

EVALUATION REPORT

UNDEF supported Project in Sri Lanka

***‘Civil Society Empowerment Project to Promote
Democracy’***

Commissioned by
United Nations Office on Drugs and Crime

9069(C)0.7356605(A)2.933021(u)1.9330F(s)-46.080(D)0.73566uDss

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Disclaimers

List of Acronyms

CBO	Community Based Organisation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CHA	Consortium of Humanitarian Agencies
ECOSOC	Economic Council
EA	Executing Agency
IC	Information Centre
IEC	Information and Education Communication
IM	Implementing Agency
HIV	Humano Immune Virus
LTTE	Liberation Tigers of Tamil Eelam
NGO	Non-Government Organisation
SAARC	South Asia Alliance of Regional Countries
SDF	Saviya Development Foundation

Acknowledgements

Fortunatica Consulting Services a part of Fortunatica Infosolutions (P) Ltd. would like

	centres v) Gender and Democracy manual		
Conducted Multi-stakeholder meetings on Democracy and Good Governance	3 meetings conducted	Electoralates, elected leaders, officials from government and private, CBOs and SHGs shared a single platform to discuss about democracy and good governance	Enabled to create a platform where different stakeholders came together to share and learn about democracy and good governance. It also provided an interface between the electorate and their elected leaders
Developing and strengthening SHGs	250 SHGs formed	Created a pool of politically aware persons, largely women in the community and encouraged them to exercise their political rights and address cases of VAW in their area	Women got aware about where to file cases about VAW. They felt the need to build pressure groups to negotiate for tickets to contest election.7(o)2.68583(c)0.93236(r59 25o72435

EXECUTIVE SUMMARY

Saviya Development Foundation (SDF) is a community based organization In Sri Lanka founded in 1991. It is approved by the Sri Lankan Government as a charitable organization. Committed to humanitarian social services, its vision is: 'An empowered community enjoying quality of life". This is expected to be achieved through its mission'- to improve equal opportunity to achieve economic, health and well-being.

SDF works in the three districts of Galle, Matara and Hambantota of the Southern Province of Sri Lanka. The organization works among the rural poor and vulnerable groups, including people with disabilities with focus on women.

SDF has previously worked on several UN projects. This project on 'Civil Society Empowerment Programme on Democracy and Good Governance' it embarked on with the objective of promoting democratic rights among women and vulnerable sections of the society. The project was initiated in 2009 in partnership with UNODC serving as the executing agency and supported by UNDEF. The project was operationalised in the three Southern Province districts of Galle, Matara and Habanatota.

The thrust of the project was to facilitate promotion of inclusive democracy in the Southern Province of SL which would enhance effectiveness of governance.

Relevance and context of the project

The rationale for the project is the poor participation of women in the elected democracy in Sri Lanka. Although Sri Lanka has a favourable gender ratio of over 51%, the representation of women in representative institutions is abysmally low.

Although the structures for a democratic state such as the legislative, executive, administrative and the judiciary are in place, the situation prevailing in the country before and after the conflict with the LTTE has not been conducive to democratic processes. Large sections of the population, largely women, did not participate in the election processes. Furthermore, the rural and powerless sections as also the marginalized and vulnerable groups, including people with disabilities too were by and large were left out of the electoral process due to violence, unfair practices and money and muscle power surrounding the election.

In the post-conflict period, hope that the democratic processes will prevail has been belied. In the recently held elections starting from the Presidential one in 2010, General, Provincial and local government elections held through 2011, despite efb.8213(r)-4324(e)0.584934(d-16.4

It was also observed that through legal information imparted both through trainings and information dissemination packs, awareness on gender rights has improved.

By virtue of its relevance and appropriate interven

discuss issues of Democracy and Governance

- The project has helped in bringing many youth together on a common platform which led to the formation of the Saviya Youth Alliance
- It has provided an interface between grassroots level women and elected leaders, promoting accountability and transparency

Challenges

- The project duration is inadequate as the issues o

- leaders and concerted awareness campaigns at the grassroots level
- It is advisable to extend the project for another phase to consolidate the gains made and create an enabling environment for advocating women's reservation in local, regional and national elected bodies
 - SDF has facilitated in the development of a Youth Alliance, whose capacities should be developed to become partners in:
 - i) promoting women's participation and
 - ii) combating gender based violence
 - Enhancing women's political participation intervention should be implemented at two Levels:
 - a) Policy makers and
 - b) Community
 - Advocacy requires a two-pronged thrust:
 - b) Policy advocacy aimed at policy makers and legislators
 - a) Community-led advocacy to strengthen grassroots democracy, identify good leaders and encourage women to enter politics.

Conclusion

In its two years, the project has kindled interest among the women and the community on issues affecting women and the marginalized people, and the community. It has identified rural women leaders who have evinced interest in entering the portals of local governance. It is critical that such interest is promoted and honed to reach another level, through promoting and supporting another phase focusing on women demanding their rights as equal citizens of Sri Lanka.

The project is a good example of promoting a climate to spread the importance of democracy and good governance, but also of creating interest among women to take active interest in securing their political rights.

SDF very aptly identified Government as its partner. Their 20-year-long track record in the civil society sector was instrumental in getting the support of the Chief Minister, senior politicians and government officers to collaborate in this initiative.

political power (President or Prime Minister), the percentage of women in Parliament and in local assemblies has been abysmally low. In the national Parliament, their presence has never exceeded 5%, and this low percentage even declined to around 4% during the General Election in 2001. Representation in provincial and local assemblies has been unacceptably low. Provincial councils have around 2% women members and one Minister. Municipal councils and Pradeshiya (di (i731 048-276%nal ,councils case anounc Phe 520.5902

This is expected to be achieved through its 'Mission'- to improve equal opportunity to achieve economic, health and well-being.

At the implementing agency level, a monitoring committee was constituted by SDF comprising of a six member team under the chairpersonship of the SDF Chairperson.

A field officer each monitored Galle, Matara and Habantota districts, in collaboration with the grassroots partners CBOs and SHGs, through their respective representatives. The team was responsible for programme coordination and provision of periodic progress reports to the Project Coordinator and the Project Manager. In addition, the Project Manager (PM) made site visits and was responsible to report the project progress to the monitoring committee headed by the Director and to the executive committee of SDF. The Director, Monitoring, reported the project progress to UNODC.

The project period concluded on October 3, 2011 and as per UNODC norms, (as a CSOP+ EA project), an external evaluation to be conducted in consultation with UNDEF was mandatory to review project implementation and to improve programme quality and its support to the partner organizations.

In accordance with this requirement, an external ev

E. Limitations to the Evaluation

Considering the geographical spread of the project, scope and breadth of the project objectives and activities, and the number of stakeholders, the duration of the field study was too short to enable a detailed and exhaustive analysis within the timeframe of the evaluation.

In addition, the following factors constrained the evaluation:

- Preparatory time available for the evaluation was almost negligible
- Non-availability of relevant project related documents well in advance of the SL field visit
- Inappropriate logistical arrangement made for the evaluator in SL
- The person days worked out for writing the report were grossly inadequate for producing a comprehensive report with the kind of analysis expected for such initiatives
- The evaluation was conducted by one expert, while the ToR indicated a two-member team which would have been advisable.

Profile of the Evaluator

Ms Aasha Ramesh has wide experience in the field of women's rights. She has nearly three decades of experience in the development sector. She has worked on issues related to women in political participation. She was subject matter specialist on the issue in the Coordination Unit set up for preparations in India for the 4th World Conference on Women 1995. She has published a study on women in local governance titled, '33 and 1/3% reservation towards women's political empowerment'. During her stint as faculty in the National Institute of Advanced Studies, Bangalore, she was involved in a longitudinal study on 'Women in local Governance'. She is proficient in English and is equipped with good writing skills. She has conducted

government agencies She is conversant in Hindi, and other Indian languages. She has worked with and has gained through the years valuable learnings and

2. ANALYSIS AND MAJOR FINDINGS

A. Relevance of the Project

Context

The people in Sri Lanka expected that the ending of the war with the LTTE would lead to a more representative, transparent and effective political process. The SL governance system is federal. The President, Members of Parliament, members of the Provincial Council and the local authorities are elected through exercise of adult franchise.

Although the basic structures of a democracy such as the legislative, executive, and the judiciary are in place, the conflict situation that prevailed in the country was not conducive to promote democratic processes. Therefore, large sections of the population did not participate in the election processes. They included largely the women, the rural and powerless sections as also the marginalized and vulnerable groups, including people with disabilities. Election-related violence, unfair practices and use of money and muscle power intimidated the marginalized sections, keeping large sections of them out of the electoral process.

In recent years, hope that democratic processes will prevail has been belied. Democratic rights are being openly violated as evidenced by the Parliament defeating the Opposition bill for the right to access information. The ruling coalition delayed introducing the bill in Parliament, did not allow debate on it, and finally when it was introduced, voted it out.

Another instance of violation of democratic norms is the rushing through of a bill to take over private profitable projects/companies, many of which belong to the members of the Opposition party. The ruling party used its power to get the bill passed despite two coalition parties that are part of the government, opposing its passage.

In the recently held elections, starting from the Presidential poll in 2010, and General, Provincial and local government elections held through 2011, efforts were made by both government and non-government organizations to generate awareness among the people to vote and do so judiciously. But the program was urban-centered and rural population had very little access, resulting in a high percentage of invalid votes, around 30%.

In Sri Lanka, the presence of women in decision-making positions, be it the government, bureaucracy, private, academia etc, is significant. However, in politics is it quite the contrary. Of the 225 Parliamentarians there are only 12 women.

There were demands between 1998 and 2000 for reservation of up to 20% in local governing bodies for women, but this was not accepted by the Parliament. It is in the

backdrop of such an environment that this project on enhancing and promoting Democracy and Good Governance was embarked upon.

B. Attainment of Project Objectives

Project Objectives

I. To promote inclusive democracy in the Southern Province of SL which in turn would enhance effectiveness of governance for:

- ◆ Reducing corruption
- ◆ Reducing human rights violations against women and other vulnerable sections of society, and
- ◆ Reduction of electoral malpractices that include corruption and criminal offences related to polls.

II. Human Rights violence against women and other vulnerable sections of society reduced

Short term Objectives

- Particip.0

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Project Strategy

A two-pronged approach

Salient findings and observations from the project areas

Objectives of the project

- To promote inclusive democracy in the Southern Province of SL to enhance effective governance
- To reduce Human Rights violations - violence against women and other vulnerable sections of society

	To cover 10,250 individuals	importance of exercising their votes	
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	government and private sector functionaries	help in ensuring democracy and good governance.	Too many topics covered in short duration thus, nullifying the effect
Prepared 30 sec TV messages to create awareness on election in Sinhala and Tamil languages for telecast	Telecast over a month, 4 times a day	Wider coverage, creating awareness on voting rights	Helped the community to participate in voting irrespective of the fear of violence and to identify a right candidate as their leader.

Analysis

C. Achievement of Project Outputs

The key stakeholders of the project were:

- Community Based Organisations
- Self Help Groups
- Government functionaries
- Private sector representatives
- Media practitioners
- Women and vulnerable groups

I. Interaction with 6 CBOs brought forth the following insights

- Many CBOs were associated with SDF even before the launch of this Project, and were formalized as partners for this project

- There is need for more women to enter politics, since only then women's concerns will get attention and addressed through which a gender perspective can be introduced for Democratic Governance

(Report of meeting Annexure2)

II. Discussions with Government and Private sector functionaries brought forth the following issues:

- ◆ Entering politics continues to be a huge challenge for women.
- ◆ The need for follow-up trainings to keep up the interest generated was strongly articulated
- ◆ Government functionaries found the training useful as it provided them information about their rights that they lacked as citizens, and responsibilities as government servants
- ◆ More information on Democracy and Gender Rights,

3. OUTCOMES, IMPACTS AND SUSTAINABILITY

A. Outcomes

- 1) Enhanced participation in democratic processes from women and marginalized sections of society results in more broad-based representation and less electoral violence**

The project has facilitated active participation of women in awareness generation campaigns. With the formation of 250 SHGs, women have been motivated and informed about the importance of their democratic rights, including the need for them to enter politics.

In Galle and in Matara, there is evidence of women in CBOs and SHG members who came forward to contest elections. Ultimately, they were not given tickets by the political parties, and those who contested were defeated through manipulation by established political forces. But, the brighter side is that the trainings and awareness imparted through this project have, to some extent, motivated a few women to enter politics and

- ▶ Election rules and regulations
- ▶ Minimising election violation

The trainings helped in sensitizing and facilitating the administrative apparatus to become a partner in dissemination of information to the people in the Southern Province. This was evidenced through the setting up of 47 information centres across the three districts of Galle, Matara and Habanatotota. Discussions with the administrative functionaries elicited demand from them for more ICs to be set up, especially in remote areas of the districts.

It was also observed that through the legal information imparted through trainings and information dissemination packs, awareness on gender rights has created a climate where issues related to gender based discrimination is being addressed. (*Best Practice of IC*)

B. Impacts

By virtue of its critical relevance and through appropriate interventions, within a short period of time, the project has been able to reach out to a good number of key stakeholders - women, community, public and private sector, who have been able to enhance their capacity to exercise their democratic rights and address gender discrimination, particularly on issues such as domestic violence.

The project has also taken into consideration a wide range of stakeholders who have been sensitized on gender justice, voter education, democracy and good governance through awareness campaigns, trainings and information dissemination. The various interventions by the project resulted in formation of an alliance of youth, a noteworthy achievement.

The project has also been able to motivate women to realize the importance of political participation. SHG members have articulated their interest in entering local governance. They also expressed the need to create women's pressure groups in the community that will strengthen and promote women's political participation.

CBOs have articulated that for reaching out to more women, networking with other CBOs in the area and developing an alliance would be required to mobilize and motivate more women for political participation.

The intervention has made efforts to reach out to vulnerable sections, such as minority groups and people with disability, but the initiative is still very limited. There is need to address this section in a more concerted and planned way in the future.

4. LESSONS LEARNED AND BEST PRACTICES

A. Lessons Learned

Strengths and challenges

The report has tried to analyze the strengths and challenges of the project in terms of its strategies adopted for implementation of the project.

the health problem of a young poor girl who required urgent treatment and had no means for it, was raised. The elected leader whose constituency she belonged to was present at this interface and he announced he would contribute his one month's salary for her treatment.)

- SDF received the support of the Chief Minister, f mn.19t607(()5.74033()-5.150()-5.2T57164(s)-0.97416

Case Study

Ammugodege Nilanthi Chandralekha from village Brakmanawatha South, Galle district, is a 34-year-old unmarried woman. She is an active community worker and in 1995 joined the Sarvodaya Shramadan Samiti as their founder member. The organization gradually developed into Sarvodaya Economic Enterprises Services focusing on issues of livelihood, leadership training, micro finance credit and thrift among the rural poor particularly among women. Currently, she is the Director of the savings programme,

Through the SDF project, she underwent training on Democracy and Good Governance. The exposure generated interest in her to enter politics in order to introduce rural issues in the governance agenda. That the UNP party had no members from her village at the local level made it easier to enter politics.

In the 2010 elections of the local government, on the public demand from her village and having read the SDF publication on 'A Democratic Initiative for Women', Nilanthi was enthused to contest the elections. She was clear that in politics, family connections and leadership qualities are a

5. RECOMMENDATIONS

The UNDEF project – ‘Civil Society Empowerment Project to promote Democracy’ to strengthen the voice of civil society, promote human rights, and encourage the participation of all groups in democratic processes is a project with laudable goal and objectives. The gains made by the project in Sri Lanka have been mentioned in this report.

However, it is too ambitious to hope to achieve the larger goal of effective democracy with women’s active participation in politics, in just two years. It is strongly recommended that the issues mentioned be considered while promoting the next phase of the project.

Actions Suggested

Donor

- UNDEF primarily supports projects only for two years and this is often done in a different country each year with an effort to pilot an innovation. Perhaps, there is need to revisit and review the policy and ways of promoting the project sustainability.
- To be eligible for UNDEF grant, the implementing partner seeks a UN partner. The role of the UN partner, in this case UNODC which served as the executing agency, also had the responsibility of monitoring and overseeing the project. To be able to technical oversight effectively, adequate resource provisioning is required, as monitoring involves periodic travel which is limited with the funding currently allocated, limiting the executing agency’s ability to support the implementing organisation.
- The project has been appropriately timed for SL and it has flagged key issues to promote democracy and needs to be continued for a longer duration.
- It has generated interest among women in particular and the community at large on the importance of voting and promoting democracy. SDF has sowed the seed of interest and it is necessary that it is nurtured and allowed to bloom, so that the issue does not wane.
- As UNDEF’s focus is to enhance women’s political participation, it is necessary to develop a long-term initiative to promote women’s participation in politics, including a strong advocacy initiative to demand for reservation of seats for women
- It is suggested that a component of experiential learning should be introduced in such projects, by facilitating exposure to neighbouring countries where women’s reservation has enabled thousands of women enter the local government. eg., India

- The project term should last 3-5 years and work through through a full election cycle, to actually be able to realize the objective of practicing democracy and promoting women's entry into governance

Donor and SDF

- The next phase should focus on developing a team of trainers for sustainability of the Initiative
- If UNDEF cannot continue to fund the SDF project, it should facilitate the project to explore alternative funding by identifying donors and enabling the NGO to link with them
- The project focus should shift to advocacy with policy makers, ToTs of selected leaders and concerted awareness campaigns at the grassroots level
- It is advisable to extend the project for another phase to consolidate the gains made and create an enabling environment for advocating women's reservation in local, regional and national elected bodies
- SDF has facilitated in the development of a Youth Alliance, whose capacities should be developed to become partners in:
 - i) promoting women's participation and
 - ii) combating gender based violence
- Enhancing women's political participation intervention should be implemented at two Levels:
 - a) Policy makers and
 - b) Community
- Advocacy requires a two-pronged thrust:
 - b) Policy advocacy aimed at policy makers and legislators

6. OVERALL CONCLUSIONS

During its two-year period, the project has kindled considerable interest among women and the community, over issues affecting women and the marginalized people in particular and the community at large. Furthermore, it has identified potential rural women leaders who have evinced interest to enter the portals of local governance.

7.

Annexure 1

Meeting with Public and Private Sector- Galle

Public here means Government, and the private sector representatives here were represented by civil society, primarily NGOs and CBOs. About 15 individuals participated in the discussion. There was just one person from the government present. There were just a couple of men and the rest were all women. All of them had attended the trainings organized by Saviya Development Foundation to promote Democracy and Good Governance. All of them felt that the trainings were useful and they got deeper insights on the following issues:

- *Importance of voting*
- *The right to complain*
- *Elected leaders should be aware of their responsibilities to promote the principles of democracy*
- *Knowledge on their Constitutional Rights to empower them to assert their rights as citizens*
- *52% of the country's population are women and their participation in the political process is much less as they are uninformed-----therefore the need to be aware, especially if they are contesting elections as informed individuals are critical to make good leaders or even if they have to guide others to promote good governance*

Some of the new learnings that these trainings provided were as cited below:

- *Civil law*
- *What are the basic rights as citizens*
- *How political pressure is interfering in the functioning of bureaucracy*
- *The importance of creating pressure groups to promote democracy*
- *The need to build alliances and create a common platform to voice the need of democratic good governance*
- *Issues that hitherto were invisible were made visible vis-à-vis people's rights*

Unanimously they agreed that the information centers set up are very useful, as they provided lot of information which many of them use as and when require. Sharing their experience about elections prior to 2009, when this project was initiated, they observed that there was:

- *Much violence*
- *Harassment and pressure to influence choice of vote*
- *Large numbers of proxy voting*
- *No manifestoes*
- *Lack of awareness among them on the importance of their vote and hence did not come forth to exercise their franchise*
- *No opportunity for women to participate in politics*
- *Lower voter turnout resulting in low voting percentage*
- *No confidence among people in democratic processes*

Post 2010, when the project was initiated with a series of multifarious activities to promote democracy and good governance, the participants in the FGD said they observed the following in the areas where SDF operated in partnership with local CBOs:

- *Women were coming forward to enter politics*
- *People were exercising informed choice in selection of the candidate*
- *There was a better understanding that political leaders fanned sectarianism creating division among people, but once elected, the leaders joined hands, leaving their electorate in the lurch*
- *Awareness is rising among women about the need for a quota in the elected offices on the line of the 35% quota for youth, and they are talking about a quota of at least 20-30 per cent*
- *Primarily, women who enter politics are relatives of political leaders*
- *Political parties giving opportunities to women is pure tokenism and strong and independent women are excluded*

The participants were very vocal about the need for women to enter the political arena and they listed the following to justify women's political participation:

- *In the current political environment, women's needs are ignored*
- *Issues lack a women's perspective*
- *Women's approach will tend to be a non-conflict one*
- *Women are not adequately represented in decision-making positions, though They are the ones who are involved and are mobilised at the mass level*
- *Informed and strong women are excluded from political processes, and the poor and ignorant ones are encouraged as they can be manipulated*
- *Women have the potential to develop the country*

Finally, at the concluding the discussion, participants collectively articulated that the initiative has

been extremely useful.

Annexure 2

Achievements

Despite the short period of this project, MS informed that they were able to do the following:

- *Able to check women's harassment*
- *Tackle male domination*
-

Annexure 4



Meetings with CBOs and SHGs in Matara and Habantota



Annexure 6 Field visits and discussion held from 7th -16th November 2011

Districts	Stakeholders	Number of persons
GALLE	<i>Government</i>	2
	<i>FGD with Government & Private</i>	15
	<i>Private</i>	1
	<i>Elected Representatives</i>	1
	<i>Individuals/ Case studies</i>	1
	<i>CBOs - 2 FGDs</i>	6 + 3
	<i>SHGs – 2 FGDs</i>	10 + 14
	<i>Information Centre</i>	1
MATARA	<i>Government</i>	2
	<i>FGD – Government & Private</i>	24
	<i>Individuals/ Case studies</i>	1
	<i>CBOs – 2 FGDs</i>	3 + 6
	<i>SHGs – 1 FGD</i>	12
	<i>Information Centre</i>	1
HABANATOTA	<i>Government</i>	2
	<i>FGD with Government & Private</i>	22
	<i>Individuals/ Case</i>	

Number of FGDs conducted with various stakeholders

Districts	Stakeholders	FGDs
Galle	Government & Private	1
	CBOs	2
	SHGs	2
Matara	Government & Private	1
	CBOs	2
	SHGs	1
Habanatota	Government & Private	1
	CBOs	2
	SHGs	2

...e interviews conducted with individuals from the above sectors in all

Annexure 7
Project participants Analysis

Activity 01 : 120 leaders were trained in community based organizations to promote democracy in their areas.

District	Male	Female	Total
Galle	8	23	31
Matara	22	24	46
Hambantota	14	33	47
Total	44	80	124

Activity 2

Conduct 30 educational programs for public and private sector officers

District	Male	Female	Total
Galle	82	242	324
Matara	59	221	280
Hambantota	87	153	240
Total	228	616	844

Annexure 9

Main Political Parties in Sri Lanka

- Sri Lanka Freedom Party
- UPFA Party
- People's Alliance United National Party
- United National Front
- Janatha Vimukthi Peramuna
- Sri Lanka Muslim Congress
- Tamil National Alliance
- Ceylon Workers' Congress
- EPDP Party
- Jathika Hela Urumaya
- Lanka Sama Samaja Party
- Sri Lanka leftist parties
- Liberal Party of Sri Lanka
- Mahajana Eksath Peramuna
- Sinhalaye Mahasammatha Bhoomiputra Pakshaya
- Up-Country People's Front

Local Authority Election Matara ↗

Local Authority	Valid votes	%	Rejected Votes	%	Total polled	%	Registered electors
Matara MC	35,854	97.82	798	2.18	36,652		
Weligama UC	11,403	97.53	289	2.47	11,692	74.50	15,694
Kotapola PS	23,000	94.34	1,380	5.66	24,380	60.33	40,412
Hakmana PS	16,124	96.04	664	3.96	16,788	68.28	24,586
Mulatiyana PS	25,424	95.42	1,220	4.58	26,644	70.78	37,642
PasgodaPS	25,847	94.72	1,441	5.28	27,288	65.09	41,922
Malimbada PS	17,356	96.87	560	3.13	17,916	68.41	26,191
Kamburupitiya PS	20,038	95.83	873	4.17	20,911	67.66	30,908
Thihagoda PS	16,991	96.35	644	3.65	17,635	67.43	26,152

Local Authority Election Results - Hambantota ↗

Local Authority	Valid votes	%	Rejected Votes	%	Total polled	%	Registered electors
Hambantota MC	11,064	97.83	245	2.17	11,309		14,616
Suriyawewa PS	20,529	95.94	868	4.06	21,397		29,894
Hambantota PS	16,488	96.51	596	3.49	17,084		23,511
Tangalle UC	4,903	97.83					

electoral representation provisions Council – ↗↗
outhern provisions ↘

