grievance Redress**

The project incorporated a grievance redress mechanism to ensure transparency and fairness of beneficiary selection. As part of this mechanism, a grievance redress committee was established and convened at the district level. The grievance redress process provided the opportunity to any individual in a project village who disagreed with the beneficiary selection or disputed their own classification to make a written submission to the grievance redress committee for review. Alternatively, the relevant District Manager was available to any aggrieved family for an interview in person. This process was explained to the community in the selected village during project awareness sessions at village mass meetings.

The process followed was: 1) UN-Habitat posts the lists of selected beneficiaries at public places, 2) the grievance redress committee receives any complaints, 3) invites complainants for a hearing at a common redressal meeting, and 4) reviews each case and finds a solution.

The grievance redress committee reviewed the representations of the aggrieved parties through a one-off meeting convened for the purpose. The representation of the committee was well balanced with suitable community members including the GN, Government representatives from the area and two members of village committees with at least one woman member.

The minutes of the grievance redress committee meeting was not available for perusal. Informal interviews carried out in the field reveal that many disputes and claims were resolved before the formal meeting took place.

Most disputes related to families feeling 'more deserving' and not understanding how they would not fit into the selection criteria. Some families felt aggrieved because they had already made repairs before the selection process and therefore became ineligible. Exclusion of government servants from the programme was expressed as a significant issue at group discussions and informal interviews. In defence of their arguments it was pointed

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out that salaries of some teacher categories are lower than earnings of those categorised under the labour group.

On the whole it is evident that the grievance redress procedure was well followed and disputes were settled before they impacted on the outcome of the project.

### **3.2.3 Homeowner Driven Approach**

The homeowner driven approach was central to the project methodology whereby beneficiaries are assisted and encouraged to take control in the construction of their houses. The project provided grant assistance and technical support to the beneficiaries to repair and rebuild their damaged and destroyed homes and bring them back into use as they resettled in their villages.

The homeowner driven process derives from the people centred development approach entitled 'people's process' adapted by UN-Habitat. The people's process treats people as the primary resource, placing them at the centre of development. This approach differs from the traditional top down approach to development where people are treated as 'beneficiaries' with development imposed upon them.

The homeowner driven method of housing delivery was well suited to the post-conflict context and helped in the recovery process of the beneficiaries. The alternative method that is being adopted in particular post-conflict areas is the donor driven model where a fully completed house built by a contractor is delivered as a finished product without any involvement by the beneficiary.

The positive aspects of the homeowner driven approach as presented by the project are as follows:

- Homeowner housebuilding imparted a sense of ownership to the beneficiaries helping to regain their sense dignity, confidence, and stability. Success of homeowner housing was evident in the overwhelming satisfaction expressed by beneficiaries at interviews and with 83% of the respondents surveyed showing overall satisfaction with the project.
- The concept of homeowner housebuilding is familiar to the people. It is the traditional way of building homes in the villages.
- People's motivation, resourcefulness, and enterprise are imperative for homeowner housebuilding and the success of building the house relies on the homeowner's contribution. The project harnessed these positive aspects in the programme.
- Homeowners provided own labour inputs and community groups organised bulk procurement of materials thereby substantially lowering costs of construction.
- Unlike housing as a pre-determined product as delivered by the donor driven model, the homeowner driven method allows for the participation and innovation of the owner while presenting opportunities for decision making in the housing process. This method therefore provides for flexibility to respond to the individual needs of the families and as well as their wider socio-cultural needs. The stark contrast between

the diversity of housing styles as innovative expressions of individuality as against the sameness of the donor driven model was apparent where the different approaches were adopted in different project areas.

- Homeowner housebuilding facilitated women to take part in their own recovery by managing the house construction process jointly with their spouses or on their own. The housing community groups supported by the homeowner driven approach encouraged women to be active members of VRCs and in SIP workshops while enabling an active voice for women on community and village development issues.
- Homeowners and their families obtained much needed security by moving into their permanent houses which were secure unlike temporary shelters. These permanent homes provided the families with a sense of permanency, and protection of their valuables. This added security also freed them to pursue livelihood options away from the village.

“We built the house ourselves and we have pride in doing that. We now have a good house for us to be safe. Our children can study now. We decided how we wanted the house to be. We know the quality of the construction is good because we took part in building the house. We helped the mason with our unskilled labour to make the cement blocks. We also painted the roof timber. So we were able to save money and use the grant well” (*Female beneficiary, Kandavalai DS Division, Kilinochchi*)

### **Repair House Component**

Repair of substantial damage to the roof was the major component of work in bringing partly damaged houses back into use. In addition to the roof reconstruction, the repair included masonry work to the walls and replacement of door and window elements.

Project specifications nominated calicut clay tile roofing while asbestos sheeting was discouraged. The homeowner planned out the work with the assistance of the Technical Officer, purchased materials, and engaged local masons and carpenters to carry out the work. Respondents surveyed were on the whole happy with this arrangement and expressed no difficulty in managing these tasks.

The predominant issue raised by beneficiaries interviewed was that the repair grant of Rs 150,000 was inadequate. This was particularly seen to be an issue with those whose house roof was completely damaged, since it was pointed the grant was almost all absorbed by the cost of repairing the roof without any funds left for other repairs. Others were more fortunate in that they could use the grant for extras such as ceilings. There was obvious disparity with some beneficiaries having relatively substantial houses and ability to raise capital, while others struggled with very limited financial resources other than the grant.



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## Full House Component

In the case of beneficiaries whose houses needed to be completely reconstructed, the 'basic liveable permanent house' concept was used in the project design as the minimum performance outcome for the allocated grant. The minimum requirement of the basic liveable permanent house was specified as having a minimum 500 square foot plinth area, permanent superstructure, one completed and lockable room, a kitchen, a toilet, and a permanent roof. The intent was to provide technical assistance and a financial grant that was adequate to build a basic liveable core forming part of a 500 square foot house. The homeowners were expected to complete the additional elements of the house at their own cost at a later stage.

The 500 square foot standard and the house type plans used for the project was developed as housing guidelines by NEHRP during its programme. UN-Habitat and other agencies involved in shelter projects were required to conform to these guidelines in order to maintain consistency among the various housing projects being undertaken by different donors.

People expressed overall satisfaction with the house they built. However, the following issues were raised:

- Overwhelmingly people expressed their dissatisfaction with the insufficient grant amount. "Not enough money" was a constant utterance in the beneficiary survey and group discussions.
- A widely expressed view of the respondents was that their houses are unfinished, and the incomplete and unenclosed areas could not be used due to problems with rain or animals. They appealed for more funds to complete their houses.
- Significant debts were quoted as being incurred, while some had resorted to selling jewellery and livelihood assets such as cattle or land in order to meet their housing commitment.
- The donor driven model now operational in some areas was creating a difficult situation in terms of community perceptions as a fully complete house of significantly higher value was being provided to beneficiaries in these programmes.

"It was difficult to collect the money. Should increase the amount of money. Please support to settle the loan borrowed for house repairing" (*Beneficiary, Thunukkai DS Division, Mullaithivu*)

"House is not completed, doors and windows are covered with polythene sheets. We are worried as monkeys enter the house and eat all food and even snakes come into the house" (*Beneficiary, Vavuniya South DS Division, Vavuniya*)

"I had jewellery and had to pawn them in order to bridge the funding gap" (*Beneficiary, Vavuniya North DS Division, Vavuniya*)

It was perceived that price escalation due to surging demand for building materials and skilled labour resulted in the grant being inadequate even to build the minimum stipulated basic liveable house. Some families attempted more ambitious projects than the minimum requirement thereby compounding the problem. The limited borrowing capacity of many families have been stretched in meeting the performance requirement to qualify for the grant instalments, and they were unable to find the resources to complete the rest of the house. Many houses, although constructed over a year ago, remain with window and door openings either bare or covered in tarpaulin.

“The cost of building materials suddenly increased due to the high demand. This delayed the completion of the house as the beneficiaries had to find additional money than estimated” (*Technical Officer, Mullaitivu District Office*)

The basic liveable permanent house was stipulated in the project design as a measure for an acceptable housing standard. The project design was based on beneficiary families making a financial contribution in addition to personal labour to complete the whole house. Field evidence suggests that a substantial number of beneficiaries did not have the capacity to make an adequate financial contribution by obtaining loans or otherwise to supplement the grant. It would have been useful if the project had more flexibility to respond to the special circumstances that some vulnerable families may have faced.

#### **3.2.4 Land Tenure Assistance**

The project considered land tenure rights as a fundamental eligibility requirement in the selection of beneficiaries. It recognises that ownership of land on which the house stands is of critical importance where investment for house repair and rebuilding takes place. As the project was an homeowner driven housing initiative this condition became particularly important and the land ownership criteria in the selection process was designed to ensure that the beneficiaries making housing investments were the rightful owners of the land they invest.

However, in the post-conflict circumstances under which the project was conducted returnees were confronted with complex and problematic land issues. It was one of the most challenging aspects encountered by the project with around 80% of potential beneficiaries not possessing legal documents and facing difficulty in proving ownership of the land on which the house is built.

The project adopted a pragmatic approach of processing simpler, eligible cases while the more complex ones were to be resolved through the existing and enhanced institutional frameworks. UN-Habitat worked collaboratively with Government Administration in the districts, the Divisional Secretary in particular, to fast track the procedure where after due process a temporary permit for tenure rights was issued enabling the project to provide grant assistance to eligible families. The temporary permits are to be later converted to permanent title deeds.

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### 3.3 Social Aspects

#### 3.3.1 Gender Aspects

The gender requirement is an objective to be achieved as stated in the project log frame. The project design aimed to maintain appropriate gender balance and to ensure that women participated fully in the project. The project areas that specifically incorporated gender sensitivity in their design are discussed below.

##### **Selection of beneficiaries**

The project opened up opportunity for the empowerment of women by enabling them to take part in their own recovery by managing the house construction process on their own or jointly with their spouses. A good gender balance was maintained in terms of the nominated family member as beneficiary with close to 50% being female for the three districts and with more than 50% for Kilinochchi. As the beneficiary owner builder, women were able to manage the house building process including the finances.

##### **Leadership opportunities**

The project provided opportunities for women to take leadership roles through the VRCs and SIP workshops. The project documents report a total of 117 female members in the VRC working groups taking up tasks such as directing activities and following up on development issues. In the case of SIP workshops a total of 55% of female beneficiaries took on leadership roles.

##### **Participation opportunities in construction activities**

Women in particular were active participants in block making in the production of cement blocks for construction of their houses. This resulted in cost savings for the families and presented a potential livelihood opportunity.

#### 3.3.2 Housing Community Groups and Community Participation

The mobilization of housing community groups for community participation in the housebuilding process was a key output to be achieved as stated in the project log frame. The project achieved this output through the establishment of VRCs in the villages and in the SIP workshops it conducted as part of the programme activities.

##### **Village Rehabilitation Committees (VRC)**

Some existing Community Based Organisations (CBOs) were reactivated as Village Rehabilitation Committees (VRC) and others were newly formed by UN-Habitat to support ground level construction activities and to attend to other development issues in the village. 38 VRCs across the three districts were established by the project to effectively contribute to the house building process and community development activities. The number of groups were somewhat less than anticipated due to GoSL restrictions during the early post-conflict situation.

The VRC members participating in the evaluation discussions indicated that they conducted tasks such as supporting widows to construct their houses, organizing bulk purchase of building materials, and liaising with the DS to expedite transport of building materials in cases of delays.

### **Settlement Improvement Planning (SIP) Workshops**

UN-Habitat adopted the approach of conducting Settlement Improvement Planning workshops as a forum for community participation. At these workshops opportunities were created to discuss and reach consensus relating to development needs, settlement planning, and vulnerability assessments.

According to project documents, workshops covering 45 villages were held at the end of 2010 with 50 to 100 beneficiary participants and attended by Government and other stakeholders. The reports produced at these workshops were designed to lobby relevant agencies and government authorities in finding immediate solutions to livelihood and land related issues of the communities as this project did not allocate funding to cover these issues.

### **3.3.3 Socio-Cultural Appropriateness**

The beneficiary families had specific cultural and religious beliefs and perceptions with regard to constructing their houses. The house design aspects, construction periods and building activities were determined by such cultural beliefs and perceptions.

Unlike the donor driven model where the product is pre-determined and fixed, the homeowner driven method proved to be flexible in accommodating the cultural needs of the families. Project documents reveal that project schedules were prepared taking into account time related aspects of such cultural requirements.

## **3.4 Beneficiary Satisfaction**

A high level of satisfaction for the overall project was expressed by the beneficiaries. Interviews with beneficiaries indicate that they are very much satisfied with the UN-Habitat grant and technical support to build their houses. There was widespread appreciation for the UN-Habitat and the Australian Government for the support provided through the project. The Technical Officer was praised for his encouragement and motivation in providing continuous technical assistance to manage the house construction by the homeowners.

There was a widespread view that while the project provided the beneficiaries with much needed shelter assistance, others also in the village should receive this benefit. It was felt that they too were affected and vulnerable.

A common complaint was that the grant amount was very much inadequate. This dissatisfaction was expressed in terms of debts incurred through mortgage of such personal valuables as jewellery and land, and selling off livelihood capital such as livestock including goats, cows and paddy lands.

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“In this difficult situation the Australian Government supported us and the UN guided us. When we were in need we received this support. I thank you for this” (*Beneficiary, Odusuddan DS Division, Mullaitivu*)

“It is worried that finance was not enough to complete the houses. But, as the UN-Habitat staff were cordial and provided proper advice and carried out this project, so people are very happy and thankful to them. Particularly the Technical Officer of our area who wholeheartedly supported the people” (*Beneficiary, Karaichchi, Kilinochchi*)

### 3.5 Technical Aspects

Technical assistance was one of two key elements of support provided by the project, the other being grant disbursement. Technical support and supervision was vital to ensure that the beneficiary expended the grant money on building or repairing a permanent house of acceptable design and quality and thereby achieve the primary objective of the project. The technical aspects of the project covered house design, construction quality, use of building technologies, materials supply, and procurement aspects of the building process.

#### 3.5.1 Construction Support and Monitoring

The homeowner driven method of construction required that adequate training and technical support was available to the beneficiaries on a regular basis. Close monitoring of progress was required to ensure expected minimum standards of construction were met and that grant money was utilized solely for the intended purpose.

The project components for construction support and monitoring included:

1. Technical guidelines on construction methods and materials
2. Project staff orientation and training
3. Management structure
4. Community training and formation of construction groups
5. Technical audit
6. Communication and documentation

#### Technical Guidelines

The construction materials and methods guidelines manual established the project specified construction materials together with advice regarding typical construction components and techniques appropriate to the context. The intent was to establish the minimum standards of construction that were required to be met. The guidelines were produced in pictorial form to communicate effectively to the target audience. Group meetings had been held in the project villages to explain the guidelines and the technical support available to the beneficiaries.

Field evidence was very positive with regard to the availability and effectiveness of technical support provided to the beneficiaries, particularly the role played by the project employed Technical Officers employed by the project.

### **Project Staff Orientation**

All personnel interviewed, both project staff and other partners such as district level Government officials, were conversant with the project principles and the critical role beneficiary families played in the homeowner approach.

### **Management Structure**

While the UN-Habitat National Project Manager was responsible for overall project management and monitoring, project supervision at district level was the responsibility of a District Manager. The District Manager's role included coordination with the Government and other partners of the broader resettlement project. Regular coordination meetings with partners appear to have had a major bearing on resolving issues that required government involvement, such as measures to ease construction material shortages.

Trained technical field staff, designated as Technical Officers were responsible for project implementation at village level. The Technical Officer was a very successful intermediary between the beneficiaries, community groups, district and village level Government officials, and the implementing agency. Field evidence suggest that the Technical Officer, GN, and the VRC acted together as a team assisting with resolving day-to-day issues to keep the house building process moving forward.

### **Community Training and Construction Groups**

The housing reconstruction project was designed to result in several large spin-offs such as quicker recovery leading to regular life activities, construction training as a means to long term livelihood opportunities, and gender empowerment by engaging women in decision making structures.

The initial project idea of forming community construction groups was refined in practice to the establishment of the VRC. The VRC comprised of selected beneficiary representatives for a village and was tasked with dealing with common issues faced by beneficiaries as well as village development issues. The VRC was an effective tool in dealing with common issues and finding group solutions such as bulk purchasing of materials and distribution for cost saving to the beneficiary.

Community groups took part in land clearing, maintenance of village roads and other public facilities. There was no evidence of construction activity or materials production being carried out by organised community groups. This is understandable because of the dispersed living pattern in villages and the small scale technology used in the house construction that did not require large teams. Most beneficiary families had hired skilled help when required, and beneficiary contribution was mostly in the making of cement blocks and providing unskilled labour. Group participation by beneficiaries took place in awareness and training classes conducted by the project.

### **Technical Audit**

The purpose of a technical audit was for quality control of construction and to resolve problems arising in the field. Technical audit documentation was not available for perusal.

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## **Communication and Documentation**

Each beneficiary family was required to maintain a log book of construction activity. The Technical Officer maintained a photographic record of progress of each site for which he was responsible. This was a valuable tool in case a dispute arose regarding certification of grant payment instalments. It could not be verified whether all Technical Officers maintained the same standard of reporting. The time lag between project completion and the visit of the evaluation team together with the field officers being actively involved in subsequent projects made archived documents difficult to retrieve.

### **3.5.2 Basic Liveable Permanent House Concept**

The project used the design of a basic liveable permanent house for providing grant assistance to those whose houses were assessed to be fully damaged and not economically feasible to repair. The grant assistance of Rs 325,000 was calculated to be adequate to construct a total plinth area of 500 square foot with permanent foundation, a timber framed calicut tile roof, one complete lockable room, and a toilet. The idea was that this provided a basic living space to begin with, and the beneficiaries were expected to use their own enterprise to find additional resources to complete the rest of the 500 square feet area or make any changes they desired. A choice of four building code compliant house type plans was made available to the beneficiary families, but with no compulsion to use them.

The basic liveable permanent house concept was consistent with other Government resettlement programmes in the project area. This concept allowed to spread the funding where the need was much more than the resources available to the project. Consistency of grant assistance among the various rebuilding programmes was considered to be desirable in order to ensure equity and reduce grievances. The basic liveable house concept and the 500 square foot type plans supplied in the project had been developed previously by NEHRP since 2005.

Most beneficiary families accepted the basic liveable house concept due to the sense of ownership it imparted on the homeowner. A few indicated preference for the donor driven complete house being provided by an Indian Government initiative mainly because of its significantly higher value compared to the UN-Habitat house.

### **3.5.3 Repair Houses**

The houses assessed to be partly damaged and feasible to repair (two-thirds of project houses) were provided with a grant of Rs 150,000 to enable repairs to proceed on the existing house as needed. The Technical Officers indicated that they assisted the beneficiaries with initial planning and budgeting for repairs to ensure that the grant was utilised in the most effective manner. This also made the task of monitoring and certification easier. Field evidence confirm that technical assistance provided by the project was well regarded. Overall project satisfaction was higher for the Repair category compared to Full House beneficiaries.

### **3.5.4 Construction Standards**

The project required that certain minimum standards of construction were met in order to ensure that the homeowner driven process resulted in structurally sound and durable houses. The project design relied on the construction materials and methods guidelines and the close involvement of the Technical Officer for monitoring and assisting the homeowner in planning the construction to ensure required standards were met.

The construction guidelines manual specified techniques familiar to the community and long used in the locality. Field observations show that all beneficiaries adopted the suggested construction methods for the basic liveable house. It was not viable to carry out physical tests, however a close review of the management processes followed indicates that the project resulted in stipulated specifications being followed and that the completed construction met the minimum standards. The Technical Officer assisted each homeowner with planning the construction at various stages, assessed performance, and approved the release of grant instalments based on set performance targets. This process was overseen by the District Engineer with random inspections carried out for verification. High positive responses from beneficiaries were received for frequency of visits, monitoring and assistance given by project officers. This is supported in discussions held with GNs closely involved in village level activities.

### **3.5.5 Building Methods, Materials and Labour**

Building materials and methods stipulated in the project design were common and widely used for permanent houses in most parts of Sri Lanka. The basic components were as follows:

- Foundation: random rubble masonry, bricks, or cement blocks
- Superstructure: cement blocks, bricks, or stabilised soil blocks
- Floor: cement sand blocks or brick paved with cement sand rendering
- Roof: timber framing and calicut clay tiles
- Doors and windows: timber frames, or pre-cast concrete

Adequate quantities of cement, sand, rubble and roofing tiles were not available locally and were required to be sourced from other parts of Sri Lanka. The heavy demand for these materials arising from the post-conflict reconstruction activities appears to have caused cost escalation above estimates and delays in construction progress. Progress reports indicate a phased grant distribution, which may have helped mitigate some of this pressure on materials supply.

Difficulty in obtaining timber supplies was noted by some beneficiaries. Government control of timber supply that were in place to ensure sustainable forest management were somewhat relaxed to allow beneficiaries to cut jungle timber for the reconstruction effort in order to ease the shortage of timber. Subsequently however, use of jungle timber was disallowed when it was realised that rampant cutting of trees was taking place for economic



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gain. Cultural practises placed some species, particularly hard timbers, in high demand while resisting alternatives such as plantation timber.

The project distributed cement block moulds to beneficiaries to enable them to produce cement blocks and a significant number of families interviewed said they made their own blocks. This was the single most important value adding component that the beneficiaries could provide to the house building with their own effort. Beneficiaries produced blocks for their own use and there was no evidence of collaboration to produce blocks to market or common use. Local masons were hired by each beneficiary to lay the blocks for wall construction with technical advice being provided to the masons by the Technical Officer in their regular visits.

The project placed a restriction on the use of asbestos cement roofing sheets due to health and environmental reasons. Field observations and interviews found this restriction being circumvented in some instances with tile roofing being used for the project designated areas of the house while using asbestos sheeting to extended areas such as verandahs and ceilings. Asbestos sheeting is widely preferred due to significantly less timber framing requirements and cost efficiencies, and leak proof performance. Those interviewed also pointed to some donors permitting the use of asbestos sheet roofing in other programmes.

Calicut tile (factory made moulded clay tiles) was the stipulated roofing material. Two beneficiaries claimed to have used recycled clay tile because it saved money. It was not possible to verify the extent of recycling in the project area, but it is likely that local enterprises developed to collect tiles from damaged houses for resale.

Skilled labour shortages, particularly for masons and carpenters was said to have affected project progress. Beneficiaries had no experience in negotiating labour rates and the evidence suggests that the Technical Officer assisted with the engagement of skilled labour. It is difficult to see how the Technical Officer could manage to negotiate prices with the heavy workload they were under. It was not possible to validate the process that took place, but it is likely that there was wide price knowledge in the industry due to the extensive reconstruction that was taking place.

### 3.6 Basic Amenities and Services

Support from other project partners for basic infrastructure and other public services was required for the AusAID/ UN-Habitat house reconstruction programme to achieve its full benefit. GoSL conducted the resettlement strategy with the assistance of several donor agencies such as UNICEF, UNHCR and NGO's who were funding the required infrastructure and basic services programmes in parallel. The requirement for UN-Habitat as an implementation agency for house reconstruction was to coordinate their work within the wider resettlement programme activities that was being undertaken.

#### **Mine Clearing and Mine Risk Education**

Mine clearing was carried out by the military and others in stages with the assistance of several donors including AusAID, prior to the returnees getting back to their lands. This was

followed by a Mine Risk Education programme conducted by UNICEF and other partners targeted particularly at children.

### **Government Services**

Stakeholders interviewed indicated that heads of Government departments had meetings to establish rapport, coordination mechanisms and collective needs identification in order to organise Government services to support the resettlement process. Buses were arranged to transport Government Servants who were living elsewhere to come to the resettlement areas to provide the required services.

### **Health and Sanitation**

A health, nutrition and sanitation programme was operated in the project area by WASH. The provision of permanent housing is considered by WASH to be an important contributor to a sustainable health and nutrition programme.

### **Water**

Water sources are crucial in the dry zone of Sri Lanka. A programme was managed by WASH to clear wells in the project area from mines, polluted water and debris and marked as safe to use. Water pumps were available with the agencies of the District Government for loan to householders who needed them to clean out their wells. Plastic tanks and bowser water was supplied to pockets of communities who did not have access to safe water sources.

### **Electricity**

72% of the newly constructed houses surveyed did not have an electricity supply. This is in contrast to 37% of repair houses that did not have electricity. It is possible that houses that were fully damaged were in an area where electrical supply lines were also seriously damaged during the conflict.

## **3.7 Environmental Aspects**

Most of the project area is rural hinterland settled by farming families many years ago. Natural vegetation has been cleared for agriculture in the settled areas and overgrown with scrub vegetation when no longer farmed during the conflict period. Over one third of the project area is forested with dry woodlands, including significant dry zone forest reserves managed by the Forest Department. Water for agriculture and home use is obtained from irrigation tanks, wells and underground aquifers. Agriculture generally consists of paddy fields and home gardens.

Families returning to their villages of origin had to clear overgrown scrub to get their farmlands back into use. Special mine clearing programmes had deemed the areas safe from land mines but families were inducted with mine safety procedures because some risk continued to remain.

The largest environmental risk the project faced was related to building materials supplies, particularly timber. An intense resettlement effort was taking place in the wider programme resulting in a high demand for basic building materials such as river sand, clay tile, rubble,

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timber and cement. Except for timber, these materials were required to be sourced and transported over considerable distances.

Timber usage could have a direct environmental impact in the locality due to accessible forest in the neighbourhood. It was indicated that strict controls were in place during the project period to prevent exploitation of forest reserves. There were reports that the Government arranged the import of Malaysian plantation timber to ease the demand on local forest timber. The project provided for planting of saplings supplied by the Forest Department in the homeowner gardens as a measure to compensate the negative impacts caused by the fast paced construction programme.

## **3.8 Financial and Economic Aspects**

### **3.8.1 Grant Amount**

The project was funded by an AusAID grant of AUD 10 million. Over 80% of this grant has been directly disbursed to the 3785 beneficiary families in the project, the rest being expended for management, skill training and other related project requirements.

The direct cash assistance provided to beneficiary families was fixed at Rs 325,000 for construction of 1110 new houses and Rs 150,000 for 2675 repair houses. These limits were determined by the GoSL in accordance with the World Bank supported NEHRP project in order to maintain uniformity in the assistance packages. It is noted that this uniformity has not been maintained in current years, with the Phase II project and the Indian Housing project currently providing Rs 550,000 for a new house and Rs 250,000 for a repair house.

The project design was contingent on the beneficiaries topping up the grant assistance with their own financial contribution. Field evidence suggests that many beneficiaries had limited borrowing capacity and very few resources resulting in their houses remaining incomplete but meeting the minimum standards.

### **3.8.2 Grant Disbursement**

Beneficiaries received the cash grant in four instalments in the case of rebuilding of full houses and in three instalments in the case of repair houses. The grant instalment was transferred directly to the bank account opened in the name of the primary beneficiary or a joint account in the case of husband and wife. Following the first instalment, construction progress was monitored on-site by project technical staff and certified before further instalments were disbursed.

While beneficiaries were assisted with bank procedures to streamline the process, it was indicated that some beneficiaries would have preferred not to have to deal with having to go to a bank to withdraw money. Long travel distances to a bank, non-availability of regular transport and bad road conditions were cited as some difficulties that were faced in accessing a bank. The bank provided beneficiaries with a bank pass book where all transactions are recorded.

The advantage the project had with this system was that cash withdrawals could be monitored and compared with construction progress if necessary. The project documents indicate that project officials liaised with the bank for cross-checking of payment information.

### 3.9 Institutional Aspects and Stakeholder Collaboration

#### 3.9.1 Stakeholder Partnerships

The project was conducted under a wider settlement strategy coordinated by GoSL with development agencies supporting the resettlement programme. For the success of the programme, collaboration and cooperation among all stakeholders in working towards the common goal was essential.

UN-Habitat ensured effective coordination and partnership building with the project stakeholders at both national and field levels including the relevant Ministries, PTF, Government Administration, the UN, and other implementing agencies. The project maintained close coordination with development agencies such as UNICEF/ WASH who were implementing programmes that had direct connection to the shelter sector and were working in the project areas. UN-Habitat also co-chaired the Permanent Housing and Shelter Group at national and district levels.

Particularly, the project maintained regular and close relations with the DSs and GNs as they played a significant role towards project activities. Particularly, the role of the DS was paramount in the resolution of land tenure issues. In the beneficiary selection process the GN was a key figure in the authentication of on the ground village and beneficiary information having close connection to the target community.

At the district level UN-Habitat took a leading role in providing support to the Government Administration. The GAs interviewed commented on the active role played by UN-Habitat in coordinating and collaborating with all stakeholders and at progress review meetings. It was expressed that the AusAID/ UN-Habitat project was notably successful in providing for a priority need for permanent housing for the returning IDPs in the districts while maintaining excellent coordination and collaboration among all stakeholders. The GAs commented that the project had a high impact on the needs of returning families while providing much needed support at a very early stage and that the project successfully met the expectations of the Government. This project is seen as a catalyst that prompted other donors to follow the homeowner driven process for the provision of post-conflict permanent housing.

#### 3.9.2 Donor Feedback

AusAID as the donor agency for the project was invited to comment on the project. An interview was conducted with Ms Dulani Sirisena, Senior Programme Officer, AusAID Sri Lanka to obtain feedback from the point of view of the donor. The main points covered and the views expressed are as follows:

- Overall satisfaction with project implementation:

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UN-Habitat, as the implementing agency, performed successfully under very difficult ground conditions arising in the post-conflict situation. They achieved the targets set out in the project goals and objectives and the project on the whole met the expectations of the donor.

- Specific comments on the performance of UN-Habitat:

UN-Habitat was able to develop very good relations with project stakeholders. It maintained regular and close relations with the Government Administration as well as with development agencies who were implementing programmes in project areas. These good relations helped to achieve a successful implementation programme. UN-Habitat maintained an effective technical network extending from the National Office to district and village levels to achieve the results on the ground.

- Project design and homeowner approach:

The donor desired to have the widest reach possible with the funds providing support for permanent housing so that a maximum number of families benefit from an early return to a life of normalcy. The homeowner approach adopted by UN-Habitat enabled to achieve this end through the participation of the beneficiary in the building process and contributing their own efforts while substantially lowering costs of construction.

- AusAID/ UN-Habitat partnership:

AusAID and UN-Habitat maintained a strong and successful partnership throughout the project. The donor was regularly updated on project progress with effective communication between the donor and UN-Habitat. Performance reports were submitted on a regular basis with progress presented in the form of quantitative figures describing achievement of targets. It would have been useful if social data, such as people's perceptions and views on the project and how the project is impacting on their resettlement in the villages, were also presented in the performance updates.

### 3.10 Visibility of Donor Assistance

Project documents prepared by UN-Habitat make clear that the Government of Australia (AusAID) funds the project and UN-Habitat is the implementation agency. The AusAID logo and UN-Habitat logo both appear in project documents.

Large sign boards were observed in the roads leading to the project areas in the three districts of Vavuniya, Kilinochchi and Mullaithivu titled "Construction of Permanent Houses" and displaying the information that the project is funded by the Australian Government. The project design included the provision of name plates to each beneficiary family to be fixed adjacent to the front door of each house. The name plate included both the AusAID logo and the UN-Habitat logo. The name plate was observed in 78% of the houses surveyed (5% did not have a name plate, 17% did not respond).

When a direct question was asked from beneficiaries whether they knew who provided them financial aid for the house reconstruction, 75% of families surveyed answered “Australian aid” and 22% said “UN-Habitat”.

The Project Completion Report records extensive media coverage in Sri Lankan newspapers that highlights the positive beneficiary responses and successful collaboration between the Australian Government, GoSL and UN-Habitat in assisting conflict affected families to get their lives back to normal.

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## 4.0 Conclusions

The AusAID/UN-Habitat project is a successful example of moving to a durable solution at a much earlier stage in post-disaster shelter recovery. The project beneficiaries have rebuilt their damaged and destroyed homes in most cases, adding their own contributions to the assistance given, and restarted their lives in their home villages. Through the provision of permanent shelter support the project provided the impetus for the beneficiaries to regain their sense of dignity, confidence, and security with an early return to a life of normalcy.

The key conclusions and lessons learnt that have been arrived at in this project completion evaluation are as follows:

1. Deviating from the conventional linear approach from emergency to transitional shelter construction and moving straight on to permanent housing has proved to be a beneficial decision. Available funds have been effectively utilized to build durable houses and in the process a sense of normalcy is returning to the villages.
2. The intended project target to support 1110 new houses and 2675 repair houses has been achieved. However, the project time period of one year planned in the project design had to be extended by about six months. This was due to unavoidable and complex factors such as land tenure resolution, materials and skills shortages and severe restrictions on accessibility arising in the exceptional circumstances of the post-conflict situation.
3. UN-Habitat built effective relationships and worked in collaboration with development partners and the Government and maintained appropriate coordination among all stakeholders. As the project was conducted within the wider resettlement programme it was imperative that the project maintained close coordination with the Government Administration in the districts and other agencies in achieving a successful outcome.
4. The project successfully managed the complex and problematic land ownership issues arising in the post-conflict context through collaboratively working with the Government Administration in the districts. A vast number of potential beneficiaries who did not possess legal documents but could prove ownership were assisted through the programme to clear their land issues and receive the grant payment to build their houses.
5. The project effectively utilised the existing village leadership structures as a support mechanism helping self-recovery of communities. The project revived and established Village Rehabilitation Committees to support and assist the village community with the construction process, and the GN played a significant role having the closest connection to the target community.
6. The project maintained strong linkages between the community and the implementing agency by using a decentralised system of management and positioning appropriate UN-Habitat officers at the village/ district level. Through this

strategic interaction it was possible to build community relations, improve standards, and achieve a good quality house.

7. The homeowner driven concept was consistent with village house building practices. The homeowner managed the house construction using skilled artisans where necessary while providing own unskilled labour, as opposed to contractor built housing which is common in government or donor managed construction projects. It has multiple benefits such as a sense of ownership, recognition for people to be back in their villages taking decisions, and the restoration of the local economic framework.
8. Inadequacy of the grant amount was a pervasive response among those interviewed. The homeowner driven concept was designed on the premise that beneficiaries would be able to add value both with personal effort as well as with a financial contribution to complete their house. The conflict affected situation and the nature of livelihood of many returnees meant that their ability to raise finance was extremely limited, and many houses remain with incomplete door and window openings and unusable plinth area. The homeowners nevertheless met the criteria for a basic liveable house which included one room, kitchen, toilet and roof of permanent material. Some flexibility in the project design would have been desirable to take into account disparate situations, for example, in the case of very vulnerable and low-income people.
9. The project design had a clear gender element in particular project aspects, with achievement mostly measured in terms of women's participation in the project. However, more could have been achieved with an overall coordinated strategy integrated into project activities guided by a gender specialist dedicated to the project.
10. It appeared that project records were not archived in a systematic and easily accessible manner, with staff moving on to other urgent projects. It would be useful for project completion key documents, records and information to be filed in a suitable indexed database to assist future project designs.



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## Annexures

## Annexure 1

## Evaluation Planning Matrix

Key Project Areas	Evaluation Question	Indicators	Data Collection Method	Data Source	Comments
<b>Achievement of overall project objectives</b>	Overall effectiveness of the project	a. Government and stakeholder views	Interviews	Participants of national and local coordination groups	
		b. Beneficiary views	Survey	Beneficiaries	
		c. Housing targets	Analysis	Project records	
<b>Project design and methodology</b>	1. Fairness and transparency in beneficiary selection	a. Community decision makers in the selection, criteria used	Analysis	Project records	Project design
		b. Participant perceptions	Interviews	Implementation officers, GNs	Application
	2. Level of participation of beneficiaries	Participation opportunities in project activities at different stages	Analysis	Project records	
			Survey	Beneficiaries	Including vulnerable groups
	3. Extent of Government and stakeholder participation in the housing process	Involvement of Government and stakeholder participants	Analysis	Project records	
			Interviews	Government and stakeholder participants	
	4. Effectiveness of grievance redress procedures	Numbers of complaints and resolved disputes	Interviews	District project officers VRC members	
	5. Success of the homeowner driven approach	a. Relative cost of construction	Analysis	Project records	
		b. Beneficiary contribution to house	Analysis	Project records	Extent of house constructed with project funds
			Survey	Beneficiaries	

Key Project Areas	Evaluation Question	Indicators	Data Collection Method	Data Source	Comments
		c. Beneficiary perceptions, satisfaction	Survey	Beneficiaries	
		d. Wider social and development benefits	Survey	Beneficiaries	Skill development, beneficiaries gaining pride and confidence
		6. Effectiveness of land tenure assistance	Government documents	DS records	
			Interviews	District office	
<b>Social aspects</b>	1. Socio-cultural appropriateness		Interviews	GNs	
		Beneficiary satisfaction	Survey	Beneficiaries	
	2. Social cohesiveness	a. Community development activities	Interviews	GNs	
			Survey	Beneficiaries	
		b. Formation of community groups	Interviews	GNs	
<b>User satisfaction</b>	Use of project house		Survey	Beneficiaries	
		a. Number of houses occupied by owners	Survey	Beneficiaries	
		b. Improvements to house	Survey	Beneficiaries	
			Survey	Beneficiaries	
<b>Technical aspects</b>	1. Soundness of house design	Compliance with appropriate building standards	Analysis	Project records	Quality compliance of construction;
			Interviews	Technical officer/engineer	Performance of building technologies; Level of supervision
	2. Appropriateness of building technology	Locally sourced; Technical skill level; Environmental sustainability	Interviews	Technical officer/engineer	Material supply/logistics; Procurement aspects
			Survey	Beneficiaries	

Key Project Areas	Evaluation Question	Indicators	Data Collection Method	Data Source	Comments
<b>Basic amenities</b>	1. Access to alternative accommodation and temporary amenities		Analysis	Project records	
	2. Access to water, electricity and sanitation		Survey	Beneficiaries	
<b>Environmental aspects</b>	Impacts of construction to local and regional environments		Interviews	Forest Department	
<b>Financial/ economic aspects</b>	1. Grant payment process		Interviews	Stakeholder	
	2. Cost effectiveness		Analysis	Project records	
	3. Livelihood development		Survey	Beneficiaries	
<b>Institutional impacts</b>	Capacity building of partners/ stakeholders		Interviews	Stakeholders	Organisational development
<b>Visibility</b>	Awareness regarding Australian government contribution		Survey	Beneficiaries	

## Annexure 2

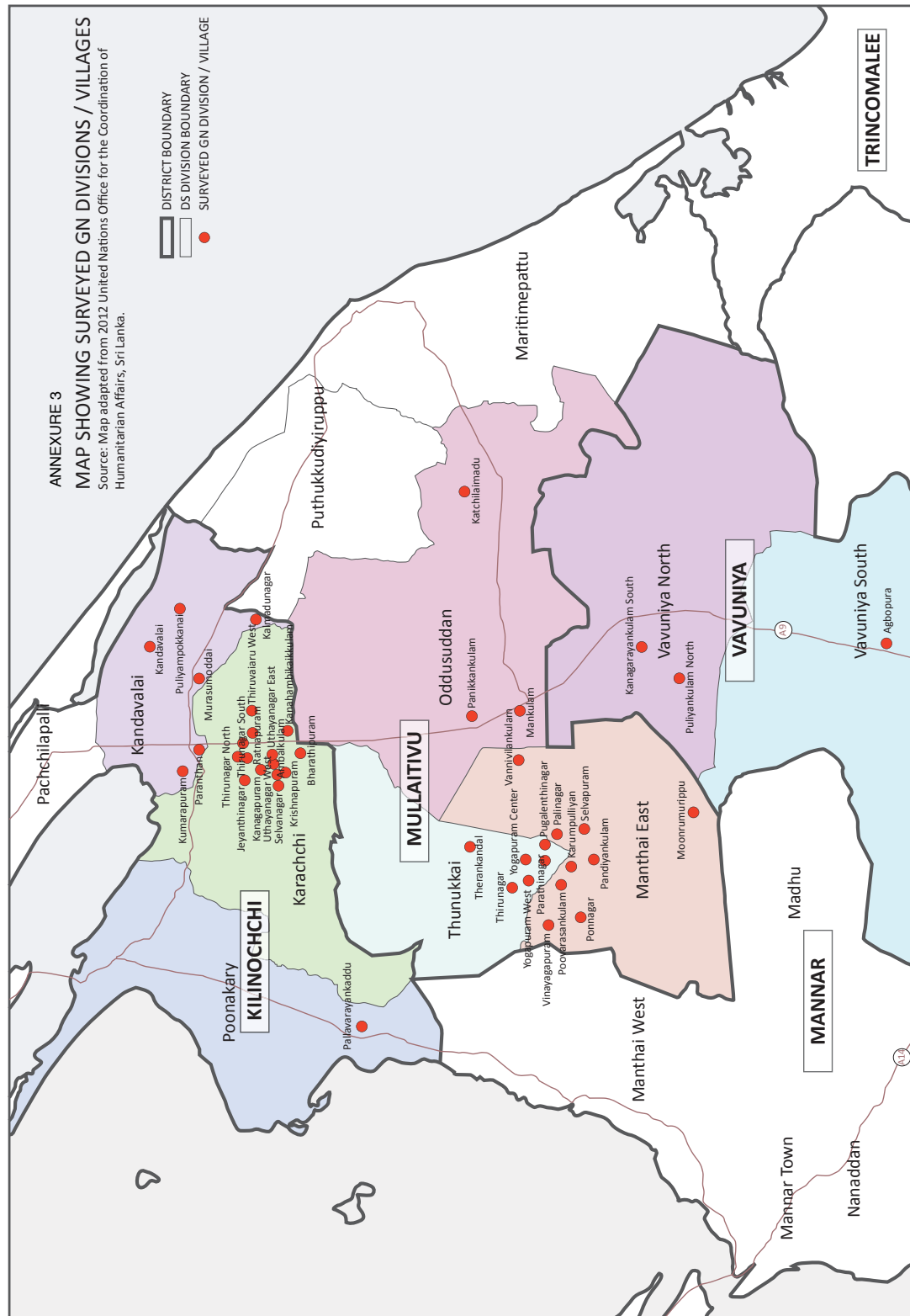
### List of GN Divisions / Villages Surveyed

District	DS Division	Village/GN Division	Repair	New Houses
Mullaitivu	Thunukkai	Parathinagar	3	
		Pugalenthinagar	1	
		Therankandal	1	
		Tirunagar	4	
		Yogapuram Centre	1	
		Yogapuram West	1	
		<b>Total</b>	<b>11</b>	<b>0</b>
	Oddusuddan	Panikkankulam		1
		Katchilaimadu	1	
		Mankulam	1	5
		<b>Total</b>	<b>2</b>	<b>6</b>
	Manthai East	Pandiyankulam	1	
		Karumpuliyian	1	
		Moonrumurippu		3
		Palinagar	2	
		Ponnagar	1	
		Poovarasankulam	1	
		Selvapuram	1	
		Vannivilankulam		2
		Vinayagapuram	1	
		<b>Total</b>	<b>8</b>	<b>5</b>
		<b>Total for Mullaitivu</b>	<b>21</b>	<b>11</b>
Kilinochchi	Karaichchi	Anandapuram	3	1
		Ambalkulam	4	
		Barathipuram	2	
		Jeyanthinagar	4	
		Kanagapuram	1	
		Kanahambikaikkulam	4	1
		Krishnapuram	6	
		Ratnapuram	1	
		Selvanagar	2	
		Thirunagar North	3	
		Thirunagar South		1
		Thiruvaiaru West	1	
		Thondaman Nagar	1	
		Uthayanagar East	1	
		Uthayanagar West	3	
		<b>Total</b>	<b>36</b>	<b>3</b>
	Kandavalai	Kumarapuram		3
		Kallaru		3
		Kalmadunagar	5	
		Kandavalai	1	
		Murasumoddai	1	
		Paranthan	1	
		Puliyampokkanai	1	
		<b>Total</b>	<b>9</b>	<b>6</b>
	Poonakari	Pallavarayankaddu	1	4
		<b>Total</b>	<b>1</b>	<b>4</b>
		<b>Total for Kilinochchi</b>	<b>46</b>	<b>13</b>
Vavuniya	Vavuniya North	Kanagarayankulam South	2	2
		Puliyankulam North		2
		<b>Total</b>	<b>2</b>	<b>4</b>
	Vavuniya South	Agbopura		1
		<b>Total</b>		<b>1</b>
		<b>Total for Vavuniya</b>	<b>2</b>	<b>5</b>
Total Houses Surveyed			69	29

Note: Repair houses surveyed were 69 in total although the selected sample was 71. This was due to the unavailability of the occupant in two of the selected houses.

## Annexure 3

Map Showing GN Divisions / Villages Surveyed



### Beneficiary Survey Sampling Table

Repair Houses: Project Total Population														
District	Vulnerable				Sub Total		Other				Sub Total		Total	%
	Male	%	Female	%			Male	%	Female	%				
Killinochchi	313	29.75	348	33.08	661	63	572	35.22	520	32.02	1092	67	1753	65.51
Mullativu	213	20.25	178	16.92	391	37	301	18.53	231	14.22	532	33	923	34.49
Total	526	50.00	526	50.00	1052	100	873	53.76	751	46.24	1624	100	2676	100.00

Repair Houses: Surveyed Sample Population														
District	Vulnerable				Sub Total		Other							
	Male	%	Female	%			Male	%	Female	%	Sub Total	%	Total	Tot %
Killinochchi	8	28.57	10	35.71	18	64	15	34.88	11	25.58	26	60	44	61.97
Mullativu	6	21.43	4	14.29	10	36	9	20.93	8	18.60	17	40	27	38.03
Total	14	50.00	14	50.00	28	100	24	55.81	19	44.19	43	100	71	100

Full Houses: Project Total Population														
District	Vulnerable			Sub Total		Other			Sub Total	%	Total	Tot %		
	Male	%	Female	%	Male	%	Female	%						
Killinochchi	32	12.70	69	27.38	101	40.08	154	17.95	174	20.28	328	38.23	429	38.65
Mullatiyu	45	17.86	53	21.03	98	38.89	216	25.17	138	16.08	354	41.26	452	40.72
Vavuniya	23	9.13	30	11.90	53	21.03	104	12.12	72	8.39	176	20.51	229	20.63
Total	100	39.68	152	60.32	252	100.00	474	55.24	384	44.76	858	100.00	1110	100.00

Full Houses: Surveyed Sample Population															
District	Vulnerable			Other						Sub Total	%	Sub Total	%	Total	Tot %
	Male	%	Female	%	Male	%	Female	%							
Killinochchi	2	12.50	4	25.00	6	46	3	18.75	4	25.00	7	44	13	44.83	
Mullattivu	2	12.50	3	18.75	5	38	4	25.00	2	12.50	6	38	11	37.93	
Vavuniya	2	12.50		0.00	2	15	2	12.50	1	6.25	3	19	5	17.24	
Total	6	37.5	7	43.75	13	100	9	56.25	7	43.75	16	100	29	100.00	

## Annexure 5

### Beneficiary Survey Responses

Beneficiary responses to key questions in the survey is given below as a percentage of the total surveyed. The totals may not add up to 100% in some cases due to 'no response' to the question .

Note that the raw figures in the survey data is not meant to be interpreted on its own. In line with the triangulation methodology adopted, the data is co-related with other data sources as appropriate to arrive at the findings.

Extract from survey questionnaire (Beneficiary responses to key questions)

1. Is the house occupied at present?	Yes	96%
	No	4%
2. By whom is the house occupied?		
	Owner	95%
	Rented out (tenant)	1 No.
	Other: Outsiders	1 No.

### Project Support

3. Did you get the grant instalments in time?	Yes	94%
	No	3%
4. Did you receive any technical instructions from a technical officer employed from the project?	Yes	81%
	No	18%
5. Did an officer from the programme visit you while the construction was in progress?	Yes	72%
	No	26%
6. Do you have a log book?	Yes	61%
	No	35%
7. Who maintained the log book?		
	By Myself	48%
	By the Technical Officer	26%
8. Did you receive any training related to the house construction?	Yes	60%
	No	38%
9. Was the training useful to you?	Yes	55%
	No	3%
10. Did you do any community work to help others build their house?	Yes	17%
	No	83%



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11. Did you get any help to build from others who are participating in the programme?

Yes 30%

No 68%

### Details of the House

12. What is the roof made of?	Whole Survey	Full Houses Only
Calicut Tiles	93%	93%
Asbestos Sheets	5%	1 No.
Tin Sheets	1 No.	1 No.
Other (please specify)	1 No.	
13. Who laid the roof tiles / roof sheet?		
Paid a contractor to do it	94%	
I did it myself	5%	
14. What is the kind of timber used for the roof?	Whole Survey	Full Houses Only
Coconut rafters	9%	1No.
Wooden rafters other than Coconut	11%	24%
Wild Timber	56%	59%
Other	28%	24%
15. What are the walls made of?		
Clay bricks	10%	
Cement blocks	83%	
Other	4%	
16. Where did you get the wall bricks or blocks from?	Whole Survey	Full Houses Only
Purchased	32%	-
Made them myself	59%	69%
Other	4%	-
17. Who built the walls?	Whole Survey	Full Houses Only
Paid a Mason	94%	100%
Built it myself	1 No.	-
18. What is the floor made of?		
Cement	89%	
Not complete	5%	
19. Who built the floor?		
Paid a Mason	90%	
Made it myself	2 No.	

**Details of the House (Full houses Only)**

20. If this is a new house, what is the type plan that you used?

Used Type plan	14%
Used my own design	17%
500 square foot house	62%

21. Did you make any changes to the Type Plan before construction?

Yes	41%
No	55%

22. Did you make any changes after completion?

Yes	17%
No	83%

23. If not, why?

Did not need change	10%
Want to, but no money	69%

24. Is the house design suitable to your culture &amp; customs?

Yes	91%
No	7%

25. In your opinion, does the house have any problems such as cracks, leaks, or any other shortcomings?

Yes	31%
No	66%

**Infrastructure and other facilities**

26. Do you have electricity to this house?	Whole Survey	Full Houses Only
Yes	53%	28%
No	47%	72%

27. Where do you get drinking water from?

Private dug well situated within the land	66%
Common dug well	8%
Common bore hole (tube well)	6%
Water bowsers (free of charge from Government)	3%
Rainwater collection tank	1 No.
Other	15%

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## Livelihood

28. Are you able to carry out your original livelihood after returning here?

Yes 62%

No 35%

29. Did taking part in constructing your house affect your normal livelihood earnings?

	Whole Survey	Full Houses Only
Yes	41%	62%
No	55%	34%

30. Did you take a loan to build or repair the house in addition to the grant?

	Whole Survey	Full Houses Only
Yes	72%	76%
No	26%	21%

## Social and Cultural

31. Are you a member of any society or a self-help group or any such community organization?

Yes 36%

No 57%

## Overall beneficiary satisfaction

32. Overall are you happy with your house?

Yes 83%

No 17%

33. Do you feel secure to live here permanently?

Yes 82%

No 17%

34. Do you know who provided the housing assistance?

Yes 94%

No 5%

35. If Yes, who?

Australian Aid	66%
UN-HABITAT	20%
UNICEF	1 No.
UN	1 No.

36. Note to data collector: Please observe whether a project sign is fixed to the house.

Yes 78%

No, cannot see a sign 5%

## Annexure 6

### Field Observation Report

This field observation note is presented as an illustration of the broad field setting of the project and related to the work conducted by the evaluation team. It is not intended to depict 'typical' field circumstances or data for generalisation.

#### **Field Visit To Kalmadunagar GN Division, Kilinochchi, Conducted on 11-12-2012**

A field visit was conducted to the project area of Kalmadunagar, Kandawalai DS Division, Kilinochchi, by the Evaluation Team (Dr Geetha Abayasekara, Team Leader and Mr Padmasiri Bandara, Social Scientist) as part of field investigations for the evaluation study. The purpose of the visit was to make observations of the project area and to conduct individual interviews with VRC members and project beneficiaries covered in the survey sample. Four beneficiaries were randomly selected from project records but two were not available at the time of the visit. This paper contains the key observations made during the visit and also the key points raised by the persons visited.

#### **General Observations:**

- The road condition was extremely bad and it took nearly one and a half hours to reach Kalmadunagar from Kilinochchi town. The village was full of paddy fields and coconut plantations. The area was lush and green because it was after continuous rains. The houses were located far from each other on vast lands. We saw one bus plying on the road.
- Most of the houses we saw were 'colony houses'. This area is a farmer colony established by the Government, where each family has received two acres of paddy land and one acre of high land.
- Due to the dispersed land blocks, even the post-mistress of the sub-post office was unable to give directions to the selected houses and hence it was very challenging for us to find the houses. As the houses were far from each other even the neighbours could not indicate to us the exact places unless they came with us in our vehicle.
- The paddy fields were well irrigated. We saw a large canal. Although the village was remote, it looked quite prosperous and with lot of natural resources.
- Beneficiary houses visited and persons interviewed and the key points of the discussion are given below.

#### **Beneficiary 1, Kalmadunagar: Repair House**

- We met the beneficiary who was an elderly widow and is the legal owner of the land. This family has got selected under the criteria of woman headed household. The house is occupied by the beneficiary, her daughter and the daughter's family. The daughter is an assistant to the Grama Niladhari.
- They had been in Menik Farm for one year and four months in Ramanathan Zone.
- The beneficiary's daughter's son was at home when we visited. He was a young boy who had sat GCE Ordinary Level examination in 2011 and had not succeeded. He is now studying at the Vocational Training Centre at Tharmapuram. He has a sister of 13 years, and two brothers one 20 years, and the other 18 years. Their father has passed away.

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- We were assisted with the translation from tamil to english by a family friend who was visiting the family at the time we were there.
  - The field survey enumerator and the Technical Officer also came to the place just as we were about to leave.
  - The house was more than 1000 square feet (three rooms, lobby, dining area and kitchen), well built, and located in a coconut land of more than one acre.
  - We were informed that the roof had been damaged. The house had not been damaged to the extent that the dwellers could not occupy the house without repairs. The ceiling was newly done.
  - According to the beneficiary, the repairs done on the house were making the ceiling with asbestos sheets, fixing three windows, repairing the toilet, replacing roof tiles and painting the house.
  - The tiles and cement were transported to the village by a two-wheeled tractor (hand tractor) from a nearby shop which is situated two kilometres away.
  - The total cost of the repairs was Rs 300,000. They have received Rs 150,000 from the project and the balance was mobilized through personal borrowing.
  - We could not see any new tiles on the roof. When asked about this, the beneficiary said that they bought second-hand tiles, which were less expensive than the new ones and almost everybody in the village did the same thing.

#### **Beneficiary 2, Kalmadunagar: Repair House**

The technical officer who was also in the neighborhood came to the place on our request to assist with translation.

- The family had been in Manik Farm in the Arunachalam ward. They were displaced in 2008.
- The beneficiary is a female of 33 years and this family was selected for the repair category under the criteria of woman headed household and due to the number of children. The head of household is the husband of the beneficiary who was present at the time of our visit. They have three children and two of them are schooling while the other was not of school going age.
- The husband of the beneficiary is a farmer. He cultivates their own paddy lands which were given by the government under a colonization scheme. The beneficiary had inherited the lands from her mother. The family was not financially poor, but fitted within the criteria when applied without considering the actual situation of the family.
- When asked the Technical Officer explained the basis on which this household was selected. The estimate of the repairs was around Rs 150,000; more number of children; clear ownership of land; the family did not have a house elsewhere; level of income did not apply.
- This was a very new house, which was nearing completion. The floor was unfinished and was due to be tiled, and doors and windows were not fixed. The beneficiary explained that the doors and windows had been removed by unknown parties during their displacement.

- The house had three rooms. They had started the constructions in 2010. There was one lockable room, which they said is used as the Shrine Room. We asked the size of the room and they said that it is 16 feet x 10 feet. While inspecting, we observed paddy was stored in that room. During the interview, Mrs. Kavitha said that they were afraid to live in a house without doors, because of the children, especially with a daughter of 14 years.
- The repairs had cost more than Rs 150,000. To bridge the gap, they have obtained an agricultural loan of Rs 70,000 at a rate of interest of 18% per annum. The loan is to be paid in six months. When asked for the project log book the beneficiary said she has misplaced it.

**VRC Chairperson, Kalmadunagar (non-beneficiary)**

We interviewed with the VRC Chairperson at his shop. The shop is considerably large and situated in the heart of a three-way junction. The technical officer assisted in translation.

- The respondent has four children. He is a farmer (paddy cultivation).
- The VRC was formed after the beneficiary selection. When selecting the office bearers, the respondent was appointed the Chairperson. Originally he too was a beneficiary under the repair house category but subsequently decided to decline the grant. The reason was not given.
- Altogether in Kalmadunagar, there are 126 houses that qualify for repairs and 362 houses for full construction.
- He said there are 77 beneficiaries in Kalmadunagar for the UN-Habitat project.
- European Commission also implements a housing project and they give Rs 250,000 for a repair house. New houses (fully constructed houses) will be undertaken by the Indian Government project. NERHP committed 134 new houses.
- He and five other members of the VRC received management training where they learnt how to support the families who would seek their support.
- He took leadership in coordinating with other agencies such as the WFP to give assistance to the resettling families.
- The VRC supported the beneficiaries by doing bulk purchasing of building materials, and transporting them to the village.
- Out of the 77 beneficiaries in the village, 60 people obtained loans to complete the repairs, but around 40 find it difficult to pay the loans back.
- Rs 150,000 is not sufficient for repairs of a house, especially since the toilet too was to be repaired or re-constructed essentially. Most of the masons in his village worked for dry rations as the people (owners of houses) did not have money to pay.
- We asked what would happen to the balance houses (49) that are damaged, when there are a total of 126 houses that qualify for repairs as the UN-Habitat has supported 77 houses. He said that five more houses will be undertaken by some other agency, and hence only 44 will be remaining and the estimate values of those houses are considerably low. Hence the owners will have to take care of the

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repairs to those houses. Most of them are damages to doors and window only. Another reason for some houses to be left out is land disputes.

- We observed while traveling, houses along the road in very dilapidated conditions that were located in small lands. We did not talk to the people living in those houses due to time constraints.
- At one place we were stopped by the Army. They had come in search of a group of thieves that were said to have stolen money from houses. We were advised to travel carefully, and they very politely apologized for having to stop us. We directly proceeded to the women's group meeting at Kanchipuram village in Kumarapuram GN Division.

## Annexure 7

## List of Persons Interviewed and Participants at Group Discussions

UN-Habitat (Individual Interviews)	
Mr I A Hameed	National Project Manager
Mr Tim McNair	Chief Technical Advisor
Ms Aziza Usoof	Monitoring and Reporting Manager
Mr Thushan Perera	Database Administrator
Mr K Pathmanathan	Deputy Project Manager (District Office)
Mr A H Mohammed Jezeer	Deputy Project Manager (District Office)
Mr S L Anver Khan	Northern Housing Coordinator/ District Manager (Mullaitivu)
Mr M S Mohamed Aleem	Engineer (District Office)
Mr N Pathmanathan	Land Specialist (District Office)
Mr Aravinthan	Land Assistant (District Office)
Mr Sankar	Technical Officer (Kumarapuram)
Mr Thanushyan	Technical Officer (Kalmadunagar)
Mr Kuhanathan	Technical Officer (District Office)
Mr Sashika	Technical Officer (District Office)
Donor Organisation (AusAID Interview)	
Ms Dulani Sirisena	Senior Programme Officer (AusAID)
Partner Organisations (UNICEF Group Discussion at Vavuniya)	
Mr Prakash	Head of UNICEF, Vavuniya (Area Security Coordinator for North)
Ms Karathi	Education Officer, UNICEF
Ms Radhika	Programme Officer (WASH)
Mr Sutharman	Health and Nutrition Officer
Government Administration (Individual Interviews)	
Mr N Vethanayakan	GA (Mullaitivu)
Mrs R Ketheeswaran	GA (Kilinochchi)
Mr N Gowrithasan	Assistant Director (Planning)
Grama Niladharis (Group Discussion at Kilinochchi)	
Mr G. Selvaratnam	GN (Kilinochchi town)
Mr John Baptis	GN (Anandapuram)
Mr K Kandeepan	GN (Udayanagar west)
Mr K Vairavanathan	GN (Vivekanandanagar)



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Mr M Chandrabalan	GN (Malayalapuram)
Mr R Thasavaran	GN (Ratnapuram)
Mr Seanthan	GN (Krishnapuram)
Ms J Sathya	GN (Barathipuram)
Ms P Nishanthan	GN (Thiruvaiyaru west)
Ms V Jayanthan	GN (Thirunagar south)
<b>VRC Members (Group Discussion at Puliyankulam, Vavuniya North)</b>	
Mr Subramaniam Jeyaruban	VRC Chairperson
Mr Raman Sundaram	VRC Member
Ms Nanthakumar Kavitha	VRC Member
Ms Kumaravel Maadini	VRC Member
Ms Kumaravel Puranani	VRC Member
Mr Rasaiyah Yoganathan	VRC Chairperson (Kalmadunagar)
<b>Women Beneficiaries (Group Discussion at Kumarapuram, Kilinochchi)</b>	
Ms N Meenadsi	Kumarapuram Village
Ms N Nirojini	Kumarapuram Village
Ms N Vettivel	Kumarapuram Village
Ms S Anusuja	Kumarapuram Village
Ms T Rajeswary	Kumarapuram Village
Ms V Santhakumary	Kumarapuram Village
Ms D Santhira	Kanchipuram Village
Ms K Thanapakkiyam	Kanchipuram Village
Ms M Kanpathi	Kanchipuram Village
Ms M Ladsumy	Kanchipuram Village
Ms M Muththukumar	Kanchipuram Village
Ms M Sures	Kanchipuram Village
Ms N Parmila	Kanchipuram Village
Ms P Mুরুkeju	Kanchipuram Village
Ms P Palasunthary	Kanchipuram Village
Ms P Palenthirukumar	Kanchipuram Village
Ms P Rajenthiran	Kanchipuram Village
Ms R Enthirani	Kanchipuram Village

Ms R Sanmuganathan	Kanchipuram Village
Ms S Murukesu	Kanchipuram Village
Ms S Selvarasa	Kanchipuram Village
Ms T Rasakumary	Kanchipuram Village
Ms T Selvarasa	Kanchipuram Village
Ms T Vijitha	Kanchipuram Village
Ms V Kanagamma	Kanchipuram Village
<b>Mine Risk Education (Group Discussion at Vavuniya)</b>	
Mr R Robsteen	Project Co-ordinator
Mr Ranjan	Finance and Administration Officer
Mr A. Abral	Field Assistant, Rural Development Foundation
<b>Beneficiaries (Individual Interviews)</b>	
Mrs Makeswary,	Mankulam, Mullaitivu
Ms Kanapathipallai Paruvathipallai	Kalmadunagar, Kilinochchi
Ms T Kavitha	Kalmadunagar, Kilinochchi
Mr K Rajendran	Thirunagar North, Kilinochchi
Ms T Kamalini	Karachchi, Kilinochchi
Mrs Gnanawathy	Agbopura, Vavuniya
Mr Gnanapragasam, Ganesarajah	Kanagarayankulam South, Vavuniya
Miss Sivagnanam Vasugi	Pallavarayankaddu, Kilinochchi