# CHAPTER 3 OBJECTIVES AND STRATEGY FOR HUMAN RESOURCES DEVELOPMENT

Southern Area enjoys a population rich in entrepreneurial spirit, but has limited opportunities to fully exercise that spirit. Strengthening the infrastructure and economic base will expand opportunities. At the same time, people will need increased capacity to exploit the benefits of and become equal partners in development. The human resources development strategy champions the peoples' entrepreneurial spirit through programs and projects that will produce (1) flexible occupational training and support services that link closely with the private sector and (2) social services that are efficient, equitable and easily accessible. Productivity of vocational and technical training is raised and reoriented to labour market needs through capacity building and partnerships of public and private services.

## 3.1 Objectives

The existing technical and vocational education system is characterized by unresponsiveness to the labour market, unclear administrative responsibility and minimal programme coordination, over reliance on public institutions, low institutional capacity at both managerial and delivery levels, inadequate support services, and gender disparity. These weaknesses have produced poor training and placement performance, duplication of efforts, and inefficient use of financial and human resources. Recent organizational modifications at the national level demonstrate the political will to make the system more responsive, efficient, and productive. The process is not yet completed and its benefits will take time to filter down to a regional level. Meanwhile, the anticipated rapid development of Southern Area will demand a substantial force of skilled workers. The TVET strategy uses innovative and experimental tactics to expedite the process. Its guiding principle is creation of a market driven system achieved by close partnerships of employers, workers, and the Government.

The overall objective is to create training mechanisms, both public and private, that can adapt quickly and competently to a changing economic and occupational structure. To do so, the strategy incorporates components implemented regionally that will overcome the existing system's weaknesses. The end product will be a training scheme featuring the following:

- streamlined management with well defined lines of responsibility,
- direct and continuous interaction between employers, workers, and training institutions,

- rational distribution of training delivery among public and private training institutions,
- fair cost sharing mechanisms,
- flexible programs responsive to efficient performance feedback,
- up-to-date and productive training, and
- gender equity.

## 3.2 Strategy

### 3.2.1 TVET rationalization and coordination

Aggressive policy making and intensive integration will be essential for training to adjust to a changing economic environment. TVEC's role as the policy and coordination body makes it an ideal "umbrella organization" to streamline and coordinate system components. Its capacity will be enhanced through the on-going projects (subsection 1.2.2). The strategy for Southern Area supports the national TVEC with a regional committee, facilitated by vocational training and development committees (VTDCs). This team will catalyze the process regionally,and assure that regional initiatives conform to national ones.

The tasks of the regional committee will be mainly tactical, with strong emphasis on coordination and cooperation. It will coordinate programmes that respond to skill requirements and are gender equitable. It will assure that suitable curricula are developed for existing and new training courses. It will promote rational distribution of institutional responsibility for particular skill sectors and objectives. It will guarantee that training quality meets industry standard and is internationally recognized.

In the absence of a well developed industrial base and competent private training agencies, the public sector is likely to continue for some time as a major training provider. TVEC's regional committee will focus first on consolidation of programmes to meet the existing needs of industry. Its first tasks will be:

to work with VTDCs to analyze industry needs and make labour market projections,

to complete registration of training institutions in Southern Area, and evaluate training institutions and graduates and skill performance;

to prepare an integrated coordination and development plan for efficient training delivery, including curricula and training standard;

to organize and support training and employment counselling and placement services; and

to identify and recommend capacity building requirements for existing training institutes.

In the longer term, flexibility in training delivery will become more critical as new skills are required, employment opportunities can be better anticipated, and private sector training becomes more prevalent. The regional TVEC will introduce competition and, consequently, higher productivity, through employer initiated training. Its main tasks will be:

to support VTDCs with technical information on issues such as institute registration and training evaluation results, policy and programme alternatives, and minimization of regulations to ensure flexibility;

to establish guidelines for performance based training;

to recommend policies and incentives for employer initiated training programmes, including cost sharing mechanisms; and

to develop new programmes, such as commercial and technical training centres.

Systematic monitoring and evaluation (M&E) will be crucial to develop an efficient and responsive training scheme. A monitoring and evaluation division of the regional TVEC will collaborate with delivery institutions and VTDCs to establish basic sets of indicators to measure training quality and skills performance. It will assist training institutes to implement monitoring and will incorporate results into its planning and coordination efforts, and feed back information to training institutions. The division also will evaluate important factors such as unemployment rates in individual skill areas, vacancy rates, and correlations between training costs in specific skill sectors and employment outcomes. Gender issues will be carefully monitored and necessary interventions recommended to assure that both males and females have equal opportunities for higher paying jobs.

### 3.2.2 Market orientation

Technical and vocational training in Southern Area will produce sufficient numbers of workers who, in a reasonable amount of time, are competent in the skill sectors required by a changing labour market. To do so, the strategy gives end users (employers) the major role in developing and regulating training delivery. The following processes will be critical to ensuring market orientation:

- continuous private sector input on skill requirements, course content, and training standards;
- flexible process to promptly incorporate recommendations; and
- employer evaluation of training and skill performance, as well as efficient ways to use the information.

End users will be involved in two basic ways: vocational training and development committees and employer initiated training.

(1) Vocational Training and Development Committees

Vocational Training and Development Committees (VTDCs) will be established at the regional and district levels. VTDCs will be a formal organizations, with offices and support staff. Regional and district Chambers of Commerce and Boards of Industries will be key players. The Councils, organized by a programme officer, will be composed of representatives of business and industry, delegates from regional offices of training support agencies such as TVEC, NITE, and counselling staff in secondary education, functional ministries such as agriculture, fisheries, and tourism, public and private training institutions, and representatives of workers' organizations.

The main tasks of VTDCs will be to influence curricula modifications consistent with labour market needs and to assure that existing and new training meets industry standards. VTDCs will communicate recommendations directly and formally to the regional TVEC, the agency primarily responsible to coordinate programmes and assure that they meet labour market needs.

Chief responsibilities of VTDC members will match their expertise and experience. Members from business and industry will focus on identifying labour market needs and corresponding training, including curricula for technical and work behavior courses, course

duration, entrance requirements, and quality standard. Training programme members will help evaluate and identify competent delivery institutions and their capacity building needs. Representatives of workers' organizations will provide information and analysis of worker availability, skills, needs, and other relevant attributes.

(2) Employer initiated training

The regional TVEC, with support from VTDCs, will create a favourable environment for a training system responsive to the labour market. Some time will pass, however, before policy changes have marked impact. Employer initiated training (EIT), such as a Skills Development Fund, Training and Technology Institutes, and other incentive programmes will generate market orientation quickly by automatically matching demand for skills with appropriate training. Incentive programmes typically share training costs with employers. The Skills Development Fund approach, for example, reimburses a percentage of training cost to individual or groups of employers who are able to prepare a basic training design, set standards, and select appropriate training providers.

Training and Technology Institutes would be developed once several large industries are producing a particular product in an area. The Government would provide some financial support to Institute development, while its management would be done jointly by the industries and the Ministry of Labour.

The EIT will be introduced through pilot projects designed to familiarize employers with the mechanics of the process. Because there currently are few large employers in Southern Area, groups of smaller employers with common labour needs will be encouraged to combine efforts for economics of scale. In addition to jump starting market responsiveness, EIT will contribute to evaluation of training quality by cooperating with the regional TVEC's M&E section.

### 3.2.3 Support services

(1) Employment counselling and placement

Though a few counselling programs are being implemented by various training institutions including the Ministry of Labour and Vocational Training, comprehensive counselling and placement services are required in the region, as there exist the large numbers of unemployed people with limited financial resources. The regional TVEC will develop a counselling and

placement section. VTDCs and training institutions will help develop counselling and placement centres in each district capital. Establishment of additional centres will follow development of business and industry.

Pre-training counselling is most effectively accomplished in secondary schools. Career counselling in secondary schools, however, is new and has only moderate coverage. The regional TVEC, with its close links to employers through the VTDC and EIT programmes, will offer some pre-training services at its counselling and placement centres, as well as cooperate with secondary school counselling services. Typical services would include aptitude testing, student visits to businesses and industries, information on available training courses and institutions, entrance requirements, course particulars, and employment opportunities in skill sectors. Information will also be disseminated to schools and other agencies, including the National Youth Services Council and religious and sports organizations.

Employment counselling and placement will provide basic services, including registration of trainees and listings of available employment opportunities. The regional centre will maintain information on local, as well as national and international job opportunities. Centres, in collaboration with VTDCs, will hold job fairs and use other creative ways to circulate information on job openings, such as newsletters, circulars, posters, and radio/TV announcements. NGOs and employment consultants will assist by providing training in skills such as job search and work habits, effective verbal communications, resume preparation, networking, confidence building, work ethics, decision-making and problem solving, and team work.

### 3.2.4 Capacity building for high quality training

Inadequate numbers and low capacity levels are endemic at all levels of the technical and vocational training system. Low capacity, in fact, is identified by the system's own staff as the single most critical issue. High quality training delivery is facilitated by effective support structures. Thus, capacity building will focus initially on (1) strengthening staff of the regional TVEC and NITE, the Vocational Training and Development Committees, and employer initiated training projects and (2) creating a cadre of master trainers and programme managers who, in turn, will train other staff.

(1) Administrative capacity building

The central TVEC has inadequate institutional capacity to create a regional committee. Moreover, a regional committee should be staffed by persons with understanding of local characteristics and needs. A substantial investment in time and money will be made to select and train new staff. In addition to upgrading competency in basic skills (planning and coordinating, market assessment, and monitoring), staff will participate in gender awareness and assessment courses.

Capacity building for the regional TVEC committee will collaborate with on-going projects, such as the institutional strengthening supported by UNDP/ILO, the Swiss Foundation, and GTZ. Capacity building programmes will be required also for staff of other support agencies, such as DTET and NITE.

(2) Specialized skills capacity building

An intensive training programme will expand expertise in planning and curricula development, and develop relatively new skill areas, such as counselling and placement and monitoring and evaluation. Foreign consultants and courses at national and foreign institutes will provide much of the initial, as well as some periodic, training in skills relatively undeveloped in Sri Lanka.

Low salaries, lack of incentives, and cumbersome regulations reduce the public sector's ability to attract and energize competent staff. In addition, special services should become financially sustainable. Attention will shift for the longer term to creating a cadre of specialized staff, with a corporate structure for greater management flexibility in planning, curricula development, monitoring and evaluation, and counselling and placement. These specialists would train others, working on a permanent or contract basis for public or private agencies.

(3) Market oriented capacity building

Vocational Training and Development Committee members will participate in workshops and seminars to help them fully appreciate their roles and responsibilities, as well as the benefits employers can derive from the Councils' work. They also will learn task related skills such as needs assessment, course development, setting standards, and evaluating training quality.

The employer initiated training approach is new in Sri Lanka. In addition, there are few large and administratively sophisticated firms in Southern Area. Training, probably through workshops and seminars, will be made available to business and industry management in subjects such as assessing training needs, identifying appropriate delivery mechanisms, defining training standards, preparing proposals and costs, and evaluating training results.

(4) Instructor capacity building

The weaknesses of the staff of NITE, responsible for training instructors, are a major constraint to providing quality instructors. Precipitating factors are a combination of insufficient preparation and minimal incentive to achieve excellence. A vigorous training programme to build NITE's capacity to prepare curricula and train instructors will raise instructor quality to a certain extent.

In the longer term, training quality is likely to improve as economic development of Southern Area occurs. Employers who need high calibre workers will demand high quality training, especially if they are required to share training costs. Thus, employer initiated training and other private programmes will introduce competition. Instructor compensation and promotion, as well as other incentives, will be based on competency. In addition, cadres of master trainers, with flexible corporate structures, will provide instructor training in marketable skill sectors to both public and private training institutions. The productivity of master trainers will be multiplied through a distance training programme highlighting upgrading of instructor skills.

## CHAPTER 4 MEASURES

Table 4.1 shows the major weaknesses, strategy and measures to overcome them, and indicative programmes and projects to achieve productive technical and vocational training. Some TVET defects are at the policy level, but have system wide ramifications. Thus, Southern Area strategy requires measures that can be implemented regionally, but may serve as models for other areas of the Country. Priority is given to measures that create an organizational framework in which TVET growth matches the growth of employment opportunities.

The chief task, accordingly, is to create and build the capacity of the regional TVEC and the Vocational Training and Development Committees. Their first priority will be to identify immediate labour market needs and develop a plan for training in the most needed skills. Each agency would fulfil its special role, as required by labour market needs. For example, NAITA would organize apprenticeships to support classroom training provided by other institutions, VTA's DVTCs and RVTCs would provide semi-skilled training, and DTET's technical colleges would focus on higher technical skills.

In order for the TVEC's training plan to be implemented quickly, priority must also be given to capacity building, with initial focus on administrative and specialized support skills and creation of the cadre of master trainers and programme managers. Competition and labour market involvement will be strengthened through the Employer Initiated Training programme.

Once the system framework is established and tested, the programme will expand to create support systems and build additional capacity at the administrative, support skills, and instructor levels. Monitoring and evaluation will be critical for the system to remain productive, thus M&E capacity building will be a major focus of the expansion phase. Counselling and placement services are likely to take some time to develop, but measures will be taken quickly to gather information and build staff capacity.

**Table 1.1 Major Training Institutions**

| Agency/Institution | National | Southern Area |
|---|---|---|
| Technical Colleges/Units | 31 | 6 |
| NAITA | 55 | 27 |
| VTA | | |
| DVTCs | 11 | 3 |
| RVTCs | 43 | 15 |
| NYSC | 23 | 6 |
| Total | 163 | 55 |

The statistics were provided by the relevant Ministries. RVTC statistics are unclear, probably because most were mobile units. The numbers given for DVTCs and RVTCs appear to refer to restructured centres.

**Table 1.2 NAITA Training Centers in Southern Area**

| Type | Location | | 1995 Enrollment |
|---|---|---|---|
| Computer | Matara | | 24 |
| | Kamburupitiya | | 16 |
| | Embilipitiya | | 43 |
| | | Sub-total | 83 |
| Stenography | Ratnapura | | 87 |
| | Matara | | 88 |
| | Weligama | | 35 |
| | | Sub-total | 210 |
| | Elpitiya | | |
| Radio/TV | | | 9 |
| Carpentry | | | 31 |
| Welder/Fitter | | | 11 |
| Refrig/AC | | | 12 |
| Turner | | | 6 |
| Industrial Sewing | | | 336 |
| | | Sub-total | 405 |
| | | Total | 690 |

Source : National Apprentice and Industrial Training Authority

**Table 1.3 Southern Area Enrollment in Technical Colleges (1995)**

| Institute | Enrollment |
|---|---|
| Balapitiya | 70 |
| Beliatta | 1061 |
| Galle | 964 |
| Matara | 512 |
| Moneragala | 218 |
| Ratnapura | 734 |
| Total | 3559 |

Source : DTET, Ministry of Labour

**Table 1.4 DVTC Enrollment in Southern Area June 1996**

| Location | Number of Trainees |
|---|---|
| Kottegoda (Matara) | 70 |
| Elpitiya (Galle) | 75 |
| Mirijjawila (Hambantota) | 116 |
| Total | 261 |

Source : VTA, Ministry of Labour and Vocational Training

**Table 1.5 RVTC Enrollment for Southern Area**

| Location | Number of Trainee |
|---|---|
| Weeraketiya (Hambantota) | 60 |
| Seenimodara (Hambantota) | 48 |
| Angunakolapelessa(Hambantota) | 59 |
| Beliatta (Hambantota) | 41 |
| Palapotha, Beliatta | 60 |
| Tissamaharama | 8 |
| Tawalama (Galle) | 54 |
| Yakkalamulla (Galle) | 55 |
| Karandeniya (Galle) | 31 |
| Kahaduwa (Galle) | 29 |
| Elpitiya (Galle) | 35 |
| Akurala (Galle) | 49 |
| Malimbada (Matara) | 20 |
| Kamburupitiya (Matara) | 59 |
| Thihagoda (Matara) | 20 |
| Total | 628 |

Source : VTA, Ministry of Labour and Vocational Training

**Table 1.6 NYSC Enrollment in Southern Area**

| Location | Number of Trainees |
|---|---|
| Kahawa (Galle) | 32 |
| Moneragala | 64 |
| Eraminiyaya (Hambantota) | 170 |
| Akuressa (Matara) | 20 |
| Embilipitiya (Ratnapura) | 33 |
| Akmeemana (Galle) | 105 |
| Total | 424 |

Source : National Youth Services Council

Table 4.1 Technicla and Vocational Education and Training Issues and Measures

| Issues and Constraints | Strategy | Projects and Programs | Priority: 1 | 2 |
|---|---|---|---|---|
| Lack of Response to Supply and Demand | • Partnership of Empolyers, Workers and Training Institutions<br>• Performance feedback and<br>• Trainee and Worker Support Services | • Vocational Training and Development Councils | | |
| | | • Regional | X | |
| | | • District | | X |
| | | • Employer Initiated Training | X | |
| | | • Counseling Placement Centers | X | |
| Ineffective Management System | • Regionally Streamlined Management<br>• Regionally Coordinated and Integrated Training Programs<br>• Flexible Response Mechanisms | • Regional TVEC Unit | X | |
| | | • Planning and Coordination | | |
| | | • Program Development | | |
| | | • Monitoring and Evaluation | | |
| Low Capacity at Institution and Delivery Levels | • Recruitment and Training<br>• Performance based Remuneration and Promotion<br>• Corporate Structures for Special Skills (Curriculum Development, M&E, Counseling and Placement) and for Master Trainers | • Institutional Strengthening for Administrative Agencies | X | |
| | | • Master Trainer and Program Manager Project | X | |
| | | • Special Skills Project | | X |
| Gender Disparity | • Gender Assessment<br>• Gender Targeting | • Gender Awareness Training | X | |
| | | • Gender based Monitoring and Planning | | X |

# Special Issues

# SECTOR REPORT 7 SOCIAL DEVELOPMENT

## PART 4 SPECIAL ISSUES

## CHAPTER 1 POVERTY

### 1.1 Existing Conditions

#### 1.1.1 Responsible agencies

Programs and projects aimed at poverty alleviation come under a number of Ministries. Major programs include the following.

| Program | Ministry |
|---|---|
| Samurdhi Movement | Youth Affairs, Sports and Rural Development |
| Mid-day Meal Program | |
| Food Stamp Scheme | |
| Janasaviya Program | |
| Janasaviya Trust Fund | |
| Public Assistance | Health, Highways and Social Services |
| Integrated Rural Development | Plan Implementation, Ethnic Affairs and National Integration |

#### 1.1.2 Policies and strategy

At the policy level, the Sri Lanka Government's approach to poverty reduction falls into two general categories: economic reform and social welfare. A number of important economic reforms were initiated in 1989, including fiscal adjustment, privatization of state owned enterprises, and trade reform. A World Bank assessment indicates that reform implementation needs to be accelerated, with a focus on broad based economic growth, largely in the agricultural and manufacturing sectors. In addition, allocations for human resource development programs should be increased.

Social welfare in Sri Lanka traditionally has been of the "social safety net" variety, reflecting the Government's tendency to act as the guardian of peoples' welfare. According to the

Treasury estimates, about Rs.37.4 billion or 15% of government expenditure has been spent on social welfare.

### 1.1.3 Incidence of poverty

The causes of poverty in Sri Lanka, as elsewhere, are a combination of national economic patterns, political climate, and the effects of poverty itself which insidiously erode earning potential. Poverty is defined in Sri Lanka as the inability to obtain basic necessities for day-to-day living. There are, however, neither clear definitions of levels of poverty nor divisions of poor groups by cause: those who are poor because they have neither skills nor opportunities to earn adequate money and those who are poor because they are physically or mentally handicapped, or socially deprived.

Underemployment and unemployment are common conditions throughout the Country. Underemployment is particularly characteristic of people in the agricultural, rural industry and small trade sectors. About 55 % of the land in Southern Area is in the southeast dry zone. Irrigated land is minimal, thus farmers' incomes greatly vary, depending on amount of rainfall in a given season. Crop failures force farmers to obtain loans to buy seed and inputs for the following season. Loans often come from money lenders who charge exorbitant interest rates, thus creating a perpetual cycle of poverty.

A number of studies have examined poverty in Sri Lanka, but conclusions are difficult to reach because of the wide variation in definitions of poverty and lack of reliable income data. A World Bank study characterized poor households as larger than average number of members, often illiterate, poorly nourished, with little or no access to sources of income or basic amenities, and situated in areas of high population density.

The Government estimated in 1987 that about 1.7 million households, of a total of 3.4 million, qualified as "very poor". The World Bank's 1995 study, *Sri Lanka Poverty Assessment,* estimated that about 22 % (approximately 3.8 million households) were impoverished. The study also observed that poverty is more frequent in the rural sector, especially among households engaged in agriculture, forestry, fishing, and mining. The incidence of poverty in the rural sector, however, declined between 1985 and 1990, while it increased in the urban sector.

The study observed no significant variations in poverty regionally, though in 1987 three of the five poorest districts were in Southern Area (Matara, Hambantota, and Moneragala).

Poverty in Southern Area appears to be most severe in inland areas of the dry zone. "Poverty pockets" are found in a number of areas, for example, in Katuwana and Beliatta divisions where an estimated 90 % of households are considered indigent.

The number of households receiving food stamps and assistance under the Samurdhi Movement are indirect indicators of poverty. Table 1.1 shows households in Southern Area receiving food stamps, and Table 1.2 distribution of Samurdhi recipients. The highest frequencies are found in coastal areas of Matara, some central areas of Matara and Hambantota, large areas of Moneragala and Ratnapura, and southern Ampara. Data analysis using GIS techniques suggests that poverty generally is highest in remote settlements lacking water and irrigation schemes. In contrast, areas that have been the focus of government development schemes have the lowest number of food stamp recipients, irrespective of the "success" of the actual project.

The number of households receiving Samurdhi financial support are less indicative of poverty because the Movement has not yet reached all communities. Proportions, however, give some relative information. In Southern Area, a total of 13 % of all households were receiving Samurdhi financial support in August 1996. Ampara (Lahugala division) had by far the highest proportion of beneficiary households (24 %), followed by Moneragala (14 %). The two divisions in Ratnapura (Embilipitiya and Kolonna) had relatively low numbers of recipients (8 %). Within districts, the following divisions had the highest frequencies of Samurdhi recipients.

Underemployment is common in Elpitiya, an agricultural area producing mainly paddy, rubber, tea and minor export crops such as cinnamon, cloves and pepper. During the off season, farmers are forced to find work as daily wage laborers. Unemployment is a major problem in Akuressa where the main private tea plantations have been more or less abandoned because of management problems. In Dikwella and Malimboda low incomes may be due to the seasonality and security limitations of fishing. Beliatta and Weeraketiya, both coconut and paddy growing areas, and Buttala and Wellawaya, paddy areas, suffer from lack of water for irrigation.

### 1.1.4 Poverty alleviation programs

Major government poverty programs include the Food Stamp Program (FSP), the Janasaviya Program (JSP), the Janasaviya Trust Fund (JTF), the Samurdhi Movement (SM), and the Integrated Rural Development Project (IRDP). All but the Food Stamp Scheme

have at least some element of income generation. With the exception of the IRDP, however, service delivery has been largely social support and welfare.

(1) Food Stamp Program (FSP)

The Food Stamp Program, introduced in 1979, was intended to raise the nutritional status of the poor through coupons exchangeable for food in cooperative stores. In its first year, the program covered nearly 1.6 million households. By 1991, more rigorous qualification criteria reduced the number to about 1.3 million households. The FSP currently is a small component of the Samurdhi Movement.

(2) Janasaviya Program (JSP)

The JSP, now part of the Samurdhi Movement, was introduced in 1989 to provide poor households with monthly cash grants for a two year period. About 60 % of the grant is for consumption and the rest is for savings. The intent was to support very poor households with income less than Rs 700 per month for a period during which they would acquire vocational or other income generation skills. In return, households were expected to dedicate 20 days per month, either in training or work on community projects.

(3) Janasaviya Trust Fund (JTF)

The Janasaviya Program introduced savings and credit to poor communities through the JTF. The JTF has been reorganized into the National Development Trust Fund (NDTF) under the Samurdhi Movement. The NDTF, supported by a World Bank project and working through NGOs, targets self-employed households with incomes below Rs 1,500 per month. Project components include social mobilization, micro-enterprise development, credit and savings, mother and child nutrition and community infrastructure, mainly rural roads, irrigation, and water supply.

The Janashakthi (*people's strength*) Bank, under JTF and modeled on the Grameen Bank, gives loans to poor women. Like the JSP as a whole, its intention is to provide financial support for income generation. In Southern Area, the Janashakthi Bank at Hambantota, under the Women's Development Federation, is one of the JTF's largest and most successful projects, with almost a 100 % repayment rate. The Janashakthi Bank has three sections: Women's Development Federation (WDF), Zonal Janashakthi Banking Society (JBS) and Rural Women's Development Society (RWDS). The RWDS promotes the

economic development of women through health and nutrition programs, pre-schools to enable mother's to work, and economic awareness raising.

(4) Samurdhi Movement

The Samurdhi Movement, established by an Act of Parliament in December 1995 and launched in February 1996, is one of the of Sri Lankan Government's most prominent programs. The SM will bring together all social welfare activities under an authority. Its three major components are welfare, development and credit/insurance. The SM depends heavily on "educated and efficient youth (*niyamakas* or animators) who create village task forces to develop self-reliance through training in savings, entrepreneurship, and small scale community projects. Samurdhi banking societies will manage savings and credit. Unlike the Janasaviya Program, Samurdhi will be implemented through partnerships of people, NGOs and local governments.

Households with incomes less than Rs 1000 per month are eligible for the welfare program. Recipients are expected to save about 1/5 of the benefit, with the remainder given partly in cash and partly in food cooperative coupons. Households "graduate" from the program when they maintain a monthly income of Rs 2000 for six months.

Under the development component, village Samurdhi Task Forces (Samurdhi Balakayas) are organized to formulate development plans, acquire financial support, identify specific activities, and contribute labour. Participants need not be beneficiaries of Samurdhi financial assistance.

The SM credit component was launched in May 1996 with 40 divisions selected for a pilot project, eight of which are in Southern Area, including Niyagama and Ambalangoda (Galle), Kotapola and Kamburupitiya (Matara), Tangalle and Weeraketiya (Hambantota), Buttala (Moneragala) and Embilipitiya (Ratnapura). A Samurdhi bank, combining features of both the Grameen and Janashakthi bank systems, also will be established. The Bank will function in four divisions of Southern Area, including Neluwa (Galle), Pitabeddara (Matara), Angunakolapelassa (Hambantota) and Tanamalwila (Moneragala). The SM is considering commercial banks for family development projects such as agro-business and small industries.

The SM also offers training, advisory and support services under its Small Enterprises Development Division (SEDD). Its focus will be on reducing unemployment by helping unemployed youths become small entrepreneurs.

(5) Integrated Rural Development Program (IRDP)

The IRDP uses a multi-sectoral approach to community development. Some IRDP activities will continue under the Samurdhi Movement. Various other approaches to continuing IRDP activities are under consideration. In Southern Area, IRDPs are active in Galle, Matara, Hambantota, Moneragala and Ratnapura districts.

While IRDP is not specifically a poverty alleviation program, several of its components focus on poverty reduction through community organization, credit, technical training and social services. The Social Mobilizer Program seeks to empower people through village organization and self reliance.

## 1.2 Issues and Constraints

### 1.2.1 Government strategy for poverty alleviation

The Government's emphasis on providing continuous financial support, as well as ineffective targeting, are the main weaknesses of its poverty alleviation programs. While there are people who are likely to require permanent or extended financial support, most of the poor can become self-supporting, with the proper assistance. Government programs, however, have perpetuated dependency, rather than encouraging independence through creation of employment opportunities and competent education and training.

### 1.2.2 Program implementation

Existing programs have a number of inherent implementation problems, including issues of eligibility, savings and labor requirements, and use of credit. Standards for eligibility are unclear. In addition, minimal effort is made to acquire accurate income information. These systemic defects result in benefits given to households who should not qualify, thereby depleting funds that could be used for more rewarding strategies to reduce the number of the poor. For instance, the survey carried out by Samurdhi Niyamakas to find out the proportion of the real poor, showed that approximately 15 % are poor. At present, however, welfare is being given to about 60 % of the population.

Several welfare programs require that recipients save or provide labor in return for a portion of the subsidy. Often, recipients participate in development work only to obtain the benefit. It has been said that beneficiaries have been forced to be involved in community work, as otherwise their benefit will be cut. In very few cases has a systematic process for monitoring these requirements been performed. The Food Stamp Program does not index coupons to consumer prices, and thus has not been successful in raising nutrition levels.

A number of recent projects use savings and credit to assist people to become self-supporting through micro-enterprise activities. Although some people have progressed after obtaining credit for micro enterprise, the poorest have not, because only those who can repay the loan have been given credit facilities. Evidence suggests, however, that savings and small loan monies are used primarily for consumer, rather than income generation purposes.

## 1.3 Strategy

The strategy for poverty alleviation will follow the World Bank approach, but with accelerated support for economic growth in Southern Area. This strategy includes economic growth, developing human resources and providing safety nets. The target groups will consist of the real poor or needy, while safety nets will be provided to vulnerable groups such as the sick, the aged, and the disabled, while those in regions with few resources, the temporarily unemployed, and female headed families will also be given assistance for a period of time. In addition, the emphasis will be on gender, employment and poverty, except in the case of vulnerable groups.

People who come under the above mentioned categories will form into groups with the assistance of NGOs. These groups will be given awareness and training, which will equip them to come out of the poverty trap, while educating them on the importance of being independent of welfare. Credit, and monitoring and evaluation mechanisms will be built into the program to enable these groups to obtain loans for economic activity, while having access to follow up assistance and information. Careful provision and monitoring of credit disbursement to borrowers will minimize the misuse of credit. Samurdhi Niyamakas will carry out monitoring the repayment of loans, as they have easy access to borrowers at village level.

The World Bank Poverty Alleviation strategy commenced in 1991 and is expected to go on until the end of 1996. The Sri Lankan Government, however, has requested an extension. At present, the program is implemented through the National Development Trust Fund, with NGOs acting as partner organizations. It will be ensured that only the needy are included in the above mentioned program. In addition, training in savings, entrepreneurship and leadership skills, and providing agricultural extension and other follow up services, will provide the poor with greater opportunities for social mobility. Although this approach emphasizes the benefit to the entire community rather than to the individual alone, through community involvement in rural/public works, the individual will also have opportunities to progress. Community participation will lead to constructing and improving infrastructure within the community, while providing access to information, employment and the market, enabling the poor to become economically independent.

With regard to beneficiaries participating in community work, it is important to ensure that Samurdhi Niyamakas do not coerce recipients into participating in such work, but that beneficiaries understand the importance of contributing, in order to obtain a benefit. Samurdhi Managers will monitor the work carried out by Niyamakas, to make sure that they do not force beneficiaries to be involved in community work.

A participatory poverty assessment will also be carried out in selected portions of Southern Area with the cooperation of Samurdhi. The focus will be on identifying the truly needy, as well as finding out the causes of poverty, in order to provide the most suitable kind and duration of support. In this context, Ambalanatota, Hambantota, Weeraketiya and Beliatta divisions have been identified as critical areas using GIS. These divisions will be selected for a pilot project to carry out participatory poverty assessment. Project implementation will then take place in these divisions, according to the outcome of the poverty assessment with Samurdhi Balakayas playing an important role in implementation, as appropriate.

Poverty alleviation programs will be clearly defined and given effective guidelines and eligibility criteria. Financial support to the temporary poor (un and underemployed) will be coupled with employment training and placement services. Careful monitoring of all programs will be done. The Samurdhi Social Development Foundation which was set up recently, has commenced an anti drug and alcohol program. This program will be strengthened and supported to provide counseling and medical programs for persons who are poor because of alcohol or drug addiction.

The Samurdhi Movement will be supported by enterprise projects suitable to zonal characteristics within Southern Area. The availability of raw materials within these zonal areas will enable people to market their product individually or collectively, after the small enterprise component has assured the producers of a market. The availability of land in Hambantota district for instance, will enable people to grow perennial crops such as cashew, citrus, mango, banana and papaw, while inter cropping with high yielding crops, which will give people an income until the perennial crops are ready. Although there is a lack of water in the Hambantota area, potential for expansion of water requirements are planned for agricultural schemes and land use.

The small enterprise component, focusing on growth area sectors, will give incentives to skilled and experienced NGOs and CBOs to work with poor households. This enterprise component, besides ensuring an available market for products, will also make sure that producer-buyer linkages are in place, and that extension services are provided. Also NGOs will receive technical and administrative training, including proper accounting procedures, and financial assistance to help develop effective small enterprises. Direct links between the private sector, NGOs and community organizations will be fostered, with Chambers of Commerce playing an important organizational role.

For the permanent poor, social services will be improved and expanded through home based support services. A branch of the National Institute of Social Development will be located in Southern Area to assess on-going needs of this group.

It is essential that welfare is given only to those who are socially and economically disadvantaged, and not to those who are not eligible but receive benefits. It is reiterated that groups who should be included as beneficiaries of welfare are the mentally and physically disabled and the aged, and the temporary poor. This group of temporary poor would include drug addicts, alcoholics, female heads of households, orphans, unemployed and those who have a language barrier and need guidance and education, which can be provided through NGOs. The temporary poor should receive welfare for a period of three months, but should make every attempt to obtain employment, training or a skill during that period. Exceptions, however, may be made after evaluating the particular case, where the period of assistance could be extended if necessary.

# CHAPTER 2 GENDER CONSTRAINTS AND ISSUES

## 2.1 Constraints and Issues

A Women's Charter, adopted by the Government in March 1993, guarantees equal rights to women. The Women's Bureau and a National Committee on Women monitor application of the Charter's principles. Women in Sri Lanka have made substantial gains in education, health conditions, and participation in the labor force, although there remain issues such as violence against women, insufficient political participation and decision making, and limited education and training opportunities. A few gender related issues are more important for effective development of Southern Area.

### 2.1.1 Women in the work force

Women make up almost 40 % of the formal labor force, and their numbers are increasing steadily. Very few women, however, hold high or middle level positions and those who do are mainly from the urban elite. Most female employment, as well as employment training, is in the traditional, poorly paid female occupations such as office work, semi-skilled jobs (especially sewing), and casual labor.

Many more women are employed in the informal sector. These jobs, however, are more subsistence level than those in the formal labor force. Informal work for women in Southern Area includes chena cultivation, some home gardening and livestock raising, fishing related activities such as landing, clearing and sorting, and lace, rope and mat making. Recent opportunities for credit and training have encouraged some village women to start income generating activities, but only a few have been financially rewarding.

A further issue that needs to be followed up is that of women who seek employment overseas, especially in the Middle East, and the impact of their migration on the families. Recently, the Samurdhi Authority, under its Social Development Fund, is paying attention to such families, to prepare and help them identify problems that can arise when the mother is away. Such families are counseled by Samurdhi Managers, priests and NGO personnel.

### 2.1.2 Women's role in household management

A 1993 national survey concluded that about 21 % of households in Sri Lanka are headed by women. Of these, only 25 % are self-supporting, while the remainder are supported by

welfare or adult children. Research indicates that the number of women headed households is growing and that women in needy families are increasingly expected to provide a large proportion of household income, in addition to being totally responsible for household chores and child care.

Female heads of households face several problems in comparison to their male counterparts (Female Headed Households in Two Villages in Sri Lanka, WEC Series No. 16, 1987). A study done in two villages in Matara district shows that women heads of households are treated negatively by both men and women in the village, when their spouses have died or they have been deserted.

Another problem faced by female heads of households is concern over female children. This is because mothers feel that the female children are more likely to be in a similar situation to their own. The reason for this is because female children are often forced to leave school at an early age, in order to help with younger siblings or to become low paid wage earners. They are low paid because they have a low education level.

The Samurdhi Social Development Foundation has addressed the above issue, where attention is paid to income and family security of female headed households. The Foundation has suggested that others in the village help such women, for instance, by requesting village organizations to provide these women with loans, so that they can start earning an income such as opening a small shop, especially if they have small children and are unable to go out to work.

### 2.1.3 Income generation projects

Most current women's programs and projects focus on home based enterprises. A few of these projects have had some success in raising women's incomes. The majority, however, have had minimal success for a variety of reasons including inability to identify marketable products, inability to obtain credit, inadequate training, poor quantity and quality control, and limited networking.

Although women increasingly are included in credit programs, there still are too few credit institutions willing to lend to women with little or no collateral, even though women have a higher repayment rate than men. In addition, there is a significant lack of NGOs, which are skilled in dealing with gender issues, to implement projects.

Too many projects are female specific. While gender targeting is sometimes useful, its excessive use can marginalize women. Equality for women in Sri Lanka is sufficiently high to mainstream their development activities.

## 2.2 Strategy

The strategy to deal with gender issues in the Southern Area development has three facets. First, a systematic assessment of the conditions of women will investigate women's role in the family and household income, suitable ways to expand women's income generating potential, and ways to improve existing programs and projects. Second, a Southern Area Committee, under the Women's Bureau, will closely monitor female participation in formal education, occupational training and employment, to ensure women's involvement in mainstream economic activities. The Committee will prepare reports and make recommendations to the appropriate government agencies. Third, Southern Area development programs and projects in relevant sectors will include specific provisions to assure that women participate in development equally with their male counterparts.

**Table 1.1 Food Stamp Households in Southern Area**

| District | No. of Families | No. of Food Stamp Recipients | % |
|---|---|---|---|
| Galle | 201,438 | 81,344 | 40.4 |
| Matara | 163,154 | 85,468 | 52.4 |
| Hambantota | 119,613 | 44,020 | 36.8 |
| Moneragala* | 51,819 | 27,739 | 53.5 |
| Ratnapura* | 29,177 | 12,529 | 42.9 |
| Ampara* | 1,748 | 1,510 | 86.4 |

*For divisions included in Southern Area.

**Table 1.2 Divisions with High Frequencies of Samurdhi Recipients in Southern Area**

| District | Division | % |
|---|---|---|
| Galle | Elpitiya | 16 |
| Hambantota | Beliatta | 21 |
| | Weeraketiya | 20 |
| Matara | Akuressa | 19 |
| | Dikwella | 18 |
| | Malimboda | 16 |
| Moneragala | Buttala | 20 |
| | Wellawaya | 18 |
| Ampara | Lahugala | 24 |

**Table 1.3 Number of IRDP/SPRDP (Galle) Projects by Category according to District/DS Division in Southern Area, from 1984 to end of 1995**

| Category | | Number of Units Completed |
|---|---|---|
| Galle District | | |
| *Human Settlement & Housing* | | |
| Community halls | | 28 |
| Public playgrounds | | 2 |
| *Credit* | | |
| Self employment loans | | 2284 |
| Agriculture/livestock loans | | 753 |
| Fisheries loans | | 16 |
| Small entrepreneur loans | | 1240 |
| *Human Resource Development* | | |
| Vocational Training Centres established | | 1 |
| Social Mobilizer Training Program -number trained | | 33 |
| Social Mobilizer/Social Worker Groups formed | | 110 |
| Matara District | | |
| *Drinking Water & Sanitation* | | |
| Latrines supplied to houses | | 38519 |
| Pipe borne water schemes | | 56 |
| Shallow wells for houses | | 13254 |
| Community Shallow wells | | 307 |
| *Human Settlement & Housing* | | |
| Houses constructed (village) | 1398 | |
| Houses constructed (estate) | 1590 | |
| *Credit* | | |
| Self employment loans | | 6023 |
| Agriculture/livestock loans | 887 | |
| Fisheries loans | | 3 |
| *Human Resources Development* | | |
| Vocational Training Programs -number trained | | 1520 |
| Vocational Training Centres established | | 39 |
| Social Mobilizer Training Program -number trained | | 3453 |
| Social Mobilizer/Social Worker Groups formed | | 1001 |

**(Table 1.3 continued)**

| Category | Number of Units Completed |
|---|---|
| Hambantota District | |
| *Drinking Water & Sanitation* | |
| Latrines supplied to houses | 32450 |
| Pipe borne water schemes | 74 |
| Deep wells | 762 |
| Community shallow wells | 450 |
| *Human Settlement & Housing* | |
| Land distribution schemes | 30 |
| Houses constructed (village) | 1655 |
| Houses rehabilitated (village) | 436 |
| Community halls | 34 |
| *Credit* | |
| Self employment loans | 4286 |
| Agriculture/livestock loans | 5541 |
| Fisheries loans | 1308 |
| Small entrepreneur loans | 475 |
| *Human Resource Development* | |
| VocationalTraining Centres established | 9 |
| Vocational Training Programs -number trained | 6078 |
| Social Mobilizer Train Prog - number trained | 362 |
| Soc Mob/Soc Worker Groups formed | 2427 |
| *Samurdhi* Training Programs | 12 |
| Other Training Progs for Women | 8 |
| Moneragala DS Division* | |
| *Water & Sanitation* | |
| Common wells | 6 |
| Tube wells-Estate sector | 12 |
| Water supply schemes | 1 |
| Latrines - Estate sector | 232 |
| Latrines - Divisional Level Planning | 75 |
| *Housing Development* | |
| Divisional Level Planning Project | 101 |
| Estate Workers Community Development Project 1 & 2 | 30 |
| Estate Workers Community Development Project | 72 |
| Housing Development | 42 |
| Housing Monerakale | 4 |

**(Table 1.3 continued)**

| Category | Number of Units Completed |
|---|---|
| *Human Resource Development* [a] | |
| Estate Workers Community Development | |
| Project 1 & 2 - Community Centres | 3 |
| - Creches | 6 |
| - Sports equipment | 7 |
| *Social Mobilizer Training Program* [a] | |
| Divisional Level Planning Project | 3 |
| Estate Workers Community Development | |
| Project 1& 2 | 6 |
| *Vocational Training* [a] 1/2 | |
| Youth Service Centre | 6 [a] |
| | 120 1/2 |
| Estate Workers Community Development | |
| Project 1& 2 - voc training | 3 [a] |
| | 30 1/2 |
| - homegardening | 2 [a] |
| | 800 1/2 |
| - cattle farming | 30 [a] |
| | 200 1/2 |
| - goat farming | 30 [a] |
| | 200 1/2 |
| - bio gas units | 4 [a] |
| | 30 1/2 |
| - livestock training | 2 [a] |
| | 60 1/2 |
| - needlework | 3 [a] |
| | 80 1/2 |
| Buttala DS Division* | |
| *Drinking Water & Sanitation* | |
| Community wells - Divisional Level Planning | 26 |
| Latrines | 225 |
| *Housing Development* | |
| Divisional Level Planning* | 81 |
| *Social Mobilizer Training Program* [a] | |
| Divisional Level Planning Project | 3 |

**(Table 1.3 continued)**

| Category | Number of Units Completed |
|---|---|
| Tanamalwila DS Division* | |
| *Drinking Water & Sanitation* | |
| Community wells | 8 |
| Tube wells | 38 |
| Water supply schemes | 1 |
| Drinking water facilities | 44 |
| Latrines | 596 |
| *Housing Development* | |
| Project 1 | 350 |
| Phase 1 | 384 |
| Phase 1 | 308 |
| *Human Resource Development* [a] | |
| Health & Nutrition | 84 |
| *Social Mobilizer Training Program* [a] | |
| Area Development Project | 5 |
| *Vocational Training 1/2* | |
| Area Development Project - | |
| Mechanical Wood Working Training Centre | 25 |
| Wellawaya DS Division* | |
| *Drinking Water & Sanitation* | |
| Tube wells | 75 |
| Common wells | 12 |
| *Housing Development* | |
| Project 1 | 224 |
| Phase 2 | 204 |
| *Social Mobilizer Training Program* | |
| *Vocational Training* [a] Ω | |
| Youth Service Farm & Training Centre | 3 [a] |
| | 751/2 |
| Siyambalanduwa DS Division* | |
| *Water & Sanitation* | |
| Divisional Level Planning Project - Latrines | 50 |
| *Housing Development* | |
| Project 2 | 105 |
| Divisional Level Planning Project | 87 |

**(Table 1.3 continued)**

| Category | Number of Units Completed |
|---|---|
| *Social Mobilizer Training Program* [a] | |
| Divisional Level Planning Project | 3 |
| Kataragama DS Division* | |
| *Housing Development* | |
| ivisional Level Planning | 66 |
| ivisional Level Planning Project[a] | 3 |
| Moneragala District | |
| *Drinking Water & Sanitation* | |
| Latrines supplied to houses | 5577 |
| Pipe borne water schemes | 8 |
| Deep wells | 12 |
| Shallow wells for houses | 66 |
| Community Shallow wells | 23 |
| *Human Settlement & Housing* | |
| Houses constructed (village) | 2413 |
| Houses constructed (estate) | 74 |
| Houses rehabilitated (village) | 457 |
| Houses rehabilitated (estate) | 172 |
| Community Halls | 3 |
| *Credit* | |
| Self employment loans | 500 |
| Agriculture/livestock loans | 820 |
| Small entrepreneur loans | 100 |
| Medium entrepreneur loans | 100 |
| *Human Resource Development* | |
| Vocational Training Centres established | 5 |
| Vocational Training Programs -number trained | 110 |
| Social Mobilizer Training Programs -number trained | 8 |
| Social Mobilizer/Social Worker Groups formed | 944 |
| Training Credit Management | 53 |
| Staff Training Project * [a] - Long term o/seas training | 7 |
| - Short term o/seas training | 40 |
| - Two day Training Prog - local | 200 |
| - One day Training Prog - local | 250 |

**(Table 1.3 continued)**

| Category | Number of Units Completed |
|---|---|
| Embilipitiya DS Division | |
| *Drinking Water & Sanitation* | |
| Latrines | 415 |
| Water Supply schemes and wells | 8 |
| *Credit* | |
| For small trade, self-employment, agriculture and livestock | 84 |
| Kolonna DS Division | |
| *Drinking Water & Sanitation* | |
| Latrines | 1760 |
| Water Supply schemes and wells | 70 |
| *Human Resource Development* | |
| Carpentary training centre | 1 |
| Pottery training centre | 1 |
| *Credit* | |
| For trade, self-employment and cash crops | 4 |
| Ratnapura District | |
| *Drinking Water & Sanitation* | |
| Latrines | 2175 |
| Water supply schemes and wells | 78 |
| *Human Settlement & Housing* | |
| Community centres | 10 |
| *Human Resource Development* | |
| arpentary training centre | 1 |
| ottery training centre | 1 |
| *Credit* | |
| Self employment loans | 150 |
| Agriculture/livestock loans | 100 |

Source: *IRDP Assets Directory upto end of 1995*, RDD 1996 & IRDPs

Note: * IRDP, ª Number of Sessions / Courses

1/2 Number of beneficiaries per year

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