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Community Mobilisation Concept for IFSP

INTEGRATED FOOD SECURITY PROGRAMME
TRINCOMALEE

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Preface

To improve the living conditions of the rural population and to promote reconstruction and redevelopment the Sri Lankan government proposed a support programme for food and nutrition security for Trincomalee and Ampara districts in 1996. This proposal was appraised in September 1997 and the Integrated Food Security Programme Trincomalee (IFSP) was agreed for a first phase starting from August 1998 to May 2001. Ampara district is included in the IFSP with a food-for-work component.

The objective of the Integrated Food Security Programme Trincomalee is:
“People who are at risk of food insecurity and who are affected by the conflict, diversify and intensify their food and income sources and improve their diet and health care.”

The IFSP has been implementing a large number of small scale projects. Systematic planning and mobilisation of target groups (people from all three communities who are affected by the ongoing conflict and are at food risk) as well as services providers (government institutions and non government organisations) is a precondition for sustainability.

To support the project management and to enhance co-operation with partner institutions and organisations IFSP applies short-term expertise covering a number of subjects. The short term-term experts perform subject matter tasks which include training of partner staff.

Investment in human resources and institutional support are key aims of German development co-operation. In this respect external expertise meets the needs of partner staff for applying advanced know-how and skills, enhancing communication and encouraging individuals in their career development. The particular situation in Trincomalee makes it even more important to have international and Sri Lankan short-term experts working with partner staff.

IFSP has established a documentation which includes planning document, working papers, technical papers and photo documents. These documents reflect project progress and are expected to assist the project management in planning and implementation and at the same time enhance co-operation with partners. The views expressed in the reports are shared by IFSP, however, remain the responsibility of the authors.

Trincomalee, April 2000

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Abbreviations

CATAD	Centre of Advanced Training in Agricultural and Rural Development, Humboldt University, Berlin, Germany
CBO	Community Based Organisation
DoAS	Department of Agrarian Services
DPS	District Planning Secretariat
DS	Divisional Secretary
FFW	Food-for-Work
FO	Farmers' Organisation
GO	Governmental Organisation
GN	Grama Niladari
GS	Grama Sevaka
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
IFSP	Integrated Food Security Programme
IGA	Income Generating Activities
IRDP	Integrated Rural Development Programme
JRP	Jaffna Rehabilitation Project
MPIPA	Ministry of Plan Implementation and Parliamentary Affairs
NEIAP	North-Eastern Irrigation and Agriculture Programme
NGO	Non Governmental Organisation
PIDA	Participatory Institute for Development Alternatives
PIV	Preliminary Investigation Visit
PNA	Participatory Needs Assessment
RDTRI	Rural Development Training and Research Institute
SEEDS	Social Economic Enterprises Development
SLF	Sewa Lanka Foundation
SM	Social Mobiliser
SMC	Social Mobilisation Co-ordinator
TDDA	Trincomalee District Development Association
TPC	Technical Project Committee

1. BACKGROUND

In Trincomalee district an alarmingly high percentage of the population is malnourished and exceptionally impoverished. With a large number of houses, village infrastructures and the production base destroyed, large sections of the population are suffering from alarming chronic and acute malnutrition. Households run by single women, often widows, are particularly hit.

The purpose of the Integrated Food Security Programme (IFSP) Trincomalee is to enable needy and impoverished groups whose food situation is precarious to raise and diversify their nutrition and income levels as well as improve their health. To achieve this purpose, the following results are aimed at: 1) Social and economic village infrastructure improved; 2) Village health care and health awareness improved; 3) Outreach of existing advisory and extension services improved; 4) Additional employment opportunities available to target groups; 5) Improved provision of financial services to target groups by established and reputable institutions; 6) Project-related institutions in government and non-government sectors are supported in target group outreach and social mobilisation.

IFSP is working in five divisions of Trincomalee district: Padavisiripura, Kuchchaveli, Gomarankadawela, Muthur, Eachchilampattai.¹ The project has started with Participatory Needs Assessments (PNA) in 16 villages, carried out by integrated teams of governmental and non-governmental staff. Technical advice for the project implementation is scheduled under the responsibility of service providers (GOs or NGOs).

The implementing partners are supposed to be either GOs or NGOs but recently selected community based organisations (CBO) or action groups are addressed to enhance their “demand” capacity and independence. They represent target groups in the villages. The target groups are expected to not just participate in “their projects” but are challenged to apply their own capacity by actively contributing in terms of kind, cash and management aiming at promoting ownership and thereby reducing dependency and vulnerability.

First ideas for a social mobilisation concept for IFSP have been developed by IFSP-CATAD in summer and autumn 1999 on the basis of assessing the prevailing ground conditions and by taking note of the experiences gained by other projects and organisations in Sri Lanka.

2. OBJECTIVE OF THE MISSION

The aim of the consultancy mission was to further elaborate a social mobilisation concept for the IFSP and to assist the project to continue its efforts for social mobilisation in a systematic and at the same time pragmatic way. The major tasks of the consultancy team was

1. To develop ideas for the social mobilisation concept of IFSP on the basis of experiences of other projects and NGOs in Sri Lanka.
2. To familiarise the newly recruited social mobilisers with the IFSP and the social mobilisation concept, to further elaborate the concept as well as the terms of reference together with the social mobilisers.
3. To elaborate guidelines with concrete content-wise requirements for the social mobilisation, to screen and contact appropriate training institution and to facilitate the selection of a training institution for the IFSP.

The detailed terms of reference are presented in Annex 1. The consultancy team stayed in Sri Lanka from February 2nd to March 12th 2000. A detailed working schedule is presented in Annex 2.

¹ Food-for-work covers in fact all 11 Divisions and includes support for Ampara District.

3. METHODOLOGY

To reach the objectives of the mission the consultancy team

- Reviewed relevant project files and documents and conducted interviews with other projects, institutions and NGOs, about their approach and experiences on social mobilisation (e.g. Jaffna Rehabilitation Project, NWDZP, IRDP Badulla, Department of Agrarian Services (DOAS), Sewa Lanka, Sarvodaya, Samurdhi Programme, NEIAP); interview-guidelines are presented in Annex 3.
- Conducted interviews with selected training institutions on their training approach and experiences, e.g. PIDA, RDTRI, Sewa Lanka (see interview guideline, Annex 4)

Furthermore, the social mobilisation concept was elaborated in co-operation with the IFSP management and the seven social mobilisers employed recently by IFSP, who familiarised themselves with their new role and functions.

To gain insight into the potentials and limitations of social mobilisation, the social mobilisers and the consultancy team

- Joined a two days exposure visit to the IRDP Badulla, where experienced field staff and social mobilisation trainers gave an introduction into their activities. On the second day two villages had been visited for an exchange of experiences with the local social mobilisers and representatives of CBOs (Annex 5).
- Jointly visited the DS-Muthur and interviewed Samurdhi Managers and Samurdhi Development Officers about the programme of Samurdhi in Trincomalee District, their work and experiences with social mobilisation (Annex 6).
- Jointly evaluated the lessons learnt from these exposure visits and prepared the presentation for the workshop. For this purpose, the social mobilisers had been introduced to visualisation and presentation techniques.

Special emphasis was given on a participatory approach by involving all IFSP partners in the process of concept elaboration, through

- Informing on the purpose of the mission and discussing the envisaged programme on a preparatory workshop, held in the IFSP working room at the District Planning Secretariat.
- Meeting representatives of relevant partner institutions, e.g. DOAS, Sewa Lanka, EHED for an exchange of experiences in the field of social mobilisation and strengthening of community based organisation.

The results of the mission were presented to and discussed with the IFSP management and all partners at a workshop held at the conference hall of the Kachcheri, Trincomalee on 8th March 2000. The concept for social mobilisation was furthermore presented and discussed at the Regional Development Department, Ministry of Plan Implementation and Parliamentary Affairs. Comments and contributions raised at the workshop and presentation were incorporated in this report.

4. THE SOCIAL MOBILISATION CONCEPT FOR IFSP-TRINCOMALEE

Social mobilisation within IFSP, Trincomalee does not follow a blueprint approach. It has some elements in common with other approaches in Sri Lanka, such as empowerment of marginalised poor groups through awareness creation, as well as self-organisation to encourage people making use of their own potential and resources. However, the approach

itself is tailor made with regard to the frame conditions of Integrated Food Security Programmes in general and the specific conditions the IFSP Trincomalee faces in particular.

4.1 Limitations of social mobilisation within Integrated Food Security Programmes

A challenge for social mobilisation within Integrated Food Security Programmes (IFSPs), as they are conceptualised, is to bridge the gap between emergency aid and long term development. To achieve the project purpose of sustainable food security IFSP's follow short- and long-term considerations. The IFSP Trincomalee combines short-term food security via transfers, such as food-for-work, local grants for rehabilitation of the production infrastructure, health care and nutrition awareness etc. with an approach towards mobilising human resources and thus, generates the social and productive basis needed for long-term food and nutrition security.

In comparison with IRDP's the aim of social mobilisation within an IFSP has to be more specific and modest. For instance, an empowerment process within an IRDP might start with formation of village based groups while an IFSP, more realistically, limits such a process to purposively strengthen existing groups.

The IFSP Trincomalee focuses on the impoverished, war affected and malnourished rural population. However, the impoverished can not be regarded as a homogenous group. With respect to differences in potentials and limitations three categories within the poorest strata of a village can be distinguished:

- Improving: Who could be lifted above the poverty line (according to consumer household survey, 1989: 860 Rs. /head/ month) with a certain external push?
- Coping: Who is struggling for daily survival due to limited potentials and resources?
- Declining: Who is vulnerable to any kind of crises, stress and shocks as they is no access to resources and no political voice nor any other adequate coping strategy?

Social mobilisation within IFSP is expected to lift-up the first group. For achieving an impact on the two other groups, a longer social mobilisation process and additional activities (such as credit programmes, establishment of saving groups linked with income generation activities etc.) would be needed.

Addressing now the specific conditions in Trincomalee, rehabilitation of destroyed infrastructure is a prime concern for increasing agricultural production. However, any rehabilitation has to be accompanied by social mobilisation to counterbalance a pronounced recipient mentality, which in the past frequently resulted in the lack of responsibility for projects and their maintenance. As many people have been displaced and resettled several times, which forced them at least temporarily into dependence on relief and welfare, the recipient mentality is assumed to be more prominent in Trincomalee district than in other, non-conflict affected areas in Sri Lanka. In combination with a pronounced top-down planning and extension approach people end up as passive recipients of social welfare.

Another emphasise of social mobilisation within the IFSP Trincomalee will be the facilitation of service provision. The need for the facilitation of services derives from the broad concept of nutrition security. Due to the number of disciplines involved, a multisectoral approach has been chosen which requires the integration of many different stakeholders as service providers. At present, service provision, be it from governmental or be it from non-governmental side, is neither targeting the specific needs of affected population groups nor is it sufficiently demanded by them. Social mobilisation within IFSP has to start from both ends: a social mobiliser within IFSP facilitates service provision whilst mobilising the service

providers to deliver goods and services as well as mobilising the selected groups by informing them about these services and encouraging them to demand these services.

4.2 Aims of the social mobilisation concept

Social mobilisation within IFSP, Trincomalee is the entry point for a people centred development process. It is build around and upon Participatory Needs Assessment (PNA)². The process starts with mobilising the entire community and preparing them for joining PNA. PNA aims at identifying the priority needs of a village as well as village level groups as implementing partners. After PNA social mobilisation addresses the strengthening of the identified groups.

The combination of social mobilisation and PNA aims at:

- making people aware of their own potentials (resources, knowledge)
- encouraging them to make better use of own resources
- improving self-help capacities and capabilities of selected groups

Special emphasis of social mobilisation within IFSP is laid on:

- encouraging people to participate in the analysis, planning, and implementation of projects and contributing in terms of labour or kind.
- facilitating service provision by encouraging selected groups to demand services as well as by informing service providers about villagers request
- monitoring and training of the identified groups in self-monitoring

4.3 Who will be mobilised?

- Before PNA: the entire community
- After PNA: the village groups, identified during PNA

As IFSP distinguishes between poverty group projects and community projects³ there will be usually several groups identified within one village. The social mobiliser will therefore focus his/her work mainly on village groups and functioning CBOs.

Action groups

Newly formed during PNA; action groups are implementing partners on village level for poverty group projects. Examples for poverty group projects are agricultural extension, home gardening, goat and poultry rearing.

Community-based-organisations

² Social mobilisation of the entire community contains elements, such as Problem Analysis on Community Level, Problem Analysis with Vulnerable Groups, Identification of Vulnerable Groups (see IFSP/CATAD (1999)), which will be differently repeated in PNA. This should not simply be regarded as duplication. Both, the social mobiliser as well as the PNA-team (which consists of staff of IFSP service providers: different departments and NGOs) need this insight into the village situation. The awareness created among the villagers during PNA will be deepened in the process of social mobilisation.

³ The double strategy of community and poverty projects was proposed by IFSP/CATAD (1999). It was assumed that the double strategy of community and poverty projects will minimise the potential scope for dissatisfaction and thus conflict or counterproductive forces, and yield a reasonable impact on poverty reduction. Community projects will be most acceptable to the village leaders, but might benefit vulnerable groups to a limited extent only. Poverty-oriented measures might reach the poor, but might face the danger of being counteracted by influential leaders, because these activities do not show advantages to them or even might challenge existing power structures.

Already existing on village level, assessed and selected as implementing partners for community projects during PNA. Community projects cover rehabilitation of village infrastructure such as minor tanks, drinking water wells, school gardens and plant nurseries, agro wells, irrigation channels, drainage facilities, agricultural roads, utility buildings etc.

The social mobiliser is expected to encourage the capacities of selected group representatives, which should serve as a link between the groups and the social mobiliser as well as the service providers. These group representatives are e.g. the president of a farmers organisation as representative for a community project and/or a selected contact person as representative of an action group.

Box 1: Who is the contact person?

The contact person is a member of an action group, elected by all members. The social mobiliser assists the groups in the selection of a contact person. Suitable are persons well respected in the village, impartial in their attitude, with good communication skills and an integrative character. Female candidates will be especially promoted to ease women's participation and to ensure that their specific needs are equally considered in the village.

His/her duties are:

- organising group meetings
- informing the social mobiliser what was going on in the village during his/her absence
- transferring messages from the social mobiliser or service provider to the group
- motivating group members to actively participate in project planning, implementation and monitoring

The contact person will be trained by the social mobiliser.

4.4 Who are the social mobilisers of IFSP?

To promote social mobilisation IFSP is employing own staff. Alternatively, IFSP could have assigned this task to a competent NGO. But due to the lack of competent local capacity and considering the particular local set-up IFSP embarked on its own approach and did not opt for outsourcing social mobilisation as practised by other projects⁴. It is important for social mobilisers of IFSP to know the specific programme approach which should allow to closely work with the different partners and to facilitate service provision.

It was difficult to find capable social mobilisers from all three communities. The recruitment resulted in a large number of applications. Having interviewed and assessed the capacity of the applicants seven male professionals from the Tamils community were selected. The lack of applicants from other communities and in particular from women challenges IFSP to intensify the lobbying and advertising for these vacancies.

The social mobiliser team consists of members with different professional backgrounds and are mostly degree holders. One of them, who knows IFSP better as he has been a member of the PNA teams as well as IFSP-CATAD team was appointed as co-ordinator.

A social mobiliser of IFSP will work in a village only for a limited period. To avoid the creation of new dependency the social mobiliser should start thinking as early as possible of his/her withdrawal from the village by delegating responsibilities and tasks to the group representatives (president of CBOs or contact person of action group). To build up and

⁴ Such as the Worldbank funded NEIAP.

promote the capacity of a contact person so that she/he is able to replace the social mobiliser later on will be the decisive criteria for successful social mobilisation. However, IFSP has not yet determined the final aim of group strengthening and the question arises whether groups will continue to exist beyond IFSP projects.

4.5 Social mobilisation within the project cycle of IFSP

CATAD-IFSP (1999) developed a model for a “Participatory Integrated Village Development Approach” (PIVDA). This project cycle serves as guideline for IFSP planning and co-ordination procedures. It defines the consecutive steps in project identification, implementation, and evaluation. It also attributes responsibilities to different actors involved.

How does social mobilisation fit into the planning and implementation procedures of IFSP? The social mobiliser is expected to accompany a village through the whole project cycle. The cycle starts with the selection of villages and ends with the evaluation of projects (see illustration below). The mobilisation tasks are defined at each of the seven steps of the cycle as well as for the four mobilisation phases in between the steps.

The project cycle has to be seen as short term approach: the process from village selection to PNA to project implementation could be finalised within six months, if procedures are clear and partners are well co-ordinated. So far the duration of each phase can be only roughly estimated as it depends very much on the kind and size of projects as well as the lengths of administrative procedures (operational frame work, Annex 7).

Step 1: Village Selection:

The social mobilisation co-ordinator assists the IFSP management in:

- evaluating the village data sheets
- selecting villages
- allocating villages to the social mobilisers

The Social mobilisers study and consider all available information, in particular from the village data sheets before entering the village.

Community Mobilisation Phase

The social mobiliser takes a leading role in:

- building up mutual confidence with entire village community
- motivating the people to become involved in a learning and action oriented development process to improve their livelihoods
- stimulating reflections on different issues, sensitise for the negative and positive development factors and the cause/effect relationships of poverty and to jointly learn about potentials and constraints for development, (e.g. through the tool “Road To Progress” (RTP), Annex 8)
- identifying different interest groups in the village and creating space for the less powerful and poorer groups to express their needs.
- getting an overview on the functioning of existing community based organisation (CBOs)
- preparing villagers for Participatory Needs Assessment (PNA)

In this first phase of community mobilisation, the social mobiliser has to contact the village frequently (e.g. 1-2 times a week). The frequency of visits depends on the size of the village and its ethnic composition. First the village leaders should be contacted.

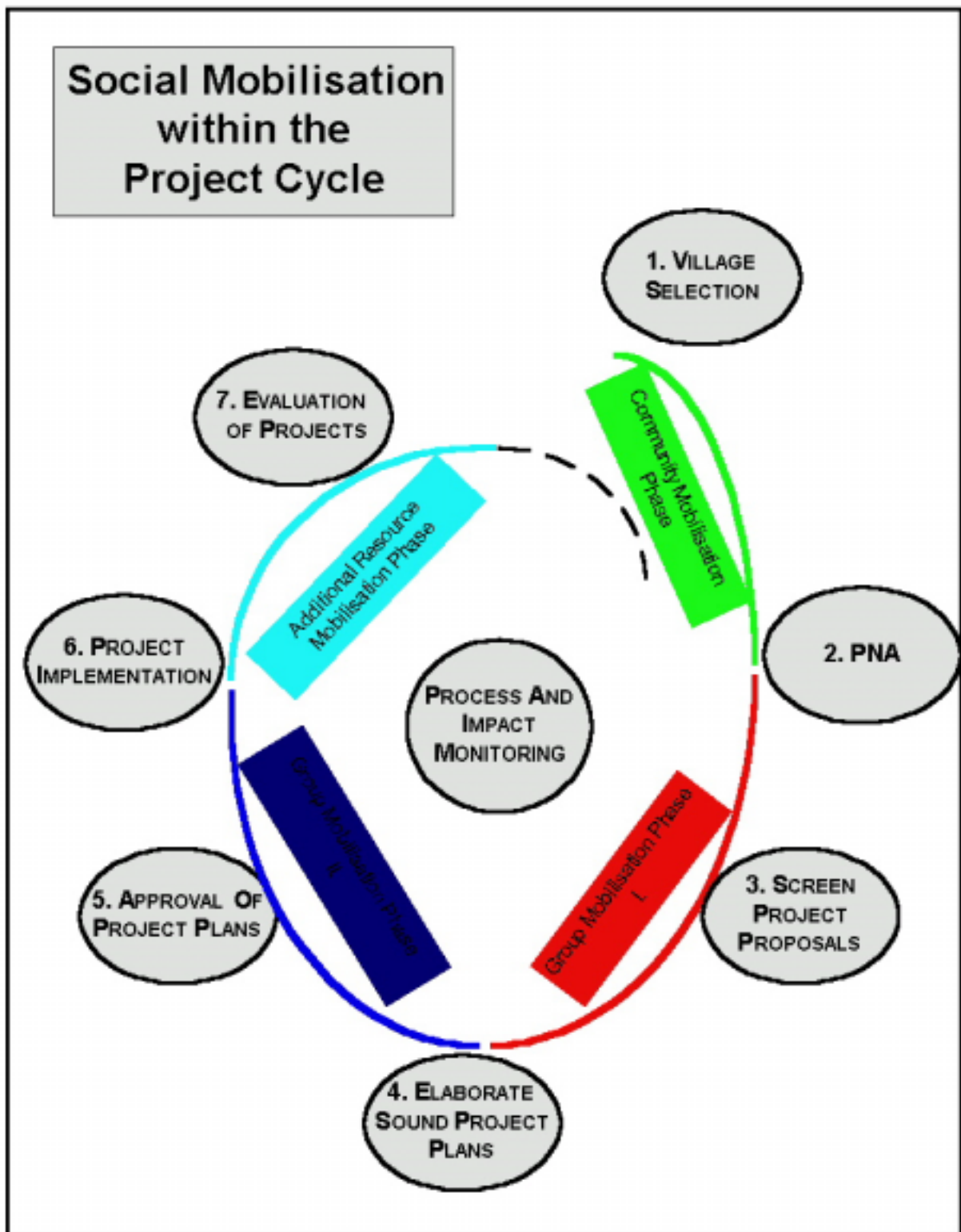


Illustration: Social Mobilisation Cycle, Bigdon/Engel, 2000.

A village workshop is to be held to introduce the social mobiliser to the villagers and to motivate the different groups to participate and to create an atmosphere conducive for a communal learning and action process. In the following, the social mobiliser contacts different families through household visits, to identify the different social groups and their specific living conditions and problems. The second workshop is meant to sensitise for the negative and positive development factors through an analysis of cause/effect relationships

of poverty. The last activity in this phase is to prepare the villagers for the following PNA workshop and its aim.

Step 2: Participatory Needs Assessment (PIV & PNA)

The social mobiliser is responsible to:

- support the GS/GN in the preparation of logistics (arranging time and location for meetings, accommodation, food) for the Preliminary Investigation Visit (PIV) and PNA to follow

The social mobiliser is a member of the PNA team with a particular role. Due to his/her background knowledge about the socio-economic situation in the village he/she supports the PNA team with additional information, however, has to refrain from interfering in the process. His/her role is a passive one and can be described as:

- facilitator for logistical preparation and for establishing a good rapport with the village
- back-stopper for additional information, during PNA as well as during report writing
- observer of the process, during PNA

Group mobilisation phase I:

Strengthening of selected CBOs (for implementation of community projects) and action groups (for implementation of poverty projects)

The social mobiliser is taking a leading role in:

- introducing the potentials of collective action
- discussing the role of the identified organisation in the community, their strengths and weaknesses
- assisting the groups in finding a common vision and in determine what they want to achieve
- identifying one contact person per group, and where necessary select other office-bearers, like a treasurer
- building up the capacities of the contact persons that they can act as a link person between the different stakeholders and assist the social mobiliser in mobilising the group members

During this phase the social mobiliser is supposed to visit the village one or two times a week. At the beginning of this phase, the social mobiliser organises a joint meeting of all groups identified during PNA. He/she explains the benefits of collective action. Afterwards, in separate group meetings the social mobiliser analyses together with the respective groups their strengths and weaknesses. The next step is to assist the groups in selecting their representatives (wherever necessary) and to organise themselves. Strengthening of the selected CBOs should be done in close co-operation with the respective departments or NGOs, which originally formed the groups, e.g. DOAS for FOs and RDSs, as they are responsible for the further guidance of these local groups.

Step 3: Screening of project proposals and discussing them with the Divisional Secretaries

The social mobilisers facilitate:

- the Technical Project Committee (TPC) with additional information about the socio-economic situation in the village
- the Divisional Development Committee meeting (DDC) with specific local information

Group mobilisation phase II:

Strengthening of selected CBOs (for implementation of community projects) and action groups (for implementation of poverty projects)

The social mobiliser is responsible for:

- training of groups in general group management, e.g. self-organisation, leadership, clarification of responsibilities, etc.
- training of groups in financial management, that the groups are able to calculate family income & expenditure, as well as costs & benefits of the envisaged projects
- supporting the feeling of ownership for project implementation and project maintenance through clarification of responsibilities of the groups (contribution, maintenance)

The social mobiliser contacts the villages one or two times a week. In this phase she/he works intensively with the selected groups (CBOs and action groups). Training is given to the groups on general group management, like self-organisation, leadership, clarification of responsibilities etc. Furthermore the groups have to be trained in financial management, that they are able to calculate family income and expenditure as well as costs and benefits of the envisaged projects themselves. The social mobiliser should intensify efforts to build up the capacity of the contact persons.

Step 4: Elaboration of project plans

The social mobiliser facilitates:

- service providers to elaborate project plans in a participatory, sound and pragmatic way

Step 5: Final approval of projects

The social mobiliser informs:

- the target groups about the project approval

Step 6: Project implementation

The social mobiliser is responsible for:

- mobilising and facilitating the service provision
- motivating poorer groups to participate
- encouraging the villagers to demand service provision
- monitoring the project process and train the groups in self-monitoring

Additional resource mobilisation phase:

Facilitation of access to financial service and credit institutions

The social mobiliser is involved in:

- motivating group members to join existing saving programmes, (e.g. Samurdhi) and/or assist creating own saving groups
- informing the groups about existing credit possibilities and their conditions (e.g. SEEDS, Samurdhi) and to link interested groups with representatives of these institutions
- arrange meetings with other experienced groups to learn from their experiences

Encouragement of villagers to start additional income generating activities and small enterprises

The social mobiliser is involved in:

- analysing previous experiences with income generating activities and drawing conclusions from failures for future activities
- creating awareness for own opportunities and limitations

- organising meetings with resource persons or experienced groups
- linking target groups with service providers active in this field

In this phase the social mobiliser prepares the groups to take the development process in their own hands. The main task is to provide information on saving and credit as well as alternative income generating activities. Linking the groups with competent resource persons and service providers is seen as an adequate alternative for starting an own saving and credit programme within an IFSP.

Step 7: Project evaluation

The social mobiliser is supporting:

- evaluation of project implementation and impact by the local groups themselves
- the TPC which is responsible for the evaluation

With the evaluation of projects the project cycle of IFSP comes to a preliminary end. It has to be assessed what villagers have learned during the project cycle and in how far dependency from outside assistance has been reduced. To some extent, additional support from IFSP side might be still needed, before the social mobiliser can be withdrawn from the village.

Evaluation is a necessary step to learn from experiences in the past and to draw conclusions for improving social mobilisation in other villagers. In addition to that, it will be necessary to do continuously monitoring to be able to make adjustments, wherever necessary at earlier stages.

Process & impact monitoring

The social mobiliser joins and may take the lead to:

- monitor the process of the project implementation
- monitor the group development
- observe unplanned negative impacts. To avoid negative impacts the social mobiliser has to be an impartial, neutral person (especially in uncleared areas it will be important to keep in contact with both sides).
- identify common subjects and interests
- facilitate discussions within groups and dialogue with other groups

Process and impact monitoring is an ongoing activity throughout all phases. It combines the monitoring of group development, of project implementation and of possible unplanned, negative side effects. At the beginning of social mobilisation it would be the task of the social mobilisers. At later stages she/he needs to train the groups in self-monitoring. Self-monitoring consists of joint learning by sharing ideas and experiences, and by reflecting on the successes and failures of the past.

5. GETTING SOCIAL MOBILISATION STARTED

Several activities and arrangements are necessary to get social mobilisation started. The following summarises the need for the selection of a training institution (5.1) and the need for modes of co-operation with IFSP partners (5.2). Open questions, which should be approached by the IFSP-management are raised (5.3).

5.1 Training institutions for social mobilisation training

The recently appointed and rather inexperienced social mobilisers of IFSP need to be prepared for their field work through a sound and comprehensive training on social mobilisation techniques. The consultant team elaborated a first rough outline on the content of the training to facilitate the sound preparation of the social mobilisers.

The training should be conducted in different sequences of class-room training, field investigations and joint reflection and evaluation of the field investigations. The training could include exposure visits to other projects or relevant institutions, e.g. financial service providers. At least the field investigation phases should be conducted in Trincomalee District that the trainees get to know their working areas through training on the job. Furthermore, IFSP partners should be integrated through a brief workshop to create awareness and acceptance for the aim of social mobilisation. The workshop should include an introduction to institutional building and strengthening of CBOs.

The following subjects should be covered in the class-room training:

- introduction to the concept of social mobilisation for poverty alleviation
- ways of approaching people; role of the facilitator
- analytical methods to identify and understand causes of poverty and inter-linkages of poverty related problems
- general introduction into service provision and public poverty alleviation programmes in Sri Lanka/Trincomalee District.
- identification of leaders and leadership training
- group formation and institutional development of CBOs
- techniques in moderation and conflict mediation
- introduction to saving & credit programmes
- income generating activities and small enterprise development
- gender awareness training
- introduction to participatory impact monitoring

The selected training institution is asked not just to apply a standard training module, but to adjust the training to the requirements of IFSP thereby focusing on the specific ground conditions. This would allow to create a training programme which could be applied in other areas of Sri Lanka where similar conditions prevail, i.e. training for social mobilisation in a conflict environment.

The training institution should be able to provide the theoretical inputs, but should also be willing to discuss the relevance, potential and limitations of the different modules under consideration of the specific working conditions of the social mobilisers as facilitators for IFSP supported projects.

The consultancy team contacted five competent and experienced training institutions, which are well known and had been recommended for their social mobilisation activities and training concepts:

- PIDA (Participatory Institute for Development Alternatives, Colombo and Kandy)
- RDTRI (Rural Development Training and Research Institute, Colombo)
- Sewa Lanka Foundation, Colombo
- Sarvodaya, Colombo
- Arthacharya Foundation, Colombo

The impressions gained through the interviews were documented for the IFSP management. Major obstacles for the selection of a training institution appeared to be the lack of Tamil speaking trainers, the limited availability of written training manuals as well as limited information about modules and contents of the training. The institutions appear to have their specific standard training approach on social mobilisation. Consequently, the consultancy team recommended the IFSP management to contact two of the training institutions for the

creation of a specific training programme for IFSP under the heading of social mobilisation in a conflict environment.

5.2 Mode of co-operation with service providers

To encourage co-operation with governmental and non-governmental partners the social mobilisers need to be introduced. During a preparatory phase the social mobilisers

- need to be officially introduced in the respective Divisional Secretariats by the Project Director
- need to familiarise with the Divisional Secretariat and the agrarian centres (Kendras) of the division to get to know the relevant governmental and non-governmental field officers of the division they are supposed to work at
- should contact relevant international and national NGOs in Trincomalee to get an introduction into their work (proposed programme in Annex 10)
- should contact local financial service institutions like SEEDS, Samurdhi and private banks, to get to know existing credit programmes, possibilities and their conditions

Regular meetings are recommended to encourage a regular exchange of experiences and enhance co-operation between the social mobilisers, IFSP partners and IFSP management:

- the social mobilisers should be present once a week (on public day) in the DS, to allow close co-operation with all field staff and to secure that villagers can reach the social mobilisers not only when they visit their village
- a regular monthly meeting should be installed, where the social mobilisers and the engineers jointly discuss and report the progress of projects, exchange experiences and discuss problems with IFSP management

5.3 Recommendations and open questions

The concept of social mobilisation for the IFSP leaves some questions open recommended to be considered by the IFSP management before the social mobilisers can start their work.

(1) Integration of social mobilisation in an ongoing process

In future, the mobilisation process will start as soon as possible after a village is selected. However, for the 16 villages, where Participatory Needs Assessment has been already conducted (with 4 villages to be included during the time of the consultancy) social mobilisation activities cannot take place as scheduled in the social mobilisation cycle (see 4.5.). It is recommended to integrate them in ongoing IFSP activities, although the output of social mobilisation will be limited.

Starting point 1: After village selection.

This represents the ideal starting point for social mobilisation. Villages to be selected in future will have a “community mobilisation phase” before participating in PNA and are assisted by a social mobiliser throughout all 4 social mobilisation phases.

Starting point 2: During PNA.

This delayed start for social mobilisation concerns the villages already selected for the coming PNA-round. These villages will not have a community mobilisation phase. The social mobiliser enters the village together with the PNA-team and starts mobilising after PNA with the “group mobilisation phase 1”.

Starting point 3: During project implementation.

This starting point concerns villages, which participated in PNA sometime back and are meanwhile about to implement their priority projects. The elaborated social mobilisation

concept is not applicable for these villages. Social mobilisers have to flexibly combine activities from all social mobilisation phases. In this situation they might neither have enough time to become familiar with the socio-economic situation in the village nor the chance to establish a satisfying rapport with villagers. Within such a short period they might have to concentrate on the facilitation of service provision to render project implementation more effective.

The IFSP-Management is recommended to consider the limited output of social mobilisation, in particular for starting point 3. Social mobilisation in those villages is rather seen as a test field for the social mobilisers to familiarise with their work.

(2) Phasing of social mobilisation

It is not yet clear, how long the social mobilisation phase will take in a village. After the priority projects are implemented and the projects are evaluated (one project cycle), there might be a need for further mobilisation and advice, e.g. for income generating activities or access to credits. Whether IFSP then continues to provide support has to be decided according to the progress of groups.

(3) Financial services

To address the access to and provision of financial services would call for an assessment of all existing credit and loan schemes.

(4) Monitoring

The social mobiliser is involved in monitoring. This would include:

- group development
- progress of project implementation
- unplanned negative impacts of the projects (conflict monitoring)

The introduction of a simple monitoring sheet is recommended to enhance the self-monitoring capacity of local groups. IFSP could possibly build upon the experiences of the DZP. The field co-ordinator of DZP (Sunil Kunare) could assist IFSP by providing a basic training on self-monitoring for groups and later supervise the monitoring efforts.

As for progress and conflict monitoring it has to be questioned whether the social mobilisers are the right persons as they would monitor the impact of their own work. It might be more appropriate to charge a more neutral person of the IFSP monitoring unit or outside expertise with these tasks.

(5) Sinhala social mobilisers; Gender

IFSP management has selected seven Tamil speaking social mobilisers. For the Sinhala areas social mobilisers from this community should be appointed. In certain areas, e.g. Padavisiripura or Gomarankadawela conflicts might occur if Tamil social mobilisers work there. As the project should avoid to get involved in tension prevailing among the communities the IFSP management is intending to employ Sinhala social mobilisers. As there are at present no female social mobilisers the IFSP management should undertake a serious effort to involve women to ensure that gender aspects are integrated addressed.

(6) Training

With regard to the social mobilisation training,

- IFSP management has to decide on the selection of the training institution that the training can start as early as possible
- IFSP management should include government staff from divisions and agrarian centres and non-governmental field staff, preferably from the participants of the training on PNA methods, to integrate them into the social mobilisation training. The aim is to enhance the co-operation of local field staff with the social mobilisers and to strengthen existing structures and capacities.

(7) Conflict situation

Social mobilisation in a conflict affected environment is a delicate issue. The social mobiliser find themselves between different interests: on the one hand their work will be observed by the public and by partner institutions; on the other hand, they might be confronted with existing tensions between different groups in the village. Since they are expected to facilitate dialogue by supporting common subjects and interests at village level the question is, how can the social mobiliser be sensitised and trained for this demanding task.

Considering the challenges of this task it is rather unrealistic to assume that the social mobiliser of IFSP will be in a position to significantly contribute to reconciliation and conflict mitigation. However, they might have a good chance to encourage communities to get together, e.g. facilitate meetings and workshops among leaders of CBOs from the three communities. In any case, expectations should be kept realistic. It would be an achievement if the social mobilisers manage to carefully observe and take notes of possible unplanned negative project impact, to avoid the creation of new conflicts, e.g. with non-beneficiaries and in the end, to facilitate the process of identifying common subjects and interests of village groups through dialogue.

(8) Practical aspects

- Where to locate the social mobiliser - office facilities?
- How does IFSP management supports the co-ordinator of the social mobilisers?
- What facilities could be made available for mobility, accommodation, etc.?

(9) Co-operation with JRP

As the Jaffna Rehabilitation Project (JRP) is focussing on social mobilisation and is working under similar conditions as the IFSP, the consultancy team recommends to start a regular exchange of experiences with the social mobilisation unit of the JRP, e.g. through workshops, exposure visits, etc.

(10) Group formation

Most important for the entire social mobilisation concept is that IFSP decides about the aim of local group formation. On the one hand, village groups have to decide themselves what they want to achieve. On the other hand, IFSP has to be clear how much group strengthening could realistically be provided. Answers to these two questions would be pre-conditions for the work of the social mobilisers and for the formulation of indicators for monitoring of social mobilisation.

(11) Concept for social mobilisation

The concept presented has to be seen as a preliminary step which would require changes and adjustments after the social mobilisers have made first experiences. The adaptations of the social mobilisation approach might also require to adjust PNA-procedures accordingly.

6. SUMMARY

(1) This **report** describes a social mobilisation concept for the Integrated Food Security Programme Trincomalee which was further elaborated during a consultancy mission in February/March 2000.

The **aim of the consultancy mission** was, to

- Develop ideas for the social mobilisation concept of IFSP on the basis of experiences of other projects and NGOs
- Familiarise the newly recruited social mobilisers with their job
- Elaborate guidelines for the training and facilitate the selection of a training institution

(2) **The purpose of the IFSP** Trincomalee is to enable needy and impoverished groups whose food situation is precarious to raise and diversify their nutrition and income level as well as to improve their health.

(3) **Methodology:** the concept has been developed on the basis of information gained through interviews with resource persons of projects, NGOs, IFSP partners institutions and training institutions. Furthermore lessons learnt from exposure visits to IRDP Badulla and the Samurdhi programme Muthur were incorporated into the concept.

(4) **Social mobilisation within IFSP aims** at a people centred development process, which makes people aware of their own potentials, encourages them to make better use of own resources and improves their self-help capacities and capabilities. Special emphasis of social mobilisation within IFSP is laid on the encouragement of people's participation at all stages of the project cycle and the facilitation of service provision.

(5) **Social mobilisation within the project cycle of IFSP:** CATAD-IFSP (1999) has developed a model for a participatory integrated project cycle, which defines the consecutive steps in project identification, implementation, and evaluation. The tasks of social mobilisation are integrated and defined at each of the seven steps of the cycle. Furthermore four mobilisation phases have been elaborated. These mobilisation phases can be distinguished in Community Mobilisation Phase, Group Mobilisation Phase I. and II. and a Additional Resource Mobilisation Phase. While in the first phases the entire village community is addressed, the other phases are mainly focussing on mobilisation and strengthening of selected village groups, like CBOs or action groups, which are implementing partners for the projects.

(6) **Getting social mobilisation started:**

To start the social mobilisation activities of IFSP the newly appointed social mobilisers have to undergo a comprehensive training. Training institutions were approached and the IFSP management was advised accordingly. The IFSP management needs to install a mode of co-operation to encourage that the activities of the social mobilisers are absorbed by the partner institutions and organisations. Regular meetings have to be established where the social mobilisers could exchange their experiences.

(7) **The limitations of social mobilisation within the IFSP:** in comparison with IRDP's the aim of social mobilisation within an IFSP has to be more specific and modest, focussing on an immediate impact through strengthening of selected village groups. The social mobiliser of IFSP will be more a facilitator, who, on the one hand facilitates the service provision whilst mobilising the service providers to deliver goods and services and, on the other hand, approaches the selected village groups by informing them about these services and encouraging them to demand them. The limited capacities of the IFSP in terms of time personnel, management and within the extended team (partner institutions) could reduce the possible impact of social mobilisation efforts.

Social mobilisation within the IFSP might hopefully contribute to lift-up the poorer groups in the village, which have the potential to improve with the help of one external push. To be able to sustainably lift the poorest of the poor is a rather unrealistic expectation. Another limitation for the success of social mobilisation is to be seen in the prevailing recipient mentality which is assumed to be even more prominent in Trincomalee district due to displacement and resettlement of people which forced them at least temporarily into dependence from relief and welfare.

(8) Major recommendations:

- As IFSP has done PNA in 16 villages there are different starting points for social mobilisation. The IFSP-Management should consider the rather limited output of social mobilisation activities for the villages where PNA had already been conducted and where the social mobiliser would only facilitate the implementation of projects. If social mobilisers start to work in those villages it should be seen as a test field for them to make first experiences and to familiarise with their work.
- To support the provision to financial services there is a need for an assessment of the existing credit and loan schemes in the district to have a basis of information.
- The social mobiliser is involved in the monitoring. This includes monitoring of
 - Group development
 - Progress of project implementation
 - Unplanned negative impacts of the projects (conflict monitoring)

For the self-monitoring of groups the introduction of a simple monitoring sheet is recommended. IFSP could build upon the experiences of the DZP.

For progress and conflict monitoring a rather neutral person or a third party should get involved.

- The contribution of the social mobiliser's work to reconciliation and conflict mitigation will be very limited. Expectations should be kept realistic in particular as it is not common and even counter productive to talk about the conflict in public. To be able to perform this task would call for a long-term training and experience in conflict mitigation which is at present neither available nor high on the agenda for social mobilisation. It would already be an achievement if the social mobilisers carefully monitor the impact of projects to avoid the creation of new conflict and facilitate the process of identifying common subjects and interests at village and/or community level.
- With regard to the social mobilisation training,
 - The IFSP-Management has to decide on the selection of the training institution
 - The IFSP-Management should include staff from partner institutions in the training, preferably from the participants of training on PNA methods; this would allow to ensure co-operation at field level
- As the Jaffna Rehabilitation Project (JRP) is focussing on social mobilisation it is recommended to have an exchange of experience initiated.
- IFSP management should decide about the aim of group formation. Local groups have to be encouraged to decide themselves what they want to achieve. As experience is gathered and reviewed the dimension of support for strengthening local groups has to be addressed.

- As the project has only employed Tamil social mobilisers it is recommended that Sinhala speaking professionals are identified. Women should be employed additionally to allow that gender aspects are addressed.

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