

**SECRETARY-GENERAL'S PEACEBUILDING FUND  
PROJECT DOCUMENT TEMPLATE**



United Nations  
Peacebuilding

**PBF PROJECT DOCUMENT**

<b>Country:</b> Sri Lanka	
<b>Project Title:</b> Hidden Challenges: Addressing Sexual Bribery Experienced by Military Widows and War Widows in Sri Lanka to Enable Resilience and Sustained Peace	
<b>Project Number from MPTF-O Gateway (if existing project):</b>	
<b>PBF project modality:</b> <input checked="" type="checkbox"/> IRF <input type="checkbox"/> PRF	<b>If funding is disbursed into a national or regional trust fund:</b> <input type="checkbox"/> Country Trust Fund <input type="checkbox"/> Regional Trust Fund <b>Name of Recipient Fund:</b>
<b>List all direct project recipient organizations (starting with Convening Agency), followed type of organization (UN, CSO etc)</b> UN WOMEN (Lead Agency) and UNDP	
<b>List additional implementing partners, Governmental and non-Governmental:</b> <u>Non-Government:</u> Centre for Equality and Justice (CEJ), Rajarata Praja Kendraya (RPK), Jaffna Social Action Centre (JSAC), Viluthu Centre for Human Resource Development, Women's Resource Centre (WRC) <u>Government:</u> Ministry of Women and Child Affairs (MWCA), Commission to Investigate Allegations of Bribery or Corruption (CIABOC), Sri Lanka Police (SLP), Ranaviru Seva Authority (RSV), Sri Lanka Institute for Development Administration (SLIDA), Legal Aid Commission (LAC), Right to Information Commission (RTIC), Human Rights Commission of Sri Lanka (HRCSL), District and Divisional Secretariats of the three project areas.	
<b>Expected project commencement date<sup>1</sup>:</b> 1 January 2019 <b>Project duration in months<sup>2</sup>:</b> 18 months <b>Geographic zones for project implementation:</b> Kurunegala (North Western Province), Anuradhapura (North Central Province) and Kilinochchi (Northern Province)	
<b>Does the project fall under one of the specific PBF priority windows below:</b> <input checked="" type="checkbox"/> Gender promotion initiative <input type="checkbox"/> Youth promotion initiative <input type="checkbox"/> Transition from UN or regional peacekeeping or special political missions <input type="checkbox"/> Cross-border or regional project	

<sup>1</sup> Note: actual commencement date will be the date of first funds transfer.

<sup>2</sup> Maximum project duration for IRF projects is 18 months, for PRF projects – 36 months.

**Total PBF approved project budget\* (by recipient organization):**

**UN WOMEN:** \$ 1,100,000

**UNDP:** \$ 400,000

**Total:** \$ 1,500,000

*\*The overall approved budget and the release of the second and any subsequent tranche are conditional and subject to PBSO's approval and subject to availability of funds in the PBF account. For payment of second and subsequent tranches the Coordinating agency needs to demonstrate expenditure/commitment of at least 75% of the previous tranche and provision of any PBF reports due in the period elapsed.*

Any other existing funding for the project (amount and source):

Project total budget: \$ 1,500,000

**PBF 1<sup>st</sup> tranche:**

UNWOMEN: \$ 330,000

UNDP: \$ 120,000

Total: \$ 450,000

**PBF 2<sup>nd</sup> tranche\*:**

UNWOMEN: \$ 770,000

UNDP: \$ 280,000

Total: \$ 1,050,000

**PBF 3<sup>rd</sup> tranche\*:**

**\_\_ tranche**

**Two-three sentences with a brief project description and succinct explanation of how the project is time sensitive, catalytic and risk-tolerant/ innovative:**

This project aims to empower military widows (predominantly Sinhalese widows in the North Western and North Central Provinces) and war widows (predominantly Tamil widows in the Northern Province) by addressing the high incidence of sexual bribery and exploitation against them, which also acts as a significant barrier to their socio-economic advancement and perpetuates vulnerability and intergenerational conflict. It will empower widows and their families by improving access to information and services, supporting formation of widows' collectives, and supporting sustainable income-generation. It will also collaborate with public officials and state institutions to increase their commitment to prevent and respond to bribery and to protect military and war widows from sexual exploitation. This will be complemented by the strengthening of civil society to hold systems and decision-makers accountable.

**Summarize the in-country project consultation and endorsement process prior to submission to PBSO, including through any PBF Steering Committee where it exists:**

Discussions have taken place with the Secretary of the Ministry of Women and Child Affairs (MWCA), who is a member of the Peacebuilding Board, where the project concept and strategy were presented. The MWCA noted that this is a timely initiative which has not garnered attention and appreciated support towards the strengthening of Anti-Sexual Harassment Committees.

Additionally, the project conceptualization has benefitted from existing relationships of the recipient and implementing organisations, such as the collaboration with the Sri Lanka Institute of Development Administration which is interested in conducting a learning course for public officials on sexual bribery and sexual exploitation.

**Project Gender Marker score<sup>3</sup>: 3**

Specify % and \$ of total project budget allocated to activities in direct pursuit of gender equality and women's empowerment:

100% of total budget of \$ 1,500,000

<sup>3</sup> **Score 3** for projects that have gender equality as a principal objective

**Score 2** for projects that have gender equality as a significant objective

**Score 1** for projects that contribute in some way to gender equality, but not significantly (less than 15% of budget)

**Project Risk Marker score<sup>4</sup>: 1**

**Select PBF Focus Area** which best summarizes the focus of the project (*select ONLY one*)<sup>5</sup>:  
2.3 Conflict Prevention and Management

If applicable, **UNDAF outcome(s)** to which the project contributes:  
UNSDF Sri Lanka (2018 – 2022) Driver 2 on “Strengthened, innovative public institutions and engagement towards a lasting peace”

If applicable, **Sustainable Development Goal** to which the project contributes:  
SDG 5 on Gender Equality  
SDG 16 on Peace, Justice and Strong Institutions

**Type of submission:**

- New project**  
 **Project amendment**

**If it is a project amendment, select all changes that apply and provide a brief justification:**

- Extension of duration:**  Additional duration in months:  
**Change of project outcome/ scope:**   
**Change of budget allocation between outcomes or budget categories of more than 15%:**   
**Additional PBF budget:**  Additional amount by recipient organization:

**Brief justification for amendment:**



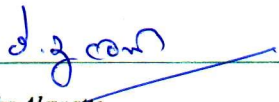
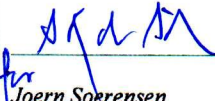

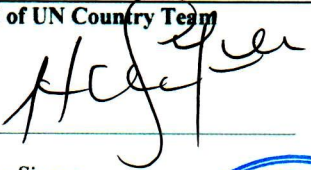

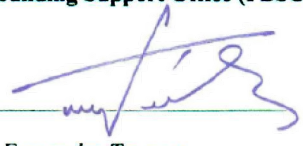
*Note: If this is an amendment, show any changes to the project document in RED colour or in TRACKED CHANGES, ensuring a new result framework and budget tables are included with clearly visible changes. Any parts of the document which are not affected, should remain the same. New project signatures are required.*

<sup>4</sup> **Risk marker 0** = low risk to achieving outcomes  
**Risk marker 1** = medium risk to achieving outcomes  
**Risk marker 2** = high risk to achieving outcomes

<sup>5</sup> **PBF Focus Areas** are:

(1.1) SSR, (1.2) Rule of Law; (1.3) DDR; (1.4) Political Dialogue;  
(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;  
(3.1) Employment; (3.2) Equitable access to social services  
(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including PBF Secretariats)

**PROJECT SIGNATURES:**

<p><b>Recipient Organization(s)<sup>6</sup></b></p>   <p><i>Anna-Karin Jafors</i> Regional Director a.i. UN Women Regional Office for Asia and the Pacific</p> <p>Date: <u>24/9/18</u> Seal</p>	<p><b>Representative of National Authorities</b></p>  <p><i>Ashoka Alawatte</i> Secretary Ministry of Women and Child Affairs</p> <p><b>Ashoka Alawatte</b> Secretary Ministry of Women and Child Affairs 5<sup>th</sup> Floor Sethsiripaya Stage II Battaramulla</p> <p>Date: <u>25/09/2018</u> Seal</p>
<p><b>Recipient Organization(s)</b></p>   <p><i>Joern Soerensen</i> Country Director UNDP Sri Lanka</p> <p>Date: _____ Seal</p>	
<p><b>Head of UN Country Team</b></p>   <p><i>Hanaa Singer</i> UN Resident Coordinator United Nations Sri Lanka</p> <p>Date: <u>25/9/18</u> Seal</p>	<p><b>Peacebuilding Support Office (PBSO)</b></p>  <p><i>Oscar Fernandez-Taranco</i> Assistant Secretary-General, Peacebuilding Support Office</p> <p>Date: <u>6 Nov 2018</u> Seal</p>

<sup>6</sup> Please include a separate signature block for each direct recipient organization under this project.

## **I. Peacebuilding Context and Rationale for PBF support**

### **a) Description of the project content and conflict analysis:**

#### **Driving factors of tensions / Conflict triggers**

The ethnic conflict in Sri Lanka has its roots in the historical and structural grievances of the Tamil minority community, which later transformed into a violent separatist struggle that lasted almost 30 years. In addition, the country has also seen similar grievances manifest in class-based struggles leading to two violent insurrections by Sinhala youth and other smaller inter-community conflicts at the ground level. Though violent conflict was terminated in 2009, issues that led to it have remained largely unaddressed in the nearly 10 years since its conclusion.

While the political transition in January 2015 created a new window of opportunity for peacebuilding, several challenges to this fragile process have re-emerged. The Sinhala community continues to view the peacebuilding processes as a threat to the sovereignty and territorial integrity of Sri Lanka, while ethnic minority groups - both Tamils and Muslims - have grown increasingly frustrated at the lack of substantive steps taken to address the root causes of conflict as well as the consequences of conflict and violations that took place during the war. At the heart of promised transitional justice processes are women's experiences of rape and sexual violence during the conflict, the deaths of family members amongst others, while the legacy of war continues to impose hardships, particularly on conflict-affected women.

Further complicating the transition process, over the last year, Sri Lanka has seen an alarming and deadly revival in nationalist sentiments couched in ethno-religious terms. Riots in February and March 2018 in Ampara and Kandy led to several deaths and destruction of property on a wide scale. This spread extremist nationalist ideology has incited ethno-religious hate speech and violence targeting minority communities.

#### **Impact on communities**

The decades of armed ethnic conflict in Sri Lanka were highly gendered. While men were the main casualties of the war, women were left to cope with the loss of family members, death and disappearance of income earners, and displacement. Though all women were affected by the conflict, they experienced different effects based on their ethnicity, class and socio-economic status. Women across all communities continue to live within a similar patriarchal culture, where women's sphere is in the home and men are considered the breadwinners.

The conflict brought a major transformation in women's roles in society. With the large loss or disappearance of spouses – on both the Tamil and Sinhalese sides – over 1.2 million women became heads of households, moving into public arenas without the protection of male family members. These female heads of households, including military and war widows, must now sustain a livelihood for their families and take on roles not traditionally held by women in their communities. Rape and sexual violence were common during the conflict, used both as a weapon of war and with increased instance in the household. This normalized climate of violence against women continues even after the conclusion of the conflict, as reports of sexual exploitation of women attempting to access services have been documented by human rights organizations and as also documented in the Expert Committee Report which refers to “coercion and transactional sex” (*Report of the Leader of the Opposition's Commission*

*on the Prevention of Violence against Women and the Girl Child*, 2014, p.39). Taking on the new role of head-of-household in the post-conflict conflict has resulted in intersectional vulnerabilities and exploitation of military and war widows. Poverty, discrimination based on gender, multiple responsibilities of women, little to limited support structures, insecurity, vulnerable forms of employment, indebtedness, limited access to basic services, goods and resources, and the extent of trauma undergone by widows converge to increase the likelihood of exploitation and re-victimization, particularly through sexual exploitation and sexual bribery.

### **Sexual exploitation and bribery**

Female Headed Households in post-conflict Sri Lanka have been increasingly subjected to sexual harassment, sexual exploitation and sexual bribery. A 2016 study by FOKUS Women titled “Living in Shadow: The Status of Military Widows in Sri Lanka”, which interviewed **292 military widows, found that nearly half experienced some form of sexual harassment, including sexual bribery**. Similarly, pervasive sexual bribery against war widows in the North has been documented, though under-reported due to the fear of reprisals and fear of stigmatization. This not only represents a violation of their human rights but a significant barrier to a sustainable peace, as this exploitation erodes trust in the very public institutions that are the bedrock of rebuilding Sri Lankan society.

Sexual bribery and sexual exploitation of widows in exchange for services is widespread and increasing, partly due to the prevalence of a culture of impunity related to violence against women. Research indicates that the vulnerability of war widows in the North and the East to sexual bribery and exploitation is connected mostly to their return, rehabilitation, resettlement and development. The need for truth, justice and reparations have also been primary reasons for war widows to increasingly approach State institutions. Similarly, military widows in the South also face sexual exploitation and bribery when they seek services from state and other institutions. Two of the most frequent circumstances that led to sexual bribery were when they sought to receive the salaries/pensions of their deceased military spouse, and when they sought housing loans from state banks (CEJ, 2017). Women fear reprisals for reporting in the form of threats, further violence and ‘delays’ in attending to their request for services. Women are also reluctant to lodge complaints due to social stigma and a fear that they will lose respect in their communities. In general, they lack knowledge of their rights or of a safe complaint mechanism.

Further compounding the issue is their economic dependence on State institutions for their livelihoods. While there are no legal impediments to a FHH owning businesses and bank accounts, cultural factors play a major role in FHH’s right to own businesses and bank accounts. Another non-legal impediment to having a bank account is the inability of the FHH to put forward collateral such as a regular income or ownership of immovable property in order to open a bank account or to get a mortgage or a loan. Certificates of absence are now issued to FHH whose spouses are missing to enable them to access state benefits and to apply to court to enable FHH to control their own immovable property in the absence of the spouse<sup>7</sup>.

While informal collectives of women may exist, they lack the capacity to fully support women who fall victim to sexual bribery and exploitation. Though civil society

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<sup>7</sup> An amendment was brought in 2016 to the Registration of Deaths (Temporary Provisions) Act No. 19 of 2010 to issue certificates of absence to FHH.

organizations do address sexual exploitation at a broader level, they are not informed sufficiently to address the issue of sexual bribery or offer redress to victims.

Over the last few years, the Government of Sri Lanka has made progress in enacting progressive, gender-responsive law reforms; however, the law on bribery has yet to undergo reform. While it is a violation of Sri Lankan law for public officials to solicit bribes, the term ‘sexual bribery’ is not expressly mentioned in the Bribery Act, and the definition of “gratification” in the Interpretation section of the Bribery Act does not include sexual gratification as a form of gratification.

As Sri Lanka seeks to build a more inclusive and equitable society, it must challenge the disparities, discrimination and exploitation against vulnerable groups such as widows in the post-conflict context. Often seen only as victims, their agency and potential to contribute to peacebuilding has been side-lined. As military widows and war widows of all social categories share the pain and grief inflicted by the conflict, they are in a unique position to identify this as a uniting, common factor and therefore, are able to create social capital - or the trust, networks and relationships that connect individuals and groups which eventually contribute to make society more cohesive and harmonious - which is the key goal of reconciliation.

### **Key Stakeholders**

**Military and War Widows** - War widows, for the purpose of this project, are defined as conflict-affected Female Headed Households (FHH) whose husbands are dead, been killed, have been disappeared or missing as a consequence of the conflict between 1983 and 2009. Military widows, also situated within the category of FHH, are defined as women whose military husbands served in the Armed Forces, Police and the Civil Defense Force, and died or were declared missing as a consequence of the conflict between 1983 and 2009.

**Public Institutions** - Public institutions and front-line officials are the first port of call for the general public when accessing services, such as health care, education, financial resources, social security benefits, amongst others. This is further exacerbated in contexts of power inequality such as when economically deprived widows and single women seek services from powerful institutions in which a culture of impunity is common. Given this context, the disadvantaged situation of having become a widow increases the frequency of accessing these resources, which makes them more vulnerable to sexual bribery, sexual exploitation and harassment.

**Communities** - There is significant social stigma around the concept of sexual bribery and sexual exploitation. Many women reported that they feared that telling someone what had happened would bring shame on them and cause community or family members to restrict their movements. There is also a perception that women are not victims but are somehow to blame in these situations. However, communities and CBOs/CSOs can provide a strong support system for women who have faced sexual exploitation or abuse.

### **b) Alignment with Existing Governmental and UN Strategic Frameworks:**

Aligned with and realizing numerous UN Security Council Resolutions on Women, Peace and Security, the project aims to increase women’s - particularly military and war widows’ - participation in preventing, resolving and recovering from conflict, as well as to address the impact of conflict on them. It directly focuses on two

Commitments of the SG's 7 Point Action Plan on Women's Participation in Peacebuilding: (6) **Rule of law** and (7) **Economic recovery**.

The **Sri Lanka Peacebuilding Priority Plan (2016)** notes that women's voices are at the heart of peacebuilding. It highlights that female headed households "often face severe economic hardships due to being forced into the role of primary income earner with limited skills and lack of access to sustainable livelihood opportunities." Additionally, it notes that security, including violence against women is a primary concern for all women. Further, social and economic issues are paramount, in particular "a lack of sustainable livelihoods, and indebtedness." The Revised PPP Matrix (2018) prioritized providing economic support to FFH. The project directly contributes to **Outcome 3 of the PPP on "Good Governance"**, which includes as a priority supporting women's participation in peacebuilding by addressing gender-based violence and partnering with civil society and also contributes towards **Outcome 4 of the PPP on "Resettlement and Durable Solutions"**.

**National Ownership:** The Government of Sri Lanka emphasizes empowering FHH, as evidenced by the development of the National Action Plan on Women-Headed Households and the establishment of a National Secretariat for Widows and Women-Headed Households in Kilinochchi (a project site). The project will operationalize key aspects of this Plan and the National Plan of Action on SGBV. These initiatives were spearheaded by the Ministry of Women and Child Affairs (MWCA), which has also indicated greater interest and ownership of the issue of sexual harassment within public institutions. To this end, the Cabinet of Sri Lanka has approved a Cabinet Memorandum (MWCA/CM/2016/11) submitted by MWCA on "Establishment of Gender Mainstreaming Programme at Ministerial Level" in 2016, which establishes "Committees of Inquiry regarding Sexual Harassment at the Workplace" in all 53 Ministries. The Government's leading training institute for public officials – the Sri Lanka Institute of Development Administration (SLIDA) – has already implemented a pilot course on preventing and responding to sexual bribery and sexual exploitation with the assistance of one of the project's implementing partners. It is expected that the capacity and institutional building of public officials and institutions under this project will have a cascading effect, thereby ensuring sustainability through institutionalised response to sexual bribery and exploitation.

**Linkages with Existing PBF Projects:** This project will build on existing PBF projects, particularly the *"EMPOWER: Building Peace through the Economic Empowerment of Women in Northern Sri Lanka"* (ILO, WFP), which is focused on the economic empowerment of conflict-affected women, particularly former female combatants, in the Mullaitivu district of the Northern Province. The proposed project will look at linking the military widows and war widows with the beneficiaries of the ILO/WFP project, so that best practices could be shared.

**Lessons from PBF Support:** The PPP emphasises that "there is a need for wider support in areas outside of the North and the East, especially considering the fact that familiarity with and acceptance of the peacebuilding agenda may be weakest amongst these communities." There is a need to address the inter-generational impacts of the conflict among adolescents/children of widows who may harbour prejudices against other ethnic communities due to the loss of a parent during the conflict. Peacebuilding interventions would have little value if the majoritarian Sinhala community, which



makes up 75% of the population, remains disengaged and disregarded. Given the above, this project addresses several gaps in existing PPP interventions by: a) ensuring focus on categories of FHH such as military widows who have hitherto been neglected; b) leveraging the collective agency of women across different communities who have directly experienced the costs of war; c) focusing on economic recovery through the economic empowerment of women who have been directly affected by the conflict and d) ensuring focus on addressing physical insecurity, sexual bribery and sexual exploitation experienced by women and girls post-conflict.

## **II. Project content, strategic justification and implementation strategy**

### **a) Description of the project content**

This project aims to empower military widows (predominantly Sinhalese widows in the North Western and North Central Provinces) and war widows (predominantly Tamil widows in the Northern Province) by addressing the high incidence of sexual bribery and exploitation against them, which also acts as a significant barrier to their socio-economic advancement and perpetuates vulnerability and intergenerational conflict. It will empower widows and their families by improving access to information and services, supporting formation of widows' collectives, and supporting sustainable income-generation. It will also collaborate with public officials and state institutions to ensure accountability and build capacity to address sexual bribery and expand access to justice. This will be complemented by the strengthening of civil society to hold systems and decision-makers accountable, while providing legal and other services to widows.

#### **Strategic Justification:**

Military and war widows face multiple responsibilities and hardships as primary caregivers and sole breadwinners, often experiencing discrimination based on gender. Low levels of educational attainment, increased susceptibility to many forms of violence, negative consequences of early marriage, barriers to gaining ownership of assets, and increased stigmatization due to widowhood are some of the challenges faced. Research indicates that military and war widows experience high levels of sexual bribery, often perpetrated by public officials when widows attempt to access services and information - such as applying for their deceased spouse's salary/pension, procuring bank loans, certifying documents, and enrolling their children in schools.

However, scant attention has been paid to the myriad unique issues that military widows face, as it is often assumed they enjoy a better standard of living in comparison to war widows in the North. Unlike other Sinhalese, Tamil and Muslim war widows, the situation of military widows is further compounded by the unique fact that they have a clear-cut, highly dependent relationship with the State for their primary source of income in the form of the salary/pension of the deceased military spouse. Thus, their economic survival and socio-political status is dependent on the cooperation of State representatives whose support and services are essential, which in turn exacerbates their vulnerability. High dependence on the State by military widows leads to greater fear of reprisals and reluctance to report incidents of sexual bribery. Moreover, some military widows believe that complaints would result in dishonouring their dead husbands as well as the military.

Peacebuilding requires addressing security concerns from a citizen's perspective. The project therefore seeks to address a security gap noted by the PPP: the need for directives aimed at behavioural change, in relation to sexual exploitation and abuse. Moreover, this project aims to address intergenerational triggers of conflict by supporting the empowerment of military and war widows and addressing the insecurities faced by them and their children. It aims to provide an enabling environment for their young/adolescent children to halt the cycle of violence and vulnerability. The project also seeks to build greater accountability within public institutions, through an increased commitment of public institutions to prevent and respond to bribery and to protect military and war widows from sexual exploitation.

b) **Project result framework: see Annex B.**

c) **Project-level 'theory of change':**

**IF** the safety, physical and mental health and economic security concerns/needs of military widows, war widows and their families are met,

**AND** public institutions have strengthened accountability mechanisms to address exploitative practices,

**THEN** military and war widows are more likely to break the continuum of violence and fragility within their families and communities; and therefore, be better able to prevent perpetuation of the inter-generational impacts of the conflict,

**BECAUSE** their position of having directly experienced the costs of conflict provides them with a unique foundation to be strong advocates/ mobilisers for peace; their gendered roles within the family and community unites them across ethno-religious boundaries and across generations to influence and counter mistrust and fear at the local level which can promote violence; and ensuring their participation in recovery efforts can lead to stable, inclusive communities.

*Second-order theory of change* (related to Outcome 2):

**IF** legal and policy frameworks governing public sector institutions are strengthened to address sexual bribery and exploitation,

**AND** public officers are sensitised that sexual bribery and exploitation are crimes, and their capacities are strengthened on responding to such violations of human rights and dignity,

**THEN** the pre-conditions for attitudinal change at both individual and institutional level – to treat women including widows with respect and dignity – will be established.

**BECAUSE** the public sector is held accountable to uphold the rights of all citizens, and therefore, public officials are duty bound and obligated by their institutions to conduct themselves in a responsible manner with integrity, in line with their institutional policy and legal frameworks.

**d) Project implementation strategy:**

The project will adopt a two-pronged approach to achieve its overall objective.

*Firstly*, it will focus on the empowerment of military and war widows to overcome sexual bribery and sexual exploitation, which will be achieved through the formation of widows' collectives enabling them to access services without fear and harassment, including access to complaint mechanisms and legal assistance. The project will capacitate widows on entrepreneurial skills to support sustainable income generation, to relieve dependency and indebtedness, and enable resilience against re-victimisation. The project will initially conduct a needs assessment to understand the gaps in skills and capacities of widows, along with value chain analyses to identify viable markets and sectors, which will also inform beneficiary selection. Selected widows will first undergo preliminary skills training (Phase 1) on product development and use of technology. Of those trained at this level, 280 widows who perform well in the first phase and indicate their commitment to continue at an advanced level will undergo advanced capacity building (Phase 2) on business planning, financial literacy and management.

Subsequently, widows will be supported to develop viable business proposals. Through a competitive process<sup>8</sup>, 200 of the best proposals will be selected for funding by an appointed panel consisting of the implementing agencies, partner CSOs and relevant district-based public officials. The project intends to provide at least 200 widows with grants up to LKR 150,000 where the required materials/ equipment etc., will be purchased by UNDP or partner institutions as applicable. The selected widow beneficiaries will be provided with mentoring and information on accessing loans, markets and points-of-sale (Hela Bojun Hala / Ammachchi). The project will also focus on using the widows' collectives as a platform for social mobilization and working with other communities through cross-regional sharing of insights and experiences related to economic empowerment. This includes organising 'Diversity Market Fairs' where widows from different communities can showcase their goods/ products and build linkages to further their business opportunities, and thereby work towards building social cohesion.

*Secondly*, the project will focus on promoting accountability on the part of public officials and institutions through the strengthening of anti-sexual harassment committees to respond to sexual bribery and harassment, and by capacitating them through a course on sexual bribery and exploitation offered by the Sri Lanka Institute of Development Administration which is mandated to provide continuous improvement for innovative, futuristic and citizen-centric public service. The provision of technical support to draft circulars, guidelines and policies to further enhance public institutions to be accountable will be a key institutional strengthening and sustainability aspect of the project.

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<sup>8</sup> Potential criteria for evaluation of the business plan / beneficiary selection for grants: (1) Submission of a viable business plan after completing both training programmes; (2) War widow or Military widow/ living in project implementation districts; (3) Family size / age / disability; (4) Previous business ventures/ entrepreneurship initiatives undertaken (even small scale / for home use & community); (5) Commitment to entrepreneurship: business vision, business understanding, self-confidence, etc; (6) Business viability: Market potentials, scale of production, innovation; (7) Technical capacity: Relevant technical knowledge/skills & experience; (8) Implementation capacity: Financial capacity (amount beneficiary can contribute) & funds requested (below LKR 150,000), human resource availability/ family support, other resources (e.g. land & buildings), etc. as relevant.

Additionally, the project will use innovative tools of puppetry and forum theatre, as well as the development of a mobile app (online and offline) to build awareness, collective strength and community support to address sexual bribery and sexual exploitation.

### **Geographic Coverage and Beneficiary Selection:**

The direct beneficiaries of the proposed project will be military widows in the North Western and North Central Provinces and war widows in the Northern Province, their families, the wider communities, and local public officials. Though it may seem that the project heavily targets the Northern geographic area, each Province has a distinct demographic composition in terms of ethnicity. Kurunegala (in the North Western Province) and Anuradhapura (in the North Central Province) have predominantly Sinhalese populations. Kurunegala has the highest number of military widows (28%) in the country, while Kilinochchi (in the Northern Province) has a predominantly Tamil population with significant number of war widows (of the 40,000 in the Northern Province) who reside within this district.

- 1. Kurunegala (North Western Province) - Beneficiary Selection:** Military widows will be identified as beneficiaries by *Women's Resource Centre (WRC)*, a women's community-based organization working primarily with these women in Kurunegala, which also played a vital role in initial research on military widows.
- 2. Anuradhapura (North Central Province) - Beneficiary Selection:** Military widows will be identified by *Rajarata Praja Kendraya (RPK)*, a grassroots women's organization working with women networks in Anuradhapura. The targeted villages have a high concentration of military widows who are members of networks.
- 3. Kilinochchi (Northern Province) - Beneficiary Selection:** *Viluthu* and the *Jaffna Social Action Centre*, which are grassroots women's organisation engaging with war widows in the North, will identify beneficiaries. *Viluthu* has formed self-help groups, with 12,000 active members in the North and East Provinces, including widows.

### **Project Sequencing:**

The project activities related to empowering widows and their collectives will be conducted in a phased manner, as there is a need to ensure engagement and build trust given that there is fear of retaliation, stigma and shame attached to experiences of sexual bribery and exploitation. The project would initially focus on supporting the formation and strengthening of widows' collectives, as the basis for engagement. This will be followed by raising awareness on sexual bribery and sexual exploitation through non-contentious forms of interactive engagement as well as capacity building for widows' collectives (and in parallel, other key stakeholders) on addressing sexual bribery and developing effective coping strategies. The focus would continue to be on empowering widows through capacity building, leadership and other life skills so that they are both more confident to access information and services from public institutions and have the tools to address incidents of sexual bribery and sexual exploitation. This will then be complemented by increasing their financial independence (and thereby

lessening their vulnerability to sexual bribery and sexual exploitation) through support for self-employment and entrepreneurship and linking them to resources, markets and networks for further support. In latter stages, widows' collectives from the different districts would engage in cross-regional initiatives - with a focus on building solidarity, social cohesion, dismantling social prejudices and stigmas that surround widowhood.

Parallely, activities focusing on awareness raising and capacity building of public officials/institutions, civil society and community members on preventing and addressing sexual bribery and sexual exploitation; development of an online and offline complaints reporting mechanism; strengthening of accountability mechanisms such as the Anti-Sexual Harassment Committees as well as formation of a civil society advocacy and accountability group, amongst others.

### **Coherence between Results:**

Both outcome level results jointly address the issue of sexual bribery and sexual exploitation experienced by military and war widows, targeting both survivors and likely perpetrators. The first Outcome focuses on an approach of *response* to sexual bribery and sexual exploitation and building of *resilience* amongst survivors, whilst the second Outcome focuses on an approach of *prevention* of sexual bribery and sexual exploitation and ensuring *accountability* by the duty bearers. Both Outcomes strategically contribute to the transformative empowerment of military and war widows to ensure they are no longer subjected to re-victimisation in post-conflict Sri Lanka but contribute their voice and agency towards building a more cohesive and inclusive society.

### III. Project management and coordination

#### a) Recipient organisations and implementing partners

##### **Recipient Organisations:**

**UN Women in Sri Lanka – Convening/Lead Organisation:** UN Women, guided by UNSCR 1325 and sister resolutions, is mandated to build women’s participation and influence in decision-making to prevent and resolve conflicts. Globally, UN Women together with the Peacebuilding Support Office leads and supports the implementation of the UNSG’s Seven Point Action Plan on Gender-Responsive Peacebuilding. UN Women’s key focus areas of intervention in terms of recovery and peacebuilding include post-conflict planning, economic recovery and restoring governance. UN Women is presently implementing a UN PBF Joint Project on “*Promoting the Participation of Women and Youth in Peacebuilding Processes*” in Sri Lanka, together with UNFPA and UNV (2017 – 2019; PBF Reference: 00105731). The project benefits from UN Women’s programmes on the *economic empowerment of FHH in the North-West and South*.

**UNDP Sri Lanka:** The country programme of the United Nations Development Programme (UNDP) is aligned with the United Nations Sustainable Development Framework (UNSDF), 2018-2022, and guided by the Government’s policy statements, the Peacebuilding Priority Plan, the public investment programme and the emerging national vision for localization of the 2030 Agenda. Within the context of the Peacebuilding Priority Plan (PPP), UNDP plays a key coordination role and contributes towards maximizing collective strength of a One-UN integrated approach. The proposed project builds on the longstanding engagement of UNDP in women’s economic empowerment, working through cooperatives and producer organizations and building on the *Ammachchi* concept introduced by UNDP for lagging districts in Sri Lanka. It also aligns with UNDP’s ongoing engagement on Access to Justice; where UNDP works directly with the national machinery for women in leading and coordinating the National Plan of Action to Address SGBV and also strengthen the initiatives of CSOs in responding and prevention of SGBV.

##### **Local Implementing Partners:**

**Centre for Equality and Justice (CEJ):** CEJ is a nationally-based, women-led CSO in Sri Lanka. CEJ’s mission is the achievement of gender justice so that women and men live in a society that is free, just and equal. CEJ’s primary focus is on working with conflict-affected women from the Sinhala, Tamil and Muslim communities. CEJ’s research includes sexual bribery among Sinhala, Tamil and Muslim women affected by conflict, and the project interventions and strategy have been rigorously developed based on research conducted by CEJ.

CEJ will leverage its networks of women’s organisations, groups and networks at the grassroots, regional and national level, including Viluthu (Northern Province), Jaffna Social Action Centre (Northern Province), Women’s Resource Centre (Kurunegala) and Rajarata Praja Kendraya (Anuradhapura).

b) **Project management and coordination:**

The Peacebuilding Board, co-chaired by the UN Resident Coordinator and the Secretariat for Coordinating Reconciliation Mechanisms (SCRM), oversees all PBF funded projects in Sri Lanka, in line with the Peacebuilding Priority Plan. In addition to oversight from the Board, a Project Review Committee consisting of the implementing UN agencies and partners will be established. The Committee will include dedicated Focal Points from UN WOMEN, UNDP, CEJ, and a representative from the PBF Secretariat in the Resident Coordinator’s Office. The Committee will be convened by UN Women and will be responsible for planning, implementation, monitoring, coordination and communication, and will ensure coherence between results. Quarterly review meetings will be held to anticipate and discuss issues related to implementation, timely coordination and effective engagement with partners.

**Project Coordination and Oversight:**

UN Women will serve as the lead agency, responsible for coordination amongst implementing partners, as well as collating and submitting project reports to PBSO and the Peacebuilding Board. While UN Women and UNDP will use in-house staff to provide technical expertise, UN Women will recruit one national Technical Coordinator (100%) and will cost-share the position of an existing Programme Associate (50%) to ensure adherence to financial and administrative processes of both the PBF and UN. UNDP will also recruit a Project Associate (100%) for coordination of UNDP related activities and will cost share the position of the Technical Specialist (Gender) (50%). UN Women, UNDP and CEJ focal points will be jointly responsible for monitoring and evaluation on the various components, guided by the M&E Plan’s performance indicators.

Within UN WOMEN, the Representative/Officer-in-Charge will be accountable for the overall outcomes of the programme. Where necessary, the Governance, Peace and Security Advisor and the Women, Peace and Security Unit of the UN Women Regional Office for Asia and the Pacific will provide technical support to the project. UN WOMEN’s Finance Officer, M&E Analyst and Communications Analyst will also support the execution of the project. Their positions are supported by UN Women and will have no cost implications to the project.

c) **Risk management:**

Risk	Likelihood	Severity	Mitigating Strategy
Reduced momentum and de-prioritisation of peacebuilding and reconciliation at the national level.	High	Medium	Monitor the political context and support the UN’s sustained advocacy and high-level dialogue between the UN and the Government to reaffirm commitments to peacebuilding and the UNHRC Resolution. Existing mechanisms such as the PBF Board and the PBF Oversight Committees, jointly chaired by the Government and the UN, will also be leveraged to advocate for re-engagement on peacebuilding and reconciliation.
Public officials and key institutions are reluctant to engage/participate in sensitisation programmes.	Medium	Medium	Initiate bilateral briefing meetings with key Government stakeholders at the national level, followed by bilateral meetings with local level stakeholders with the assistance of well-established local level networks of CEJ. These meetings will also be used as a participatory engagement tool, so that feedback from these

			institutions can be used to tailor interventions carefully. Interventions will be designed in a non-contentious manner without singling/condemning any particular segment of state representatives.
Fear of reprisals results in reluctance of military widows and war widows to participate.	Medium	Medium	Ensure that principles of ‘do no harm’ form the basis of engaging with military widows and war widows. Efforts will be undertaken to ensure beneficiaries that no identifiable characteristics will be documented, and confidentiality is accorded high priority.
Military widows are not inclined to engage in peer-exchanges programmes with war widows of the North, due to prejudices held, having lost their husbands to the conflict, and vice versa	Low	Low	Tailor interventions according to the needs of the widows in a particular community. Capacity building programmes will include an element of awareness raising to show the similarities in the issues that widows face, irrespective of ethnicity and geographic location, based on the research by CEJ. Interventions will aim to foster a sense of commonality and greater interest in participating in peer-exchanges and cross-regional learning.

#### **d) Monitoring and evaluation**

The project will be monitored in accordance with the M&E Plan which is jointly developed by UN Women, UNDP and CEJ (see Annex F). Partners will undertake a 6-month review of the project with the engagement of the project beneficiaries, to assess the status of project implementation and to identify any strategy changes required. A mid-term review of the project will be conducted by the Project Review Committee to assess project progress and identify and implement course corrections if required. An independent final evaluation will be conducted to assess project impact.

**Monitoring and Data Collection:** Monitoring tools to be used include qualitative tools such as process analysis surveys, pre- and post-training evaluation forms, questionnaire surveys, reflection sheet with mood metre methodology, group thought survey, scoring method survey, pre- and post-questionnaire surveys, amongst others. All implementing partners will follow ethical considerations (including ‘do no harm’) before, during and after data collection. All reports will ensure that data is non-identifiable.

**Knowledge Management:** The project will produce knowledge management tools and products to strengthen collective operational learning. Neither participants nor identifiable features will be included in the final products.

**Budget:** An overall budget allocation of approximately 7% amounting to USD 52,000 will be reserved for M&E and an estimated USD 30,000 will be allocated for the financial evaluation and USD 12,000 for the audit, to be cost-shared by UN Women and UNDP.

**M&E Timeline:** Partial baseline data is available through existing research; baseline data where required would be obtained through desk reviews and needs assessment/mapping under Output 1.2, which would be conducted within the 1st quarter. Thereafter, quarterly targets will be developed in accordance with the M&E Plan by the Project Review Committee. Monitoring of project activities through field visits will commence from the third quarter of the project and subsequently on a quarterly basis. This will be complemented by documentation of all activities; financial verification of records will also be undertaken. The final evaluation would be



contracted to an independent evaluation team/institution in the last quarter of the project.

- e) **Project exit strategy/ sustainability** – Briefly explain the project’s exit strategy to ensure that the project can be wrapped up at the end of the project duration, either through sustainability measures, agreements with other donors for follow-up funding or end of activities which do not need further support. If support from other donors is expected, explain what the project will do to try to ensure this support from the start.

The project from its inception will link with longstanding grassroots CSOs, women’s cooperatives, producer groups, and women’s associations. The project will link with and strengthen other relevant PBF interventions in target locations. The widows’ collectives formed will be linked to new markets through established organizations. Hence, the project will strengthen existing grassroots organizations rather than creating new organizations. Through private sector mapping and engagement, the project will harness new non-traditional markets, knowledge and tools, thus guaranteeing greater sustainability and principles of do no harm. Finally, the project will seek to strengthen the institutionalisation of mechanisms to respond to cases of sexual bribery and sexual exploitation with the support of civil society, which is expected to last beyond the project duration. The online and offline complaints reporting platform would continue to function with minimal supervision. The potential for expanding the parameters of the reporting platform to cover a range of governance issues related to women is an additional element of sustainability.

#### **IV. Project budget: see Annex D**

The total budget of the project is USD 1,500,000 of which 40% or USD 600,000 is channeled to the main CSO implementing partner, CEJ. The project is considered value for money: indirect support costs have been kept below 7% of the total project budget and personnel costs are less than 6% of the total budget (USD 84,000, please refer above for details). Additionally, 200 widows will directly receive small-scale, seed grants through the project, which would have an estimated total budget of USD 146,000. With the exception of the initial needs assessment/value chain analysis, perception survey of widows and general direct operating costs in support of project activities, all other funding would directly support empowerment of widows and capacity building of public institutions/officials and civil society.

## **Annex A.1: Project Administrative arrangements for UN Recipient Organizations**

The UNDP MPTF Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

### **AA Functions**

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved “Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds” (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate the financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF annual consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is completed by the RUNO. A project will be considered as operationally closed upon submission of a joint final narrative report. In order for the MPTF Office to financially closed a project, each RUNO must refund unspent balance of over 250 USD, indirect cost (GMS) should not exceed 7% and submission of a certified final financial statement by the recipient organizations’ headquarters.);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

### **Accountability, transparency and reporting of the Recipient United Nations Organizations**

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

Type of report	Due when	Submitted by
Semi-annual project progress report	15 June	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual project progress report	15 November	Convening Agency on behalf of all implementing organizations and in

		consultation with/ quality assurance by PBF Secretariats, where they exist
End of project report covering entire project duration	Within three months from the operational project closure (it can be submitted instead of an annual report if timing coincides)	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual strategic peacebuilding and PBF progress report (for PRF allocations only), which may contain a request for additional PBF allocation if the context requires it	1 December	PBF Secretariat on behalf of the PBF Steering Committee, where it exists or Head of UN Country Team where it does not.

Financial reporting and timeline:

<b>Timeline</b>	<b>Event</b>
<b>30 April</b>	Annual reporting – Report <b>Q4 expenses</b> (Jan. to Dec. of previous year)
<b><i>Certified final financial report to be provided by 30 June of the calendar year after project closure</i></b>	

UNEX also opens for voluntary financial reporting for UN recipient organizations the following dates

<b>31 July</b>	Voluntary Q2 expenses (January to June)
<b>31 October</b>	Voluntary Q3 expenses (January to September)

Unspent Balance exceeding USD 250, at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

### **Ownership of Equipment, Supplies and Other Property**

Ownership of equipment, supplies and other property financed from the PBF shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

### **Public Disclosure**

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

## **Annex A.2: Project Administrative arrangements for Non-UN Recipient Organizations**

### **Accountability, transparency and reporting of the Recipient Non-United Nations Organization:**

The Recipient Non-United Nations Organization will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each recipient in accordance with its own regulations, rules, directives and procedures.

The Recipient Non-United Nations Organization will have full responsibility for ensuring that the Activity is implemented in accordance with the signed Project Document;

In the event of a financial review, audit or evaluation recommended by PBSO, the cost of such activity should be included in the project budget;

Ensure professional management of the Activity, including performance monitoring and reporting activities in accordance with PBSO guidelines.

Ensure compliance with the Financing Agreement and relevant applicable clauses in the Fund MOU.

### **Reporting:**

Each Receipt will provide the Administrative Agent and the PBSO (for narrative reports only) with:

Type of report	Due when	Submitted by
Bi-annual project progress report	15 June	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual project progress report	15 November	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
End of project report covering entire project duration	Within three months from the operational project closure (it can be submitted instead of an annual report if timing coincides)	Convening Agency on behalf of all implementing organizations and in consultation with/ quality assurance by PBF Secretariats, where they exist
Annual strategic peacebuilding and PBF progress report (for PRF allocations only), which may contain a request for additional PBF allocation if the context requires it	1 December	PBF Secretariat on behalf of the PBF Steering Committee, where it exists or Head of UN Country Team where it does not.

Financial reports and timeline:

<b>Timeline</b>	<b>Event</b>
<b>28 February</b>	Annual reporting – Report <b>Q4 expenses</b> (Jan. to Dec. of previous year)
<b>30 April</b>	Report <b>Q1 expenses</b> (January to March)
<b>31 July</b>	Report <b>Q2 expenses</b> (January to June)
<b>31 October</b>	Report <b>Q3 expenses</b> (January to September)
<i>Certified final financial report to be provided at the quarter following the project financial closure</i>	

Unspent Balance exceeding USD 250 at the closure of the project would have to be refunded and a notification sent to the Administrative Agent, no later than three months (31 March) of the year following the completion of the activities.

### **Ownership of Equipment, Supplies and Other Property**

Matters relating to the transfer of ownership by the Recipient Non-UN Recipient Organization will be determined in accordance with applicable policies and procedures defined by the PBSO.

### **Public Disclosure**

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent website (<http://www.mptf.undp.org>)

### **Final Project Audit for non-UN recipient organization projects**

An independent project audit will be requested by the end of the project. The audit report needs to be attached to the final narrative project report. The cost of such activity must be included in the project budget.

### **Special Provisions regarding Financing of Terrorism**

Consistent with UN Security Council Resolutions relating to terrorism, including UN Security Council Resolution 1373 (2001) and 1267 (1999) and related resolutions, the Participants are firmly committed to the international fight against terrorism, and in particular, against the financing of terrorism. Similarly, all Recipient Organizations recognize their obligation to comply with any applicable sanctions imposed by the UN Security Council. Each of the Recipient Organizations will use all reasonable efforts to ensure that the funds transferred to it in accordance with this agreement are not used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime. If, during the term of this agreement, a Recipient Organization determines that there are credible allegations that funds transferred to it in accordance with this agreement have been used to provide support or assistance to individuals or entities associated with terrorism as designated by any UN Security Council sanctions regime it will as soon as it becomes aware of it inform the head of PBSO, the Administrative Agent and the donor(s) and, in consultation with the donors as appropriate, determine an appropriate response.

### **Non-UN recipient organization (NUNO) eligibility:**

In order to be declared eligible to receive PBF funds directly, NUNOs must be assessed as technically, financially and legally sound by the PBF and its agent, the Multi Partner Trust Fund Office (MPTFO). Prior to submitting a finalized project document, it is the responsibility of each NUNO to liaise with PBSO and MPTFO and provide all the necessary documents (see below) to demonstrate that all the criteria have been fulfilled and to be declared as eligible for direct PBF funds.

The NUNO must provide (in a timely fashion, ensuring PBSO and MPTFO have sufficient time to review the package) the documentation demonstrating that the NUNO:

- Has previously received funding from the UN, the PBF, or any of the contributors to the PBF, in the country of project implementation
- Has a current valid registration as a non-profit, tax exempt organization with a social based mission in both the country where headquarter is located and in country of project implementation for the duration of the proposed grant. (**NOTE:** If registration is done on an annual basis in the country, the organization must have the current registration and obtain renewals for the duration of the project, in order to receive subsequent funding tranches)
- Produces an annual report that includes the proposed country for the grant
- Commissions audited financial statements, available for the last two years, including the auditor opinion letter. The financial statements should include the legal organization that will sign the agreement (and oversee the country of implementation, if applicable) as well as the activities of the country of implementation. (**NOTE:** If these are not available for the country of proposed project implementation, the CSO will also need to provide the latest two audit reports for a program or project based audit in country.) The letter from the auditor should also state whether the auditor firm is part of the nationally qualified audit firms.
- Demonstrates an annual budget in the country of proposed project implementation for the previous two calendar years, which is at least twice the annualized budget sought from PBF for the project<sup>9</sup>
- Demonstrates at least 3 years of experience in the country where grant is sought
- Provides a clear explanation of the CSO's legal structure, including the specific entity which will enter into the legal agreement with the MPTF-O for the PBF grant.

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<sup>9</sup> Annualized PBF project budget is obtained by dividing the PBF project budget by the number of project duration months and multiplying by 12.

**Annex B: Project Results Framework (MUST include sex- and age disaggregated data)**

Outcomes	Outputs	Indicators	Means of Verification/ frequency of collection	Indicator milestones
Outcome 1: Empowered military and war widows have sustainable livelihoods, and access social support services with dignity		<p>Outcome Indicator 1 a % of military and war widows who are subjected to sexual bribery and sexual exploitation when accessing services.</p> <p><u>Baseline:</u> 50% military widows (from 2016 study) War Widows: TBD <u>Target:</u> Reduced to 25%</p>	<p>Post-community awareness perception survey/ feedback reports (including attendance figures) every 6 months.</p> <p>Documentation of participant's feedback, following each workshop/initiative.</p> <p>Activity reports (eg. from legal and documentation clinics etc.) following each activity.</p>	(Survey will be done at the beginning for the war widows and at the end for both military widows and war widows).
		<p>Outcome Indicator 1 b % of widow beneficiaries who have used the grant provided to establish or upscale an existing business venture, disaggregated by widow type.</p> <p><u>Baseline:</u> 0% <u>Target:</u> At least 50% of grant recipients</p>	<p>Follow-up assessment with grant recipients.</p> <p>Reports from mentoring programmes.</p>	30% of widow beneficiaries used the grant provided to establish or upscale an existing business venture by the end of the 4 <sup>th</sup> quarter of implementation
	<p><b>Output 1.1 Military widows and war widows have increased knowledge of their rights and have access to complaint mechanisms on bribery.</b></p> <p>List of activities under this Output: 1.1.1 Create/ strengthen collectives of military and war</p>	<p>Output Indicator 1.1.1 # of widows' collectives formed/ strengthened</p> <p>Baseline: 0 Target: 12 collectives (across 3 districts)</p>	<p>Minutes of meetings held</p> <p>Activity reports</p>	9 collectives formed and operationalized by 3rd quarter.

	<p>widows with a focus on asserting their rights and eliminating all forms of abuse.</p> <p>1.1.2 Conduct community-wide awareness programmes on “breaking the taboo” in relation to sexual bribery and exploitation through participatory methods such as ‘puppetry’ and ‘forum theatre’.</p>	<p>Output Indicator 1.1.2 # of widows that are members of collectives formed/ strengthened who have increased knowledge of their rights, disaggregated by type of widow</p> <p>Baseline: 0 Target: 750 (across 3 districts)</p>	End of training survey	At least 250 widows after 1 year of implementation.
	<p>1.1.3 Conduct legal aid and documentation mobile clinics in ‘safe spaces’ linking with CSOs and Women Development Officers of the MWCA for delivery and develop and disseminate an information brochure of service providers together with a SOP on accessing these services collectively</p>	<p>Output Indicator 1.1.3 % of widows trained to access legal and other services, disaggregated by type of widow.</p> <p>Baseline: 0 Target: 70% of widows within collectives trained</p>	<p>Training reports</p> <p>CSO reports of referral services accessed by widows</p>	25% of widows within collectives trained by 4th quarter.
	<p>1.1.4 Develop a pilot complaints reporting platform to report incidents of sexual bribery and exploitation, available online, through a mobile application and offline via SMS messaging, with geo-tagging location features.</p> <p>1.1.5 Provide widows’ collectives with leadership and life skills training, and strengthen them through the formation of cross-regional alliances to build social cohesion and to cope with SB/SE.</p> <p>1.1.6 Provide guidance and strategies to widows’ collectives to identify and respond to at-risk or negative changes in the behaviour of young/ adolescent children (to break the intergenerational impact of conflict).</p>	<p>Output Indicator 1.1.4 # of users accessing the online/offline complaints reporting platform.</p> <p>Baseline: 0 Target: 100</p>	Usage data reports from reporting platform	Platform developed and launched by 5th quarter.



	<p><b>Output 1.2 The civil society is strengthened to provide services for the protection of victims of sexual exploitation and sexual bribery</b></p> <p>List of activities under this Output:</p> <p>1.2.1 Capacity building of civil society actors to provide services, information and referrals to victim survivors of sexual bribery and exploitation.</p> <p>1.2.2 Support to civil society on lobbying and advocating with national institutions and Independent Commissions to institutionalize response to complaints of sexual bribery (through setting up of special complaints mechanisms, gender-sensitive policies, and procedures to investigate and handle sexual bribery cases).</p> <p>1.2.3 CSOs provide free legal aid to war and military widows who are willing to file a complaint.</p>	<p>Output Indicator 1.2.1 # of civil society organizations who are increasingly providing services, information and referrals for war and military widows Baseline: TBD Target: 10</p>	<p>List of CSOs, partners reports reviewed after 1 year and at the end of the project.</p>	<p>5 after 1 year of implementation of the project</p>
		<p>Output Indicator 1.2.2 # of widows provided with legal assistance through CSOs Baseline: 0 Target: 50</p>	<p>Partners report reviewed after 1 year and at the end of the project.</p>	<p>20 after 1 year of implementation of the project</p>
		<p>Output Indicator 1.2.3 # of complaints filed by military and war widows. Baseline: 0 Target: 20</p>	<p>List of complaints. Names of plaintiffs will be kept anonym. Data to be collected at the beginning after 1 year and at the end of the project.</p>	<p>5 after 1 year.</p>
	<p><b>Output 1.3 Military widows and war widows increase their entrepreneurial knowledge and skills</b></p> <p>List of activities under this Output:</p> <p>1.3.1 Conduct a needs assessment in targeted districts to understand gaps in skills and capacities of widows, and value</p>	<p>Output Indicator 1.3.1 # of widows who are trained to commence a business or enterprise.  Baseline: TBD Target: 280 military and war widows</p>	<p>Training reports  Post-training evaluation</p>	<p>140 by 4th quarter</p>

	<p>chain analyses in identified sectors to understand market opportunities.</p> <p>1.3.2 Provide skills training (product development and use of technology) and capacity building on business management skills (business planning, financial literacy and management, particularly information on accessing loans and linking with credible lending institutions, and marketing) for widows in identified sectors.</p>	<p>Output Indicator 1.3.2 # of widows provided with grants, disaggregated by type of widow.</p> <p>Baseline: 0 Target: 200 military and war widows (based on the strength and quality of proposals submitted)</p>	<p>Business proposals submitted by widows for seed funding.</p>	<p>100 military widows and war widows have received special grants by end of 4th quarter.</p>
	<p>1.3.3 Support widows to access markets and points-of-sale by linking them to Ranaviru villages, cooperatives, 'Hela Bojun Hala'/'Ammaarchi' outlets in the target areas, potential private sector partners, and existing UNDP supported women's associations and producer groups.</p> <p>1.3.4 Support entrepreneurship by setting up mentoring programmes linking widow collectives with successful women entrepreneurs, regional Chambers of Commerce and Women's Chambers of Commerce, together with the MWCA.</p> <p>1.3.5 Provide special grants to identified widows for a viable, innovative up-market business venture or scaling up of an existing venture (following the capacity building programmes), via a 'competitive challenge' exclusively for military and war widows, where contenders will present business proposals which will be judged by an independent</p>	<p>Output Indicator 1.3.3 # of Diversity Market Fairs held.</p> <p>Baseline: 2 Target: 4 1 in each project district and 1 in Colombo)</p>	<p>Documentation of the Diversity Market Fairs.</p> <p>Media reports (online/offline)</p>	<p>2 Diversity Market Fairs by end of 4th quarter.</p>

	<p>selection panel.</p> <p>1.3.6 Conduct 'exposure visits' where widow entrepreneurs from the North and South showcase their products in "Diversity Market Fairs" held on a rotational basis in all project locations, to foster cross-regional learning, build social cohesion and inter-linkages for peace.</p>			
<p>Outcome 2:  <b>Increased commitment of public institutions to prevent and respond to sexual bribery and to protect military and war widows from sexual exploitation</b></p>		<p>Outcome Indicator 2.1.a</p> <p># of Circulars/ guidelines/ policies which incorporate explicit commitment and/or accountability measures within the public sector to prevent and respond to sexual bribery and exploitation.  <u>Baseline: 1</u>  <u>Target: 2</u></p>	<p>Circulars/guidelines/ decisions taken or issued by public institutions.</p>	<p>1 new Circulars/ guidelines/ policies by end of 4<sup>th</sup> quarter.</p>
		<p>Outcome Indicator 2.1.b</p> <p># of complaints received and action taken by the Anti-Sexual Harassment Committees.   Baseline: 0  Target: 5</p>	<p>Minutes of quarterly meetings between Anti-Sexual Harassment Committees and implementing agencies (relating to progress including number of complaints received).</p>	<p>5 complaints received, and action taken by end of 5<sup>th</sup> quarter.</p>
	<p>Output 2.1</p> <p><b>The capacity of public institutions and officials are built to prevent and respond to bribery and to protect military and war widows from sexual exploitation.</b></p> <p>List of activities under this Output:  2.1.1 Sensitization of public officials on sexual bribery and sexual exploitation as crimes, using 'puppetry' and 'forum theatre' to communicate the message in a non-contentious manner.</p>	<p>Output Indicator 2.1.1</p> <p># of sensitisation programmes held for public officials on sexual harassment policies, legal frameworks, guidelines on response mechanisms, and accountability measures.   Baseline: 0  Target: 20</p>	<p>Reports from sensitisation programmes</p>	<p>10 sensitisation programmes by the end of 4<sup>th</sup> quarter.</p>
		<p>Output Indicator 2.1.2</p> <p># of public officials who complete the course on handling bribery complaints, including sexual bribery, harassment and exploitation.   Baseline: TBC  Target: 50</p>	<p>Course completion reports from SLIDA/SLFI.</p>	<p>20 by end of the 4<sup>th</sup> quarter</p>

	<p>2.1.2 Development of a special training programme for public officials on handling complaints of sexual exploitation and sexual bribery, in consultation with public training institutions such as SLIDA/SLFI.</p> <p>2.1.3 Provide technical support to National Human Rights Institutions to receive and respond to complaints.</p> <p>2.1.4 Conduct intensive training programmes for pre-selected officers of the MWCA (Women Development Officers, Counselling Assistants and other relevant officers) to provide preliminary legal assistance to survivors and act as resource persons at legal aid clinics.</p>	<p>Output Indicator 2.1.3 # of legal aid clinics conducted by capacitated local public officers on preliminary assistance to survivors on possible legal remedies. Baseline: 0 Target: At least 15 legal aid clinics</p>	<p>Pre- and post-training evaluations</p> <p>Quarterly updates from officers on legal assistance provided</p>	<p>15 officers capacitated by end of 4<sup>th</sup> quarter.</p>
	<p><b>Output 2.2 Strengthen existing accountability mechanisms to report and respond to sexual bribery and exploitation.</b></p>	<p>Output Indicator 2.2.1 # of public institutions with established and functioning Anti-Sexual Harassment Committees. <u>Baseline:</u> 10 established though not functioning <u>Target:</u> 12 established and fully functioning</p>	<p>Reports from Anti-Sexual Harassment Committee meetings.</p>	<p>5 Anti-Sexual Harassment Committees strengthened by 4<sup>th</sup> quarter</p>

	<p>2.2.1. Technical support to the formation/ re-establishment of anti-sexual harassment committees in public institutions as per the recent directive issued by the Ministry of Women and Child Affairs.</p> <p>2.2.2. Provide technical support to the Ministry of Women and Child Affairs to advocate for gender-sensitive anti-bribery and anti-harassment legislation.</p> <p>2.2.3. Provide technical support to other Ministries/public sector institutions to draft policies/ circulars/ guidelines on sexual bribery and exploitation.</p>	<p>Output Indicator 2.2.2 # of state/public sector institutions provided with technical support to integrate/adopt measures on addressing sexual bribery and exploitation</p> <p>Baseline: 0 Target: 4</p>	<p>Reports from proceedings with the relevant public sector institutions.</p>	<p>3 state/public institutions by the end of 5<sup>th</sup> quarter.</p>
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### Annex C: Checklist of project implementation readiness

Question	Yes	No	Comment
1. Have all implementing partners been identified?	✓		Implementing partners include UN Women, UNDP, CEJ and its 4 identified local/grassroots level partners.
2. Have TORs for key project staff been finalized and ready to advertise?	✓		TORs for the Technical Coordinator and Project Associate to be fully funded by the project are available. The remaining staff positions are existing ones which are cost-shared with this project.
3. Have project sites been identified?	✓		Districts of Kurunegala, Anuradhapura and Kilinochchi. (Please refer to the section “Geographic Coverage and Beneficiary Selection” on Page 11.)
4. Have local communities and government offices been consulted/ sensitized on the existence of the project?	✓		The project is designed based on existing research on sexual bribery and/or sexual exploitation experienced by military and war widows. Consultations have been conducted with the Secretary of the Ministry of Women and Child Affairs, Sri Lanka, who noted that this issue has received little recognition and appreciated components such as the technical support to strengthening of the Anti-Sexual Harassment Committees, which have just been revived at national level.
5. Has any preliminary analysis/ identification of lessons learned/ existing activities been done?	✓		The project is designed based on the recommendations of existing research on sexual bribery and/or sexual exploitation experienced by military and war widows.
6. Have beneficiary criteria been identified?	✓		Yes. Please refer section on “Geographic Coverage and Beneficiary Selection”. This would be further benefitted by the needs assessment that would be conducted as part of the project, particularly in identifying final beneficiaries and sectors.
7. Have any agreements been made with the relevant Government counterparts relating to project implementation sites, approaches, Government contribution?	✓		The Secretary of the Ministry of Women and Child Affairs – who is a member of the Peacebuilding Fund Board – has been consulted and has indicated that she is in agreement with the concept. Please also find enclosed a letter from the Secretary of MWCA noting the alignment of the project to existing National Action Plans.
8. Have clear arrangements been made on project implementing approach between project recipient organizations?	✓		Detailed discussions have been held between UN Women, UNDP and CEJ on the project’s implementation strategy. Activities to be undertaken by each partner and how each partner will collaboratively feed into each other’s activities have been identified.
9. What other preparatory activities need to be undertaken before actual project implementation can begin and how long will this take?	N/A		Contractual agreement between UN Women and CEJ would have to be signed once the full proposal has been approved. UN Women has already approved the pre-selection of CEJ as an implementing partner.

**Annex D: Detailed and UNDG budgets (attached Excel sheet)**

**Annex E: Chain of accountability within the public offices regarding disciplinary measures where infractions and/or corruption takes place: Bribery Act and the Establishments Code**

**I. Bribery Act – Chain of Accountability**

Section	Provision
11	At a trial for an offence under the Act, the Court or the Prosecutor can call for witnesses and use and produce documents not specified in an indictment.
12	Summons may be issued in the following manner (in addition to those mentioned in the Code of Criminal Procedure Act):  (a) By registered post (b) By registered post to the person to be summoned (c) Public servants - by registered post to the head of the relevant establishment (d) Employee - by registered post to the employer (e) Through any <i>grama seva niladhari</i> or (f) If urgent by telegram
30 A	(1) Where an officer appointed to assist the Commission detects activity relating to illegal gratification such officer shall, (a) take the person before any magistrate - without unnecessary delay; or (b) produce the person before any magistrate with a certificate signed by the Director General that he or she has been detected accepting soliciting or offering illegal gratification; or (c) produce currency notes alleged to have been so dealt with together with a report signed by the Director General.  (2) where someone is produced before a magistrate under paragraph (b) of sub-section (1), magistrate shall remand the person till trial is concluded; provided however that in exceptional circumstances and for reasons to be recorded release him or her on bail any time before the trial.  (3) where currency notes are produced, the magistrate can then issue a certificate that those were produced to him which can be presented in later proceedings in lieu of the actual notes.  (4) Notwithstanding the above where the Commission informs the magistrate that it does not propose to institute proceedings against the person taken in custody, person shall be discharged forthwith.
32	President appoints a Commission of Inquiry consisting of one or more members to inquire into and report on any allegations of bribery made against the Cabinet, Members of Parliament, members of Local Authorities, or persons appointed by the President to any office or the members, directors or governing body of any scheduled institution.

34	<p>Powers of the Commission of Inquiry:</p> <p>(1)</p> <ul style="list-style-type: none"> <li>(a) power to cause summons on any person;</li> <li>(b) power to issue warrants of arrest in case of disobedience to summons;</li> <li>(c) power to require by written notice the person to furnish a sworn statement in enumerating all movables and immovables possessed or belonging to such person, his or her spouse, children; or otherwise</li> <li>(d) requiring such written notice when the commission has reasonable grounds to believe that such information can assist the inquiry;</li> <li>(e) power to require by written notice any institution (such as bank, department or Local Authority etc.) to produce any information as the Bribery Commissioner may require;</li> <li>(f) such other powers as may be conferred on the commission by the president either by the warrant constituting the commission or by any subsequent warrant.</li> </ul> <p>(2) A warrant of arrest issued by a Commission of Inquiry</p> <ul style="list-style-type: none"> <li>(a) shall be signed by the chairman of the commission and</li> <li>(b) shall be executed by any police officer to whom it is directed.</li> </ul> <p>(3) A Commission of Inquiry shall treat all information obtained with the strictest secrecy and not divulge information to any person other than the commission, the person being inquired or his or her attorney.</p>
35	<p>Where a person being inquired refuses to or neglects to attend the inquiry, the Commission may proceed with the inquiry in his absence.</p>
36	<p>(1) A Commission of Inquiry may cause the evidence given before it to be taken down in proper language.</p> <p>(2) If any member cannot understand any information due to a language barrier, it should be interpreted into a language he or she can understand.</p>
37	<p>(1) Every offense in contempt of the Commission shall be communicated to the president of the court of appeal by letter signed by the chairman.</p> <p>(2) The President of the Court of Appeal then issues a rule <i>nici</i> for contempt of court.</p> <p>(3) Once it has been issued, he or she is liable to be punished unless he or she can show cause to the satisfaction of the court of Appeal.</p> <p>(4) In any proceedings regarding such offense of contempt against the Commission, no member of that Commission shall be liable to be summoned as a witness by that person - but the court may if it considers it necessary examine a member of the Commission.</p>
38	<p>(1) President shall order the publication of the report of a Commission of Inquiry if in his opinion public interest will not suffer by such publication.</p> <p>(2) Where the president decides not to publish, he shall order such publication if requested to do by a resolution passed by parliament.</p>
39	<p>(1) Where a Commission finds a person guilty of bribery by accepting a gratification</p>



	<p>(a) the Commission shall, if the gratification is a sum of money, state that sum or if the value of that gratification can be assessed, assess and declare that value in the report.</p> <p>(b) The Attorney General shall in writing communicate such finding to that person and, if a sum is specified, direct that person to pay that sum to the Attorney General within such time as may be specified in the direction.</p> <p>(2) If a person fails to pay such sum, the Attorney General may apply to the High Court for an order and the High Court shall make an order for the payment and if he still fails to pay the money, it may be recovered as if the order were a decree entered by a District Court in favour of the state and against that person.</p> <p>(4) In the proceedings in the High Court for the recovery of the sum, it shall not be competent for that court or for anyone to question the sum declared by the Commission of Inquiry to be the amount, or the value, of the gratification.</p>
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**II. Establishments Code Procedure (from Volume 1), which applies to officials in the public sector.**

**Chapter XXXIII: Legal Advice and Legal Actions**

6. Defence of an action against a public officer in their official capacity:

6:1 – If the head of a department received notice of a civil action in respect of an act purporting to be done by him in his official capacity, he should consult the Attorney General without delay, forwarding the notice of action together with the relevant departmental file and a comprehensive statement of the facts of the case.

If the Attorney General is of opinion that he should undertake the defence of that action, he will apply to court for the substitution of the Attorney General as a party defendant in the action in place of such public officer or take steps to appear and defend that action as may be appropriate.

6:2 – If an officer who is not the head of a department received notice of a civil action in respect of an act purporting to be done by him in his official capacity, he should communicate immediately with the head of his department who should consult the Attorney General in the same manner as specified above and the Attorney General could take the same steps as given above.

6:3 – If in either of the cases referred to above, the Attorney General is of opinion that he should not undertake the defence of the action, he should forward the papers along with the reasons for his opinion to the Minister of Justice.

6:4 – If the Attorney General does not undertake the defence of a civil action against the public officer, that officer should arrange for his own defence through his lawyers and may, where necessary, apply for re-imbusement for his expenses.

6:5 – If criminal proceedings are instituted against a public officer in respect of an act purporting to be done by him in his official capacity, he should arrange for his defence through his own lawyer and may seek re-imbusement of his expenses.

6:6 – Where in proceedings for the enforcement of Fundamental Rights under Article 126 of the Constitution, allegations of a personal nature including allegations of torture or assault are made against any public officer, such officer should arrange for his defence through his own lawyers and may seek re-imbusement.

### **III. “Sexual Harassment Policy: Guidelines for State Sector Institutions” (developed by the Human Rights Commission of Sri Lanka)**

As per the Cabinet paper drafted in 2006 and the ‘Policy against Sexual Harassment in the Workplace’ (guidelines for State institutions) drafted thereafter by the Human Rights Commission of Sri Lanka, committees were setup in different Ministries to investigate cases of sexual harassment in the workplace. The composition of the committees, how to lodge a complaint, functions of the committees, complaints procedure, penalties register etc., are contained in the guidelines. Accordingly, once a complaint is lodged to the anti-sexual harassment committee, the investigation begins as per set procedure (investigation needs to be completed within a period of 6 months).

If the perpetrator is found guilty, the following penalties could be imposed.

- A written report on steps taken after the complaint was investigated should be attached to the personal file of the employee who committed the offence.
- The report should contain the nature of the offence, reprimand and disciplinary action taken.
- In the case of assault or rape, it may result in dismissal and reporting to the police.
- In the case of any other sexual harassment (other than that mentioned specifically): it may result in a written warning, temporary interdiction or dismissal depending on the gravity of the offence
- In the case of revenge alleged to have been taken on the complainant because of a complaint of sexual harassment, verbal instructions which do not constitute a disciplinary action may be given. If the party persists, the party should be interdicted.

Parties dissatisfied with the outcome of the investigations are able to appeal to a higher authority.