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**DISPLACED CHILDREN
AND ORPHANS FUND
AND WAR VICTIMS FUND
ACTIVITIES IN SRI LANKA**

February 8–20, 1999

by

Cathy Savino
Rob Horvath

The evaluation report was conducted under the auspices of the United States Agency for International Development. The evaluation was conducted by the Displaced Children and Orphans Fund and War Victims Fund Contract (HRN-C-00-98-00037-00). The opinions expressed are those of the author and do not necessarily reflect the views of the U.S. Agency for International Development or Professional Resources Group International, Inc.

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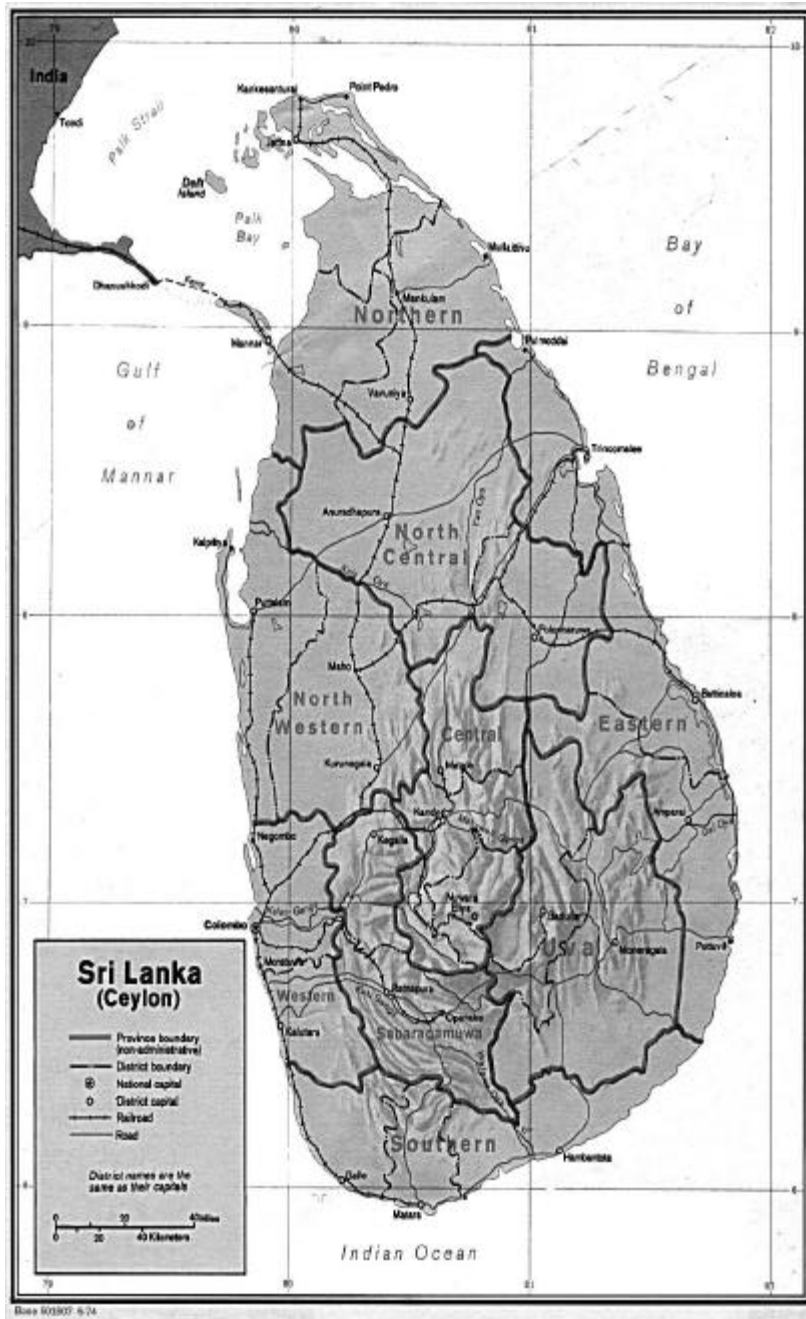
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ACRONYMS

CBO	community-based organization
DCOF	Displaced Children and Orphans Fund
FINS	Friend in Need Society
FY	fiscal year
ICRC	International Committee of the Red Cross
IDP	internally displaced persons
LTTE	Liberation Tigers of Tamil Eelam
LWVF	Leahy War Victims Fund
NGO	nongovernmental organization
NORAD	Norwegian Agency for Development Cooperation
POWER	Prosthetic and Orthotic Worldwide Education and Relief
PVO	private voluntary organization
R4	Results Reviewed and Resources Requested
RFA	Request for Applications
SpO	Special Objective
TdH	Terre des Hommes
USAID	U.S. Agency for International Development
VVAF	Vietnam Veterans of America Foundation



EXECUTIVE SUMMARY

DCOF in Sri Lanka

The Displaced Children and Orphans Fund (DCOF), which is administered by the Office of Health and Nutrition of the Bureau for Global Programs, Field Support and Research, U.S. Agency for International Development (USAID), is a special fund within the agency that provides assistance for special groups of vulnerable children. It operates under its own strategic objective which is “the protection, well-being and development of war-affected children, unaccompanied minors and orphans.” The Leahy War Victims Fund (LWVF), initiated in 1988 by Senator Patrick J. Leahy, operates similarly to the DCOF. Its stated objective is “The functional reintegration of war victims into civil society through the provision of appropriate prosthetic and orthotic rehabilitation services.” The funds are allocated each year through the Congressional Appropriations Bill. In consultation with USAID missions, who are responsible for management, funds are then added to a mission’s operating year budget, and are in turn disbursed to private voluntary organizations (PVO) and nongovernmental organizations (NGO). A fund-supported technical assistance contract provides technical oversight to each mission for activities the funds support.

Introduction

Over 15 years of armed conflict in Sri Lanka has left no one untouched. Although many groups have been affected by the ethnic strife, none have been more marginalized than the physically disabled nor more traumatized than the children. Land mines and other ordnance have, in an instant, changed the lives of thousands of people forever, adding physical hardship to an already bleak economic outlook. Children have been drawn into the conflict in many ways. Many have been killed and maimed, thousands have witnessed violence, and scores grieve for the loss of parents and loved ones. For most, war is what they know and violence is the norm.

Through the Global Bureau’s Leahy War Victims Fund, USAID is providing essential services for civilian amputees and other physically disabled persons. Only one other organization addresses the physical mobility needs of this group, but the number of limbs they produce is negligible and the cost of their services out of reach for the average Sri Lankan. In 1998, over 1,250 beneficiaries were fitted with artificial limbs. Over 50 percent of these people received their injury as a direct consequence of the ongoing civil conflict.

USAID’s partner in this program, the Friend in Need Society (FINS), is Sri Lanka’s oldest social service organization. In 1985, FINS pioneered their Jaipur Foot Program filling a need scarcely touched by several government hospitals. Since 1991, USAID has partnered with FINS to extend

the breadth of services to over 6,000 amputees. FINS remains the single largest provider of prosthetic and orthotic services in Sri Lanka.

Through funding provided by the Global Bureau's Displaced Children and Orphan Fund, USAID supported the formation of 16 community-based organizations (CBO), is working in more than 130 villages, and has provided direct psychosocial interventions to over 3,700 children. In addition, over 5,000 children, youth, and parents have been indirectly reached through drama, play, and community awareness activities aimed at increasing consciousness of HIV transmission, child prostitution, abuse, and maternal/child health.

USAID's partnership with three organizations—two PVOs and one LPVO—has allowed it to enter into areas controlled by both sides of the ethnic war in an attempt to make zones of peace around children. Unique to these programs, the organizations make a conscious effort to include children from the three main ethnic groups—Tamil, Muslim, and Sinhalese. For most of these children, it is the first time that they have realized that the “enemy” likes to laugh and play just like them. Through the children, community groups are formed and adult prejudices are addressed. Although still immature, these groups have begun to take assertive actions to address their own health and welfare needs.

Under USAID-supported programs, national and international advocacy and policy issues have been brought to the forefront. Grantee work with male child prostitutes has elevated the recognition of pedophilia as a national problem and in one instance was directly responsible for the extradition and incarceration of the ringleader of a pedophile racket. Yet another grantee's program has been acclaimed by the government and is under consideration for adoption as a national model.

Scope of Work

Rob Horvath and Cathy Savino visited Sri Lanka from February 8–20, 1999, to review the impact of projects to date, to review portions of the mission's Results Reviewed and Resources Requested (R4), and to offer some strategic options for planning. The complete scope of work for the two week assignment can be found in Appendix A. Methodology included reviewing documents, holding interviews with individual and groups, and conducting site visits. The team met with nine organizations in Colombo, Negombo, Kandy, Anuradapura East, and Nuwara Eliya.

Recommendations

Friend In Need Society
Actions: (Who, What, and Timeframe)

- **LWVF:** Confirm, with the International Committee of the Red Cross (ICRC)/Geneva discussions with ICRC/Colombo regarding the offer to FINS to upgrade. Conduct preliminary discussions with Geneva regarding the time frame for the upgrade as well as resources committed. Discuss possible tripartite arrangement. (Preliminary discussions have already been initiated)
- **USAID:** Meet with ICRC to discuss arrangement. Present proposal to FINS/Colombo board of directors. Proposal should outline upgrade plans as well as longer-term USAID/SL commitment to FINS should the upgrade take place. Proposal should also clearly discuss management and administrative changes needed. (Await outcome of WVF discussions with Geneva.) (March/April 1999)
- **FINS/ICRC:** If proposed tripartite alliance is accepted by FINS, FINS should prepare a full proposal for mission consideration. Proposal must be developed with substantial branch and ICRC input. With USAID (SL or LWVF), design tripartite arrangement with roles and responsibilities clearly spelled out. (May/June 1999)
- **LWVF:** On basis of proposal, send fiscal year (FY) 99 funds to USAID/SL. Be prepared to participate in review and discussion of FINS proposal. Discuss with ICRC/Geneva possible training plan that includes longer-term skills upgrading at either Africa or Southeast Asia site. (July/August 1999)
- **USAID:** Sign grant agreement with FINS. As it will be substantially changed, team recommends a new agreement as opposed to a modification of the current grant. (August/September 1999)

Don Bosco

Actions: (Who, What, and Timeframe)

The following guidance is for USAID and Don Bosco in the event that there is a follow-on activity.

- Indicators in the next cycle should focus on individual progress of children over time versus a count of how many are in any one activity.
- Results should be clearly defined. Words like “full and partial rehabilitation” should be broken down to their essential components. Unbiased units of measure like the tracking of grades in report cards should be used to verify results.
- The support of hostels represents a tough problem. Although boys who have been victimized need shelter and a safe environment, the trend is to make hostels bigger and more inclusive, which undermines parental and community responsibility. Institutions beget institutions and the incentive for parents to leave their children to the care of others who can provide meals

and nice surroundings is strong. The team encourages a more community-based approach wherein the extended family is assisted with caring for their children. In the next cycle, this line item will not likely be supported.

- Lastly, the war in Sri Lanka is an ethnic one. Any lasting peace will include some accommodation on all sides toward that end. Although conflict resolution in and of itself is not a component of this grant, future programs would do well to address the issue. It may be difficult to expect equal representation of either Tamil or Muslims in an area that is predominately Sinhalese. However, if future grants focus on conflict areas, efforts will have to be made to foster better understanding among these people. USAID's grant programs should also strive to provide unbiased assistance and acceptance for persons of the various religious denominations. Issues related to gender also merit attention.

Sarvodaya

Actions: (Who, What, and Timeframe)

The following guidance is for USAID and Sarvodaya in the event there is a follow-on activity.

- Indicators in the next cycle should focus on measuring the children's (or communities) progress in terms of their psychosocial health. Any reporting of progress should include a denominator to provide context for the interventions.
- Results should be clearly defined. Activities like conducting the baseline survey, constructing the children's parks, producing the radio programs, and generating public support need to fall within larger objectives that are measurable.
- The selection of villages represents one of the most challenging aspects of the grant. Choosing relatively safe villages might allow for more development but there is less need in these areas of long-standing internally displaced persons (IDPs). Better results are seen in the villages that are underserved by all other NGOs, a Sarvodaya hallmark as well. Greater flexibility to get in and out of these areas might be an option to consider if there is a follow-on contract.
- The same recommendation regarding conflict resolution, (see last paragraph under Don Bosco) holds true for Sarvodaya. Being a Buddhist organization, Sarvodaya has an opportunity to show the expansive nature of that philosophy.

Terre des Hommes

Actions: (Who, What, and Timeframe)

The team anticipates solid suggestions from the recently completed evaluation. USAID/Sri Lanka should be prepared to work with Terre des Hommes (TdH) on the implementation of these recommendations.

- **TdH:** completes and submits evaluation report to USAID. The team recommends that TdH also submit its plan of action to address the report recommendations. (May 1999)
- **USAID:** The Graham Boyd evaluation findings and recommendations may necessitate modifications or tacit agreements under the current grant agreement. (May 1999)

INTRODUCTION

Background

After gaining independence from Britain in 1948, the South Asian island nation of Sri Lanka was considered a model of democracy among the newly decolonized countries, enjoying high social indicators of health and education. However, grievances of discrimination and harassment from the ethnic Tamil minority exploded into armed conflict in 1983, giving rise to a brutal civil war that has lasted more than 15 years. In this conflict, the elected Government of Sri Lanka, backed by the mostly Buddhist Sinhalese majority, is fighting the Liberation Tigers of Tamil Eelam (LTTE). The LTTE seeks a separate homeland for the Tamil minority in the North and East of the country. Last year, the United States placed the LTTE on its list of terrorist organizations.

More than 54,000 people have died in this civil war. More than one million people have been displaced, and thousands have "disappeared." More than 15 years of armed conflict in Sri Lanka have left no one untouched. Although many groups have been affected by the ethnic strife, none have been more marginalized than the physically disabled nor more traumatized than the children. Land mines and other ordnance have, in an instant, changed the lives of thousands of people forever adding physical hardship to an already bleak economic outlook. Children have been drawn into the conflict in many ways. Many have been killed and maimed, thousands have witnessed violence, and scores grieve for the loss of parents and loved ones. For most, war is what they know and violence is the norm.

DCOF/LWVF

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Mr. Lloyd Feinberg (G/PHN/HN/EH) manages both funds in USAID/Washington. He oversees the technical assistance contract that provides technical and managerial assistance. Rob Horvath and Catherine Savino, the team evaluating the Sri Lanka programs, are part of that technical support contract.

Funds in Sri Lanka

Through the Leahy War Victims Fund (LWVF), USAID is providing essential services for civilian amputees and other physically disabled persons. Only one other organization addresses the physical mobility needs of this group, but the number of limbs they produce is negligible and the cost of their services is out of reach for the average Sri Lankan. In 1998, more than 1,250 beneficiaries were fitted with artificial limbs. More than 50 percent of these beneficiaries received their injury as a direct result of the ongoing civil conflict.

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Through funding provided by the Displaced Children and Orphan Fund, USAID supported the formation of 16 community-based organizations (CBO), is working in more than 130 villages, and has provided direct psychosocial interventions to more than 3,700 children. In addition, more than 5,000 children, youth, and parents have been indirectly reached through drama, play, and community-awareness activities aimed at increasing consciousness of HIV transmission, child prostitution, abuse, and maternal/child health.

USAID's partnership with three organizations—two PVO and one local PVO—has allowed it to enter into areas controlled by both sides of the ethnic war in an attempt to make peace zones around children. Using a practice unique to these programs, the organizations make an effort to include children from the three main ethnic groups—Tamil, Muslim, and Sinhalese—and for most of these children it is the first time that they have realized that the “enemy” likes to laugh and play just like them. Through the children, community groups are formed and adult prejudices are addressed. Although still immature, these groups have begun to taken assertive actions to address their own health and welfare needs.

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THE R4

In April 1998, USAID/Sri Lanka requested approval from USAID/Washington (USAID/W) to modify its country strategy for the remainder of the period, 1997–2000. The proposed strategy was approved during the country review in May 1998.

Under the new strategy, USAID/Sri Lanka's Special Objective 2 (SpO 2) was restated as *Enhanced Economic and Social Opportunities for Disadvantaged Groups*. The aim of this SpO is to facilitate reintegration of people who are disadvantaged, primarily by the ethnic conflict, to recover from their circumstances and to participate in their local communities and economies.

The SpO has two major components. The first is to provide prosthetic and orthotic devices to civilian victims of the war. A grant to the Friend in Need Society was modified under this component. The second is to address the psychosocial effects of stress and trauma of children affected by the conflict through increased formal and non-formal educational opportunities, play, and community support groups. Grant agreements to Don Bosco/Salesian Missions, Terre de Hommes/Lausanne, and Sarvodaya were modified under this second component. Mission reported indicators and targets under these mechanisms are as follows:

- Cumulative increase in the number of amputees fitted with prosthetic devices from 1,300 in 1997 to 5,800 by 2000, and
- Cumulative increase in the number of new participants in community-based and facilitated psychological and social activities from 9,768 in 1997 to 25,000 by 2000.

The first item under the team's scope of work was to assess performance under this revised strategy and draft the R4 section of the SpO for the mission's 1999 submission. This draft is attached as Appendix D.

In summary, the achievement of this SpO is on track. Using mission-proposed indicators and targets as noted above, #1 is slightly behind proposed targets and #2 is slightly ahead. However, the team discovered that the cumulative numerical target under #2 was calculated erroneously. Moreover, these numbers are not necessarily an appropriate indicator of the impact/results achieved. As a more appropriate measure, the team recommended that the mission report on the percentage of participants in a target area/group receiving services. In reporting a percentage, the numerator would be the number of children participating and the denominator the total number of children in the target area.

Additionally, all the grantees have some data that support more progressive measures as indicators: improved grades on report cards, comparisons of villages with interventions to those without, and surveys of more than 7,000 children that measure trauma using an internationally

recognized scale of measurement. These represent advanced indicators that could further define the impact of interventions. See Appendix D for a further discussion of indicators and targets.

GRANTEES AND THEIR IMPACT

Friend in Need Society

The team had an opportunity to meet with both the Colombo and Kandy branches of FINS, but due to time constraints could not meet with either the Galle or Jaffna branches. Colombo/FINS is the principal chapter of this 168-year-old charity organization, but has very little input into the operations of the three other branches. Instead, each branch is governed by its own board of directors and technical committees.

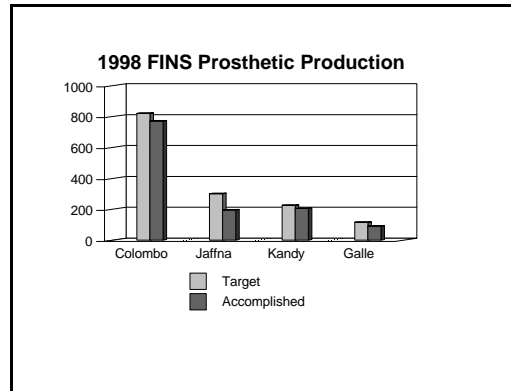
The mainstay of the society is the Jaipur foot program. This program provides prosthetic and orthotic devices and assistance to the disabled. A number of other projects, such as a vocational rehabilitation scheme, Aidex Sports Festival for the disabled, and an educational scholarship program, revolve around the Jaipur program. USAID/Sri Lanka, through funds provided by the Leahy War Victims Fund, has provided \$920,000 to FINS since 1991 in support of the Jaipur foot program. An additional \$200,000 was provided in fiscal year (FY) 98. This money remains uncommitted at the mission.

In 1996, a LWVF team conducted a technical and managerial review of the Jaipur project. Although the team found that the program is meeting the ongoing needs for prostheses in Sri Lanka, a number of recommendations were put forward. FINS has made progress on the guidance provided. Significant recommendations included the following:

- Improved coordination among branches: FINS/Colombo has appointed a program manager whose task is to coordinate and interface with the other branches. This system appears to work on a fairly simple level (e.g., collecting reports, etc.). However, coordination is done via telephone and quarterly meetings in Colombo, and for the most part neither the program manager nor others from the parent branch travel to the other FINS offices. Quarterly meetings are informative, but participants are not empowered to make decisions on behalf of the respective boards.
- Realistic production figures and costs: All FINS branches have provided Colombo with cost calculations and production estimates, and reimbursement under the most recent USAID grant modification reflect these revised calculations.
- Additional equipment and training: Additional equipment has not been purchased and integrated into the project. Instead, the 1998 grant modification funding focus remains on production. Training for two technicians from Jaffna and one from Galle has been completed. Additionally, an expat physiotherapist volunteer has joined the Colombo branch and is mentoring a local therapist. Supplemental or upgrade training has not been explored for any of the branches.

- Technical improvements: No technical improvements have been made to the Jaipur limb. Colombo continues to explore ways to make the Jaipur foot itself more suitable for local conditions.

FINS continues to meet the ongoing need of the amputee population in Sri Lanka despite falling a bit short of the production target set at the beginning of the fiscal year. The four FINS branches combined produced 1,274 limbs from October 1, 1997 to September 30, 1998, against a targeted figure of 1,500. This represents 85 percent of the goal. War-related injuries and trap gun accidents continue to make up the largest proportion of new amputees. At the Colombo branch, the Leahy War Victims Fund supports the 60 percent of the beneficiaries who are civilians. FINS receives reimbursement for the remaining 40 percent from the military and police forces. At the outlying branches, nearly 90 percent of the clientele are civilian. FINS notes that although it is currently able to keep up with demand for prostheses, travel restrictions on travel to and from the conflict areas limits a potentially large number of amputees from coming to the FINS centers.



Overall, performance targets have not been achieved mainly due to ongoing fighting in Jaffna and Ministry of Defense limitations placed on items transported to the peninsula. As a result, the Jaffna center produced only 66 percent of its projected output. The Colombo, Kandy, and Galle centers produced 89 percent, 89 percent, and 81 percent of their projections, respectively. That said, the issue at these branches appears to be related to demand rather than supply. All branches have maintained steady output and are meeting the needs of the amputees coming to the centers, but again the conflict has prohibited travel and therefore potential clients are unable to get to the facility.

Technically, it appears that not much has changed since the Horvath/Staats visit in 1996. Technicians and patients, as well as the Technical Committee, still note weaknesses in the socket fit, knee joint, and overall weight of the limb. Although additional training has taken place for two technicians in Galle, as recommended in the 1996 report, no upgrading of skills has been conducted for either the Colombo or Kandy branch technicians. Although technician skill levels are satisfactory for basic Jaipur limb production, it is evident that additional skills training should be provided to all branches. Interestingly, despite having only a satisfactory skill level, Colombo/FINS does accept technicians from other countries for training.

The current state of the Colombo program appears to be driven by FINS's charity outlook. That is, they do not view themselves as the largest provider of prosthetic and orthotic services in the country, but rather as a charity organization providing legs to the indigent. This outlook has

placed Colombo at a crossroads with one school wishing to remain in a strict charity mode, while the other (and this comprises the Technical Committee) wants to move beyond the Jaipur system and the basic implementation level.

FINS/Colombo has moved, albeit cautiously, toward other prosthetic systems. They indicate that they are interested in testing the Blatchford Atlas system and 1 million SL rupees have been raised for this effort by the president. A Sri Lankan doctor in the United Kingdom has raised an additional 7,000 pounds, and Blatchford has indicated that they would provide funding for 130 limbs, as well as expatriate technical training. Upon further exploration, FINS noted that they were interested in Blatchford because (1) Blatchford continues to court them; (2) Blatchford offers some upgraded equipment and training (though only for the Colombo branch); and (3) FINS hopes to be able to purchase “pieces” of the Blatchford system—for example the knee mechanism—at a later date.

FINS/Colombo reported that the International Committee of the Red Cross (ICRC) had approached them with an offer to upgrade the four workshops with the ICRC-polypropylene technology. FINS indicated that they had not acted on this offer since ICRC had not followed up that visit as Blatchford had done. According to ICRC, it had gone to the FINS board of directors, made a substantial presentation, and the decision on upgrading had been left with the board. Since FINS had not taken any proactive steps in contacting ICRC, it had been assumed that FINS was not interested in the upgrade.

In discussions with FINS/Kandy the team learned that the Kandy board is moving ahead with plans to upgrade that center. The plan is to (1) build a new annex, (2) move the workshop out of the current building basement and into the new annex, and (3) eventually upgrade to the plastic technology. The Kandy board appears to be much more proactive than the Colombo branch board.

Recommendations

FINS cannot/should not continue to operate “status quo” (i.e., producing only Jaipur limbs in a charity mode.) It does not appear that the Blatchford system is the most appropriate next step for this organization. Instead, the team urges material and technical collaboration between FINS and ICRC or another organization experienced in the provision of appropriate prosthetics and orthotics services. In discussions with the team, ICRC indicated that it is prepared to work with all four branches of FINS, although it has only budgeted for work with the Jaffna branch this year. Subsequent discussions with ICRC/Geneva, however, indicate that the organization is limited in its ability to provide technical assistance to the centers in Colombo, Kandy, or Galle. ICRC further indicated that it would not be able to revisit technical upgrading to the rest of the country until September 1999 at the earliest.

USAID/Sri Lanka is prepared to assist FINS with the addition of the new technology. The LWVF should also support this upgrade. Contingent upon a solid proposal for technical upgrading, the team recommends that the LWVF make available up to \$400,000 in FY 99 with

an additional \$200,000 in FY 2000. With the mission's current carryover, this would provide up to \$600,000 for the upgrade this fiscal year. If the FINS/Colombo board chooses not to accept the technology upgrade offered, provincial branch upgrading could still be considered by USAID and the LWVF under the existing grant mechanism to FINS/C.

The team recommends developing a tripartite agreement between FINS, USAID, and an appropriate organization like ICRC, Vietnam Veterans of America Foundation (VVAFA), or Prosthetic and Orthotic Worldwide Education and Relief (POWER). This agreement should possess the following characteristics:

- Spell out who will bring what to the agreement,
- Present a clear time line to phase in the technology and for each center,
- Contain a comprehensible training plan and curriculum,
- Discuss oversight responsibilities, and
- Discuss post-upgrade management and administration.

Actions: (Who, What, and Timeframe)

- **LWVF:** Clarify discussions between ICRC/Geneva and ICRC/Colombo regarding the offer to upgrade FINS. Conduct preliminary discussions with Geneva regarding the time frame for the upgrade, as well as resources committed. Discuss possible tripartite arrangement. Since the initial findings of this report were presented to the mission, the LWVF has held preliminary discussions with ICRC/Geneva. These discussions indicate that ICRC will be unable to make a decision regarding the provision of technical assistance to centers other than Jaffna until after September 1999. With the current FINS grant ending in September 1999, more immediate decisions need to be reached. Discussions between the mission and the LWVF should take place to determine whether (1) preliminary upgrading can take place within FINS prior to the forging of an agreement with ICRC, or if an agreement with ICRC does not seem feasible, (2) if another international organization like Veterans International or POWER provide the technical and managerial assistance needed.
- **USAID:** Meet with ICRC or others to discuss arrangement. Present a proposal to FINS/Colombo Board of Directors. The proposal should outline the upgrade plans, as well as a longer-term USAID/SL commitment to FINS should the upgrade take place. The proposal should also clearly discuss management and administrative changes needed. (April/May 1999)
- **FINS/ICRC/VI/POWER:** If FINS accepts the proposed tripartite alliance, it should prepare a full proposal for mission consideration. The proposal must be developed with substantial branch and international organization input. With USAID (SL or LWVF) design a tripartite arrangement with clearly spelled out roles and responsibilities. (May/June 1999)
- **LWVF:** On the basis of the proposal, send FY 99 funds to USAID/SL. Be prepared to participate in a review and discussion of the FINS proposal. Discuss with ICRC/Geneva a

possible training plan that includes longer-term skills upgrading at either the Africa or SE Asia site. (July/August 1999)

- **USAID:** There is a signed grant agreement between USAID and FINS. Because it will be substantially changed, the team recommends a new agreement as opposed to a modification of the current grant. (August/September 1999)

Don Bosco

The Don Bosco Technical Center is located in Negombo, just north of Colombo on the west coast of the island, where it has operated for more than 40 years. The center provides vocational training in car mechanics, outboard motors, carpentry, and computers and is funded by a variety of donors.

The goal of the project is to safeguard children in Negombo's fishing community from child prostitution and HIV/AIDS. This one-year grant began on July 22, 1997, for \$89,175. The latest modification, dated June 11, 1998, took the original grant from \$89,175 to \$286,815 and extended it to June 30, 2000. The grant measures results in four areas: full and partial

rehabilitation of 2,460 children by the end of year three, school dropout rate reduced to 40 percent, the number of children idling on the beach reduced by 50 percent, and 100 percent of the 50 children provided with hostel facilities attending school or gaining employment.

The Story of Polita

Polita is young boy of 15 who was referred to the Don Bosco center by his teacher. His mother died and his father was a drug addict who abandoned him. His teacher had seen the Don Bosco-sponsored public awareness campaign on signs of sexual abuse as had Polita. Normally a gregarious and outgoing youth, he had become sullen and withdrawn. After the presentation of how a boy was preyed upon by unscrupulous characters, he went to his teacher saying that "that drama is my life." Polita told a story about being asked to wash a car for a foreign tourist. When he was offered something to drink, he took the drink and woke up after being sexually abused by the man. The next day, a classmate gave him his share of the take 100 rupees

It was important to see the Don Bosco facility because it has been difficult to get a sense of what is being accomplished at the center from reading the quarterly reports. The center is an impressive institute with excellent facilities and high-quality teaching.

Vocational training is its most successful endeavor. The training boys receive there is highly valued as evidenced by the consistent demand for graduates and a 98 percent job placement rate. That portion of the operation however is funded by other donors. USAID is funding the hostel, tutoring for boys, and providing outreach and recreational activities.

USAID funding has allowed Don Bosco to expand its operation and serve more children. USAID funding now accounts for less than 25 percent of the center's overall operation, although initially it was the major donor. That first grant in 1992 (under PVO

cofinancing for \$513,862 for four years) addressed some of the problems related to sex tourism, the 55 percent drop-out rate of school boys, and HIV/AIDS risks, as well as the effects of insurgency in Sri Lanka. With local laws weak and ineffectual against sex crimes, pedophilia in particular, Don Bosco's charismatic Father Anthony Pinto has come to play a pivotal role in promoting the rights of these children.

Don Bosco is recognized as a champion of children's rights in this regard. Local leaders and police now, at least publicly, support Father Pinto's effort to combat sexual tourism. The moral leadership that they display has brought the issue to the national forefront. In one notable case, a long-time pedophile was extradited, tried, and convicted (in Sweden) based on testimony of children in Father Pinto's care. On an anecdotal level, children are moving away from the sex industry and the grades of kids being tutored have improved. Don Bosco is attempting to get copies of the report cards to document the improvement in learning.

Recommendations

- There is no data that captures the leadership displayed by Don Bosco. Perhaps it is not measurable since neither the time nor the funds allowed under this grant would presume a national effect. The indicators that do exist are being met by the program. However, these indicators were developed with the assumption that the point of all activities was to get many children involved, regardless of the nature or value of that activity. For instance, one target under the current grant is that 400 children are to be partially rehabilitated by the end of year three. Partial rehabilitation, even by the grantee, is difficult to define and more often than not appeared to be simply participation in a recreational activity or watching a drama. From a psychological perspective, the point is not just to get a child into an activity but rather to keep that child engaged so that his emotional health can improve.
- Furthermore, activities that attempt to measure impact through reporting on numbers of participants should at the very least include denominators as well as numerator figures. For example, stating that 2,400 of 3,000 (80 percent) children in a community attend after-school drama classes is much more descriptive and demonstrative of the overall impact of the program than simply stating 2,400 children participated.

Actions: (Who, What, and Timeframe)

The following guidance is for USAID and Don Bosco in the event that there is a follow-on activity. Indicators in the next cycle should focus on progress of individual children over time versus a count of how many are in any one activity.

- There should be clear definitions for results. Words like "full and partial rehabilitation" should be broken down to their essential components. Unbiased units of measure like the report cards should be used to verify results.

- The support of hostels represents a tough problem. Although the need for shelter and a safe environment for boys who have been victimized is recognized, the trend is to make hostels bigger and more inclusive with the effect of undermining parental and community responses. Institutions beget institutions and the incentive for parents to leave their children to the care of others who can provide meals and nice surroundings is strong. We would encourage a more community-based approach wherein the extended family is assisted with caring for their children. In the next cycle, this line item will not likely be supported.
- Lastly, the war in Sri Lanka is an ethnic one. Any lasting peace will include some accommodation on all sides toward that end. Although conflict resolution in and of itself is not a component of this grant, future programs would do well to address the issue. It may be difficult to expect equal representation of either Tamil or Muslims in an area predominately Sinhalese. However, if future grants focus on conflict areas, efforts will have to be made to foster better understanding among these people. USAID's grant programs should also strive to provide unbiased assistance and acceptance for persons of different religious denominations.

Sarvodaya

Sarvodaya was founded in 1958 to promote development at the village level. The movement is based on Gandhian values of truth, nonviolence, and self-sacrifice. Its goal is the creation of a society that is neither poor nor affluent. Sarvodaya programs address social, economic, and technological empowerment through a multistage development process. Major programs activities relating to villages include the promotion of integrated development, village banks, technical and management training, water and sanitation schemes, and early childhood. Sarvodaya is the largest nongovernmental voluntary organization in Sri Lanka. Sarvodaya's model emphasizes social mobilization. It is an advocate for the underserved.

Under the USAID grant, Sarvodaya targets villages and internally displaced people (IDP) centers identified as high-trauma areas. Its purpose is to promote the psychosocial well-being of children who have been exposed to extreme violence and stress as a result of the ongoing conflict. The project intends to promote community-based healing processes. (This description comes from the Miller/Williamson report of April 1996.)

Sarvodaya was first funded in October 1996 for \$53,020. Modification three increased the cost to \$196,115, revised the program description, and extended the grant to February 28, 2000. In contrast to most NGOs who work in only two or three areas, this organization works in 106 villages, with more than 6,000 children.

Indicators for this activity include a long series of outputs such as awareness of village representatives, focus group discussions, sports competition, and spiritual and cultural activities, but give little sense of what the project is doing. However, the quarterly reports are useful in describing current problems encountered and other events taking place because they bring some

Parameshwari's Story

Parameshwari is 11 years old and lives in a small Tamil village 12 miles north of Kantale in the Trincomalee district. The village is in the heartland of the eastern province and was a hive of terrorist activity until last July when the Army consolidated its position in the area. Her father was killed by a militant group six months ago and her mother died two months later of an unknown cause.

Orphaned and bewildered, the girl was taken in by her maternal grandparent. Despite her grandmother's love, Parameshwari was traumatized. She would cling to her grandmother and insist on sleeping with her. Every night she would awaken screaming from nightmares. She became a recluse, staying indoors all day. She dropped out of school and lost all her friends.

Six months ago, she was coaxed by her grandmother, who had attended a village gathering on the Sarvodaya project, to join the children's group "Singithi Havula." Since losing her parents, Parameshwari had been interviewed by representatives from eight different organizations working with children caught up in war. But only Sarvodaya's project initiated activities in her village.

Slowly she started participating in the project activities. She became motivated enough to go back to school. She participated in a children's camp in

context to the report. For R4 purposes, the indicator is the number of children and youth participating in community-based and facilitated psychological and social activities. A baseline of 6,000 children was assumed at the first grant.

The impact to date has been national recognition that the holistic, community-based model that Sarvodaya uses is an appropriate and effective one that should be emulated and promoted. A newly appointed Presidential Task Force on Human Disaster Management has chosen this as a national model and is in the process of planning its implementation.

Recommendations

Actions: (Who, What, and Timeframe)

The following guidance is for USAID and Sarvodaya in the event there is a follow-on activity.

- Indicators in the next cycle should focus on measuring the children's (or communities) progress in terms of their psychosocial health. There needs to be a denominator to provide context for the interventions.
- There should be clear definitions of results. Activities like conducting the baseline survey, constructing the children's parks, producing the radio programs, and generating public support need to fall within larger objectives that are measurable.
- The selection of villages represents one of the most challenging aspects of the grant. Choosing relatively safe villages might allow for more development, but there is less need in

areas of long-standing IDPs. Better results are seen in the villages that are underserved by all other NGOs. This is a hallmark of Sarvodaya’s past work. Greater flexibility to get in and out of these areas might be an option to consider if there is a follow-on project.

- As noted under the Don Bosco recommendations, Sarvodaya must also strive to provide ethnic, religious, and conflict resolution to all villages.

Terre des Hommes

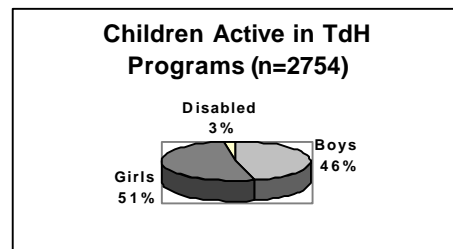
At Terre des Hommes (TdH), the team met with Chris Stubbs, delegate, and Graham Boyd, an evaluator from the United Kingdom. Mr. Boyd arrived in Sri Lanka approximately seven days prior to conduct a midterm review of the TdH program. His review was nearly complete when the team met with both him and Mr. Stubbs.

The USAID grant to TdH was awarded in July 1997. The grant has been modified one since that time and the current ending date is December 31, 1999. USAID has obligated approximately \$308,000 under this grant, approximately \$76,000 in DCOF funding and \$230,000 from mission PL480 funds.

TdH works in three districts: Batticaloa in the East, Trincomalee in the Northeast, and Nuwara Eliya in the central district. Both Batticaloa and Trincomalee are high-risk, conflict zones. Additional risk is taken under these projects since TdH makes an effort to provide services to and integrate Tamil, Muslim, and Sinhalese communities both outside and within current fighting zones.

The TdH program has three focuses: (1) to directly address the psychosocial needs of children affected by the conflict through the provision of pre-school education, alternative education, and after-school play activities; (2) to provide home-based care for children without families or where alternative care is not possible; and (3) to develop community-based organizations in each area where TdH is active.

The impact of the TdH program has been significant. Approximately 2,754 children and young people are regularly active in the 7 pre-schools and 25 after-school play activity groups. Teachers and facilitators (called “animators” under the TdH program) give estimates that more than 75 percent of these children are daily participants. More than 430 three-to-six-year-old children, participate in pre-school education and, to date, these schools have 100 percent admission to primary schools.



The TdH program emphasizes community ownership and participation to the extent possible. The program has 16 local partners of which 8 community-based organizations participate in the play activities, 7 CBOs in the pre-school and daycare, and 1 in the family group home and family support service. One outstanding example of these CBOs is CINDA, an organization started by TdH in Nuwara Eliya. Begun five years ago, CINDA now employs 51 staff and more than 600 children participate in its varied programs. CINDA has an annual operating budget of more than 5 million rupees (approximately \$76,000) of which only \$3,400 comes from TdH and the remainder from international donors such as the Norwegian Agency for Development Cooperation (NORAD).

Perhaps one of the greatest impacts of the TdH program, but one that is almost impossible to measure, is the ethnic understanding and harmony it promotes. As far as the team could ascertain, TdH is the only organization working directly and collaboratively with the major ethnic groups. Through their children, TdH brings Tamil, Muslim, and Sinhalese communities together and promotes cooperation, collaboration, and ethnic understanding.

TdH notes that USAID assistance has made a significant difference in their programs. Notable areas include (1) promoting and facilitating a TdH shift from institutional to community-based care and services, (2) forming of community-based organizations, (3) increasing services from 500 to more than 2,750 children, and (4) providing anecdotal evidence of ethnic bridges and harmony.

TdH activities remain on track and the team encountered no major issues with the program. The current evaluation will provide solid recommendations. Key among these will be a recommendation that TdH become more systematic in moving from humanitarian to development assistance. This includes collecting good baseline data and providing solid human resource development. This document will be submitted to USAID.

Due to its focus in and around the conflict zones, TdH frequently experiences programmatic disruptions and disturbances. However, the TdH delegate is known and respected on both sides of the struggle and is, therefore, able to move easily across boundaries and to reestablish community programs.

Recommendations

The team anticipates solid suggestions from the recently completed evaluation. USAID/Sri Lanka should be prepared to work with TdH on the implementation of these recommendations.

Actions: (Who, What, and Timeframe)

- TdH - completes and submits evaluation report to USAID. The team recommends that TdH also submit its plan of action to address the report recommendations. (March 1999)

- USAID - the Graham Boyd evaluation findings and recommendations may necessitate modifications or tacit agreements under the current grant agreement. (March/April 1999)

Changes to the Current Portfolio

Any new direction that the mission might choose necessitates a change in the current portfolio. All of the end dates for the current grants are different and this poses additional difficulty. (See the following table.) To facilitate a smooth and orderly transition into a new mission strategy, the team suggests modifying each grant to standardize the end dates and allow for an optimal management transition. An estimated \$100,000 would be needed to take all grants to the end of September 2000.

Status of Current Grants

Grantee	Start Date	End Date	Amount
Salesians/Don Bosco	7/22/97	6/30/00	\$286,815
Sarvodaya	10/1/96	2/28/00	\$196,115
Terre des Hommes	7/25/97	12/31/00	\$76,245
Friend in Need Society	2/14/96	9/30/99	\$500,000
Total			\$1,059,175

Decision Points

Decisions need to be made regarding the future of the programs in place. The current mission strategy is in place until September 30, 2000. The new strategy will have to be instituted by then. Once that decision is made, it will become clear whether an Request for Applications (RFA) is necessary. An RFA could be a two-step process, requesting concept papers as early as October/November 1999, then choosing a final four for review no later than January 2000.

FINS is the most critical grant at this time, with an end date of September 30, 1999.

Management is another issue to consider in making these decisions. The burden on the mission is considerable now with four separate grants to monitor. In any case, the follow-on activities should reduce this number by half. The DCOF and LWVF is prepared to offer technical assistance in addition to funding. Additional help, if deemed necessary, may be discussed with the fund's manager, Mr. Lloyd Feinberg, in Washington, D.C.

APPENDICES

APPENDIX A - SCOPE OF WORK

1. Write performance analysis for R4
 - a. Assess impact on macro scale

2. Review grantees
 - a. Determine impact on micro level
 - b. Make recommendations
 - c. Identify success stories
 - e. Make plan for future

3. Strategic Planning – Offer Three Scenarios for continued DCOF/WVF involvement
 - a. Working with Current Partners
 - b. Working in one geographic area
 - c. Working to promote healthy communities

APPENDIX B - LIST OF PERSONS CONTACTED

Don Bosco/Salesian Missions - 22 Don Bosco Mawatha, Negombo, Tel: 31-38927

Rev. Father Anthony H. Pinto, SDB, Director

Brother Gabriel, Assistant/Advisor

Father Shiran, Administrator

Mr. Tennekoon, Financial Officer

Mr. Herrera, Project Coordinator

Mr. Aubrey Mills, Director/International Programs (Salesians/US)

Consortium of Humanitarian Agencies (CHA) - 10 Kynsey Terrace, Colombo 8, Tel: 698-048, 685-085

Mr. Jeevan Thiagarajah, Executive Director

Friend in Need Society (FINS)

Colombo - 171 Sir James Peiris Mawatha, Colombo 2, Tel: 421-651

Ms. Rupa Jayasekera, Program Coordinator

Ms. Kalyani Ranasinghe, Honorary President

Dr. J.K.S. Weerasekera, Member, Board of Directors and Vice Chairman of the Technical Committee

Sqn. Ldr. C. Siriwardena, Honorary Secretary

Mr. M.D.G.B Basnayake, Production Manager

Mr. M.K. Karunasena, Assistant Production Manager

Ms. Rachael Morton, VSO Physiotherapist Volunteer

Prosthetic/Orthotic Technicians

Kandy - Digana Road, Kundasale, Kandy, Tel: 227-000

Mr. S.N. Siriwardhane, Administrative Manager

Mr. Sicira Shanthra Kumara, Prosthetic Technician

Mr. M. Ramseen, Prosthetic Technician

Several Jaipur limb beneficiaries

International Committee for the Red Cross (ICRC) and International Federation (IFRC) - ICRC, 29 Layards, Rd., Colombo, Tel: 503-346; IFRC, 85/2 Dharmapala Mawatha, Colombo 7, Tel: 74-715-977/8

Bernard Betrancourt, Deputy Head of Delegation, ICRC

Bo Backstrom, Resident Representative, IFRC

Lanka Jatika Sarvodaya - 98 Rawathawatte Rd., Moratuwa, Tel: 647-159, 645-255

Dr. Gaya M. Gamhewage, Director/Community Health Unit

Dr. N. P.G.S. Deyeratne, Medical Coordinator, Anuradapura District

(The project coordinator at Anuradapura)

Ms. Miranda Armstrong, VSO volunteer

Numerous staff and participant children

Terre de Hommes Foundation (Lausanne, Switzerland) - 26, St. Andrews Dr., Nuwara Eliya, Tel: 052-2509

Mr. Christopher Stubbs, Delegate

Mr. Graham Boyd, Project Evaluator

female representative from CINDA and numerous children

USAID/Sri Lanka - 356 Galle Rd., Colombo 3, Tel: 574-333

Ms. Lisa Chiles, Mission Director

Mr. Gary Robbins, General Development Officer

Mr. Mark Silva, Democracy and Humanitarian Assistance Program Officer

Ms. Nishana Fernando, Program Development Specialist

APPENDIX C - ITINERARY

Monday	2/8/99	Arrive in Sri Lanka Meet with Mark Silva of USAID/Sri Lanka Meet with Lisa Chiles - Mission Director
Tuesday	2/9/99	Meet with FINS Mrs. Kalyani Ranasinge FINS President Squadron Leader Cyril Siriwardane Honorary Secretary FINS Mrs. Rupa Jayasekera – Administrative Secretary Dr. JKS Weerasekera, Vice-Chairman, Technical Board
Wednesday	2/10/99	Meet with MHM Ashraff, Minister of Shipping, Ports, Rehabilitation and Reconstruction accompanied by Ambassador Shaun E. Donnelly, Lisa Chiles, and Mark Silva. Meet with Salesian Missions, Aubrey Mills, Director, Int'l Programs, Father Anthony Pinto and Brother Gabriel Gaminga.
Thursday	2/11/99	Meet with Bo Backstrom of Int'l Federation of Red Cross Meet with Bernard Betrancourt, ICRC Meet Gary Robbins, USAID GDO and Nishanda Fernando
Friday	2/12/99	Travel to Negombo to see the Salesian Don Bosco facility, Father Anthony Pinto and Brother Gabriel Gaminga, Aubrey Mills, Director, Int'l Programs, M. Tennekoon and M. Harrera, responsible for report writing and finances.
Saturday	2/13/99	Travel to Haberna, visit with Sarvodaya, Dr. Gaya M. Gamhewage, Director, and Miranda Armstrong, UK intern. Travel to Anaradapura East and the village of Nelliagama
Sunday	2/14/99	Travel to Kandy to see the FINS branch, S.N. Siriwardhane, Administrative manager
Monday	2/15/99	Travel to Nuwara Eliya to meet with Terre des Hommes, Christopher Stubbs, Delegate, and Graham Boyd, external evaluator
Tuesday	2/16/99	Return to Colombo

Wednesday	2/17/99	Meet with Jeevan Thiagarajah, Executive Director, Consortium of Humanitarian Agencies
Thursday	2/18/99	Prepare presentation
Friday	2/19/99	Meet with Lisa Chiles, Gary Robbins, Nishanda Fernando
Saturday	2/20/99	Depart Sri Lanka

APPENDIX D - RESULTS REVIEWED AND RESOURCE REQUEST

Special Objective 2 (SpO 2) - Enhanced Economic and Social Opportunities for Disadvantaged Groups

A. Summary

USAID/Sri Lanka's Special Objective 2 (SpO2) aims to facilitate the reintegration and increase the participation of people who are disadvantaged, primarily by the ethnic conflict. Two components have been designed to achieve this special objective. The first component provides quality orthopedic devices (primarily prosthetics and orthotics) to civilian victims of the civil strife. The second component mobilizes communities to provide formal and non-formal activities to promote psychosocial health of children affected by the stress and trauma of war.

The Mission views the achievement of the special objective as on track. Successes achieved under this SpO can be substantially attributed to USAID's utilization of local and international non-governmental organizations (NGOs) as its implementation partners, who have been able to work under extremely stressful and dangerous circumstances in and around conflict zones. Despite this fact, progress under the orthopedic component is slightly below Mission expectations. However, the psychosocial component has exceeded expectations when assessed against targets.

B. Key Results

More than 15 years of armed conflict in Sri Lanka has left no one untouched. While many groups have been affected by the ethnic strife, none have been more marginalized than the physically disabled nor more traumatized than the children. Landmines and other ordnance have, in an instant, changed the lives of thousands of people forever adding physical hardship to an already bleak economic outlook. Children have been drawn into the conflict in many ways. Many have been killed and maimed, thousands have witnessed violence, and scores grieve for the loss of parents and loved ones. For most, war is what they know and violence is the norm.

Through the Global Bureau's (G/PHN/HN/EH) Leahy War Victims Fund (WVF), USAID is providing essential services for civilian amputees and other physically disabled persons. Only one other organization addresses the physical mobility needs of this group, but the number of limbs they produce is negligible and the cost of their services out of reach for the average Sri Lankan. In 1998, more than 1,250 beneficiaries were fitted with artificial limbs. More than fifty percent of this number received their injury as a direct consequence of the ongoing civil conflict.

USAID's partner in this program, The Friend in Need Society (FINS), is Sri Lanka's oldest social service organization. In 1985, FINS pioneered their Jaipur Foot Program filling a need scarcely touched by a handful of government hospitals. Since 1991, USAID has partnered with FINS to extend the breadth of services to more than 6,000 amputees. FINS remains the single largest provider of prosthetic and orthotic services in Sri Lanka.

Through funding provided by the Global Bureau's (G/PHN/HN/EH) Displaced Children and Orphan Fund (DCOF), USAID supported the formation of sixteen community-based organizations, is working in more than 130 villages, and has provided direct psychosocial interventions to more than 3,700 children. In addition, more than 5,000 children, youth and parents have been indirectly reached through drama, play and community awareness activities aimed at increasing consciousness of HIV transmission, child prostitution, abuse, and maternal/child health.

USAID's partnership with three organization, two PVOs and one LPVO has allowed it to enter into areas controlled by both sides of the ethnic war in an attempt to make children zones of peace. Unique to these programs, the organizations make a conscious effort to include children from the three main ethnic groups, Tamil, Muslim and Sinhalese and for most of these children it is the first time that they have realized that "enemy" likes to laugh and play just like them. Through the children, community groups are formed and adult prejudices are addressed. While still immature, these groups have begun to taken assertive actions to address their own health and welfare needs.

Under USAID supported programs, national and international advocacy and policy issues have been brought to a forefront. Grantee work with male child prostitutes has elevated the recognition of pedophilia as a national problem and in one instance was directly responsible for the extradition and incarceration of a pedophile ringleader. Yet another grantee's program has been acclaimed by the government and is under consideration for adoption as a national model.

C. Performance and Prospects

Performance as measured by SpO indicators shows mixed results. Under the orthopedic component, FINS produced 1,258 limbs versus a target of 1,500. Lower than expected results can mainly be attributed to the branch of FINS (there are four FINS branches producing limbs) located on the Jaffna peninsula which provided services to only 66 percent of its targeted beneficiaries. Continuous eruptions of hostilities isolated the peninsula on several occasions during the year and Ministry of Defense embargoes have restricted the amounts and types of goods which can be shipped to Jaffna; some of which are necessary components in prosthetic limb production. Similarly, other branches of FINS have noted increased military restrictions on travel in and out of the conflict zones. This has reduced the ability of the most needy amputees to access the prosthetic centers.

The shortfall in prosthetic provision is a result of lack of demand rather than a lack of services. Anecdotal evidence indicates that many more amputees are in need of services but are unable to travel out of the conflict zones and USAID's partner is unable to travel in. As restrictions on travel are projected to continue, attainment of targets for this indicator may fluctuate in either direction. Moreover, the age distribution of amputees receiving services between the years 1985-1995 indicates that fifty percent of the 8,000 served were between the ages of 11 and 30. As an amputee in the developing world requires a new limb every four years, the cycle of need will never be complete.

SpO performance under children's psychosocial component has shown better than expected results. An increase of 3,709 children participated in community-based psychosocial activities aimed at addressing the affects of conflict related trauma as compared to a target figure of 3,300. Partners and communities note that the increased participation is a result families and teachers seeing the impact of the activities on the children and then advocating for and encouraging full support. Results under this program have been further confirmed when adjacent communities have approached project partners with requests for similar interventions for their children. Moreover, preliminary results of a study on 7,000 project beneficiary children indicate less incidence of psychological disturbances such as nightmares, bedwetting, and aggression. A follow up study of these children is slated to be conducted in November 1999.

USAID partnerships under this component have also had significant advocacy and national policy impact. First, through work done under a grant to the Salesian Missions, Sri Lanka has recognized pedophilia as national problem and with Salesian assistance recently extradited for incarceration a long time pedophile resident in the country. Second, a program designed under a Mission partnership to a local PVO has recently been reviewed by a new presidential task force for possible adoption as a national model. Finally, a Mission's partnership program has brought awareness on the issue of conscription of children soldiers to an international level.

To date, these programs have reached 13,477 children in nearly 200 communities. Initial interventions target the reestablishment of normalcy through increasing educational opportunities. UNICEF estimates that literacy levels, once in excess of 80 percent, have reduced drastically as a result of interrupted services and that children who do not attend school or other structured activities are vulnerable to recruitment as combatants. More than 775,000 persons remain internally displaced by the conflict, and hundreds of thousands more have witnessed or been affected by the violence it has brought. There are no estimates of the number of children who have been traumatized over the past 16 years. A recently established Presidential Task Force on Human Disaster Management is currently attempting to quantify the magnitude and geographic distribution of, among other, children affected by the conflict. USAID will work in close collaboration with this task force.

D. Possible Adjustments to Plan

In 1985, the Friend in Need Society began their Jaipur foot program in an attempt to provide prosthetic services to a growing number of amputees. At that time, their numbers were estimated to be more than 5,000. FINS selected a prosthetic technology, the Jaipur system, that was relatively basic, yet durable for rural Sri Lankans. More than the past thirteen years, with substantial USAID assistance, FINS has reduced this backlog and is now able to meet current demand. The Jaipur limb is an aluminum limb that is fairly heavy and does not allow for a normal gait for above the knee amputees. In collaboration with the International Committee for the Red Cross (ICRC), FINS is exploring their ability to provide an alternative prosthetic system; the ICRC polypropylene leg. The ICRC system is a well developed method designed for the developing world. USAID's Leahy War Victims Fund supports the use of the ICRC system in several other countries such as Cambodia, Laos, Angola and Mozambique. Technical consultants sent by the WVF to assess the FINS program strongly support this upgrade in technology and skill.

As a result, the Mission believes that a tripartite arrangement between USAID, FINS and ICRC would increase FINS capacity to provide ongoing prosthetic services as well as substantially increase the quality of their product. The current FINS grant ends in September 1999 and at that time the Mission plans to support a FINS technical upgrade. Financial and human resources will be provided by ICRC and FINS. USAID will maintain current funding levels, but anticipate production targets outlined in the performance tables may decrease slightly as centers undergo physical upgrades and technicians receive skill training.

Targets for Indicator 2.2 (# of children...participating in psychosocial activities) were reached this year, but they are not an accurate measure of the programs' impact. Initially these activities were considered purely humanitarian and the resulting indicator, numbers, measured their growth. However, rather than start small and gradually increase, these activities went to scale very quickly. They immediately reached very high targets.

In the remaining period of the strategy, the targets should be addressed as a percentage rather than a whole number. This context around who is receiving services and who is not will give a better understanding of impact. Most grantees were not able to provide this denominator information for this fiscal year. The Mission proposes to use *Percentage of children participating in psychosocial activities. The numerator is the number of children participating and the denominator is the total number of children in the target area.*

E. Other Donor Programs

USAID is one of a host of donor agencies working in the area of economic and social opportunities for disadvantaged groups. Other donors include UNICEF, UNHCR, ICRC, the European Union, and NOVIB (the Netherlands). However, USAID was the first to fund grantees that were each working in under served areas. USAID led the way in recognizing that the

populations targeted were among the most needy and disadvantaged. Project partners have leveraged USAID funding to support capital improvements as well as allow local partners to become self-supporting. Moreover, USAID is a participant in the Consortium of Humanitarian Agencies. The Consortium is an advocacy and coordinating body of donors and NGOs now serving on the Presidential Task Force on Human Disaster Management.

F. Major Grantees

In order of funding, the major grantees under SpO 2 are Friend in Need Society, Salesian Missions, Saravodaya and Terre des Hommes/Lausanne.