



United Nations
Peacebuilding
Peacebuilding Fund

United Nations Peacebuilding Support Office (PBSO)/ Peacebuilding Fund (PBF)

<p>Project Title: Empowering women for an inclusive and sustainable transitional justice and reconciliation process in Sri Lanka</p>	<p>Recipient Organization(s): Handicap International (HI)</p>
<p>Project Contact: Matteo Caprotti, HI Sri Lanka Country Director Address: 129 1/A High Level Road, Kirulapone, Colombo 06, Sri Lanka Telephone: +94 (0) 77-303-4863 E-mail: countrydirector@handicap-international-sl.org</p>	<p>Implementing Partner(s) – Search for Common Ground, Viluthu and the Women’s Development Center; <i>Steering Committee:</i> implementing partners together with representatives of the Office of National Unity and Reconciliation, of OHCHR and of the PBF-Secretariat in the UN Resident Coordinator’s Office</p>
	<p>Project Location: Sri Lanka: Ampara, Anuradhapura, Jaffna, Kandy, Moneragala and Trincomalee Districts</p>
<p>Project Description: The project will empower women, including marginalized women, to participate across the dividing lines in a collaborative platform to provide women’s recommendations on the Transitional Justice and Reconciliation (TJR) process and mechanisms in Sri Lanka by engaging in advocacy, awareness and accountability actions.</p>	<p>Total Project Cost: 750,000 USD Peacebuilding Fund: 750,000 USD Other: n/a</p>
	<p>Proposed Project Start Date: February 2017 Proposed Project End Date: July 2018 Total duration (in months)¹: 18</p>
<p>Gender Marker Score²: <u>3</u> <i>Score 3 for projects that have gender equality as a principal objective.</i> <i>Score 2 for projects that have gender equality as a significant objective.</i> <i>Score 1 for projects that will contribute in some way to gender equality, but not significantly.</i></p>	

¹ The maximum duration of an IRF project is 18 months.

² PBSO monitors the inclusion of gender equality and women’s empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his Seven-Point Action Plan on Gender Responsive Peacebuilding.

Project Outcomes:

- 1) Women, including marginalized women, support a platform for the purpose of influencing the TJR process and mechanisms across the dividing lines.
- 2) Women, including marginalized women, engage in a collaborative platform to provide common perspectives on TJR valued by relevant TJR stakeholders

PBF Focus Areas³ which best summarizes the focus of the project (*select one*):

2: Promote coexistence and peaceful resolution of conflicts (Priority Area 2): (2.1) National reconciliation.

³ PBF Focus Areas are:

1: *Support the implementation of peace agreements and political dialogue (Priority Area 1):*

(1.1) SSR, (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: *Promote coexistence and peaceful resolution of conflicts (Priority Area 2):*

(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

3: *Revitalise the economy and generate immediate peace dividends (Priority Area 3);*

(3.1) Employment; (3.2) Equitable access to social services

4) *(Re)-establish essential administrative services (Priority Area 4)*

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including JSC/ PBF Secretariats)

IRF PROJECT DOCUMENT

(for IRF-funded projects)	
<p>Recipient Organization: <i>Name of Representative</i> HA TRO CARB II <i>Signature</i> <i>Name of Agency</i> HANDICAP INTERNATIONAL <i>Date & Seal</i> 2/09/2016</p>	<p>Representative of National Authorities <i>Name of Government Counterpart</i> <i>Signature</i> <i>Title</i> <i>Date & Seal</i> 8/9/2016</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>Chandrasena Mallyadde Director General Office for National Unity 6th Floor, No. 21, Janadhipathi Mawatha, Colombo 01.</p> </div>
<p>Peacebuilding Support Office (PSO) <i>Name of Representative</i> <i>Signature</i> Peacebuilding Support Office, NY <i>Date & Seal</i> 6 Dec 2016</p>	<p>Resident Coordinator (RC) <i>Name of Representative</i> Uma McC... <i>Signature</i> RCO, <i>Date & Seal</i> 8/9/2016</p>
<p>Managing Agent <i>Name of Representative</i> <i>Signature</i> UNOPS, NY <i>Date & Seal</i></p>	Empty space for Managing Agent signature/seal

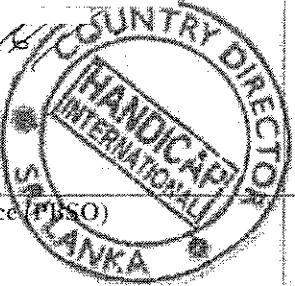


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PROJECT COMPONENTS:

I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context:

Sri Lanka's 26-year long civil war between government forces and Tamil separatists ended in 2009 with the establishment of a "negative peace". The conflicts' root causes remain unresolved, embedded in tensions between the Sinhalese majority and the Tamil minority, with Muslims and other groups, caught in-between.⁴ **Deep mistrust between and within groups along ethnic, regional, religious, linguistic and political identity lines continues to erode the fabric of Sri Lankan society.** The consequences of the war itself also remain largely unaddressed. This includes psycho-social trauma, sexual and gender-based violence⁵, a "culture of impunity"⁶ and a redress for long-held grievances (such as disappearances). As noted by the recent UN-commissioned Peacebuilding Context Assessment (March, 2016), "the early post-war period from 2009 to 2014 was largely one of missed opportunities", constrained by a victorious regime that was largely hostile to the peacebuilding agenda.

In 2015, a new "national coalition" government was elected with a mandate around peacebuilding and governance reform. This Government has co-sponsored, at the end of 2015, a United Nations Human Rights Council resolution⁷ that draws a roadmap for establishing a set of **Transitional Justice and Reconciliation (TJR) mechanisms**. Most prominent among them is the Government plan to establish **an Office of Missing Persons, a Truth, Reconciliation and Non-Recurrence Commission, a Judicial Mechanism with Special Counsel and an Office of Reparations**. An independent Consultation Task Force on Reconciliation Mechanisms was mandated to conduct a public consultation process on the proposed initiatives. In addition, several ministries and other offices have been set up to coordinate those mechanisms and to prepare and advance reconciliation and related policies and programs. These include the **Secretariat for Coordinating Reconciliation Mechanisms (SCRM)** overseeing institutional coherency and the **Office of National Unity and Reconciliation (ONUR)**, focused on non-recurrence through strengthening inter-ethnic and inter-religious relationships and sensitization.⁸

These initiatives and their participatory design bode optimism for providing effective opportunities to openly address grievances, violations and inter-community reconciliation. Yet, there are many tensions around the proposals, such as the composition and mandate of the judicial mechanism, which part of the Sinhalese population perceive as leading to witch-hunt against the military, while the minority groups perceive it as falling short on justice and accountability.⁹ Families of the disappeared are wary of yet another commission that brings them no closer to finding answers and are less likely to be interested in participating. These mechanisms' success is very much dependent on the responsiveness of those most affected by the conflict/ violence (female-headed households where members of the family died, families of the disappeared, and persons with disabilities who were wounded in the war) to engage with them. Within these groups are victims of violence and combatants from all sides.

⁴ Confronting the Complexity of Loss Perspectives on Truth, Memory & Justice in Sri Lanka by the Law and Society Trust, Colombo, 2015

⁵ "The Forever Victims? Tamil Women in Post-War Sri Lanka", Politics of Sexual Violence Initiative (2015), N. Gowrinathan and K. Cronin-Furman.

⁶ Peacebuilding Context Assessment, Sri Lanka (March, 2016). United Nations.

⁷ 'Promoting reconciliation, accountability and human rights in Sri Lanka' (A/HRC/30/L.29).

⁸ Others are: the Ministry of National Integration and Reconciliation (which includes ONUR), the Ministry of National Co-Existence and Dialogue and the Ministry in charge of resettlements. A constitutional reform process is underway as well that is supposed to ensure ethnic unity and uphold minority rights.

⁹ <http://ices.lk/publications/advancing-truth-and-justice-in-sri-lanka-a-report-of-six-dialogues/>

of the conflict. These affected groups are potential spoilers of the reconciliation process and wield significant symbolic power, shaping the way in which society—both local and national—experience TJR initiatives. Yet, currently the inclusion of these groups is hampered by various factors.

Strong divisions among these groups: Despite having similar grievances and challenges, these groups are still heavily divided along linguistic, caste, and religious lines even within each province or district, and work in isolation, instead of collaborating on common issues. This isolation and lack of cooperation has made their voices and claims for an inclusive reconciliation process weak and often unheard. E.g., Tamil and Muslim female-headed households in the North rarely work together and have had limited interaction with Sinhalese military widows. While the mentioned initiatives do seem to aim at including specific affected groups, so far they have not specifically addressed this lack of trust or worked towards bridging divided groups. This vacuum must be addressed by creating space and opportunity for the various groups to come together, identify common issues, develop trust and work collaboratively towards reconciliation.

Women's exclusion: Whereas men were the main casualties of war, of the survivors, women have been the most affected by the loss or disappearance of family members and income earners, migration and displacement.¹⁰ All women were affected by the conflict though they experienced different effects based on their ethnicity, location, class and socio-economic status. Despite being the most affected group that is left to deal with the consequences of the war, women have so far not enjoyed a central role in reconciliation efforts.¹¹ This is linked to the fact that women's political participation is low in Sri Lanka.¹² The war prompted many women to take on public roles in civic organizations, increasing attention and demand for gender equality issues, contributing to the increased visibility of the multiple roles played by women.¹³ Paradoxically, women remain largely absent from official decision-making and elected bodies with the male dominated political parties rarely selecting women to run.

Exclusion through poverty and marginalization: Socio-economic and political exclusion is even more pronounced for marginalized women, such as many women with disabilities, single women heads of households and widows, who often face abuse, double discrimination and stigma. Negative societal and family attitudes, personal factors of guilt and self-doubt have strongly restricted their opportunities to develop leadership roles for community rebuilding, let alone to contribute to reconciliation and related policies. Affected women often involve marginalized women living in poverty due to their situation and for whom breadwinning for their family is more the priority than engaging in reconciliation.

Since adoption of UN resolution 1325, the international community strongly recognizes that women's participation is key for successful peacebuilding.¹⁴ Women's involvement is conducive to building bridges and collaborations across conflicting groups. They often act as mediators, contribute to finding creative solutions and encourage the inclusion of vulnerable groups. Despite that greater involvement of women is required for a successful TJR process in Sri Lanka, their low inclusion at every policy level and arena is impacting "the quality, reach, and depth of decision-making and implementation with regard to peacebuilding".¹⁵

¹⁰ "Rural women in Sri Lanka's post-conflict rural economy", Centre for Women's Research Sri Lanka (2006).

¹¹ E.g. women's involvement is little mentioned in the Lessons Learned & Reconciliation Commission's report.

¹² <http://www.genderindex.org/country/sri-lanka>

¹³ ICAN. What the Women Say, Spring 2013, Brief 8.

¹⁴ Also in subsequent reports: UN S/2010/466) and UN (2015) A Global Study on the Implementation of Security Council Resolution 1325.

¹⁵ Peacebuilding Context Assessment, Sri Lanka (March, 2016). United Nations.

b) Rationale for this IRF:

Given this context, there is a need to contribute to promote the inclusion of most affected groups to TJR. Their involvement into and ownership of the TJR process and mechanisms will increase the potential for its sustainability and success as their grievances will be more effectively addressed. Failing to do so, might lead to frustration around the initiatives and turn these groups into potential spoilers of the peacebuilding process. **This proposed project's purpose is therefore to contribute to an inclusive, sustainable and ultimately successful transitional justice and reconciliation (TJR) process and mechanisms in Sri Lanka.** Women's involvement, as mentioned, has a strong potential of reaching and bringing those most affected together and enriching the TJR in Sri Lanka. This initiative will therefore concretely focus on empowering women, including marginalized women (notably women with disability and single women heads of household), to promote their perspectives into the TJR initiatives. They will be encouraged to do so by collaborating across the dividing lines. The aim is to establish *a collaborative platform of diverse women leaders*, capitalizing on existing networks of women's groups. The platform's objective will be to define common views on the grievances they and their communities are facing and to engage in joint actions aimed at shaping the design and/or implementation of the TJR process and mechanisms. **The peace outcome that will result from this is the increased trust, willingness and capacities among the involved women to work across the divide on issues that concern those affected by the war, facilitating ongoing UN and government peacebuilding efforts by 1) providing the perspectives of women, including marginalized women and 2) by promoting and enabling those efforts in their areas.**

The GPI3¹⁶ is launched at a timely moment to support TJR in Sri Lanka, as it is currently taking shape. The UN in Sri Lanka is finalizing the development of the **Peacebuilding Priority Plan**, a reference for the next three years. The project is directly linked to priority 10 of outcome 2, which plans to promote platforms such as the one proposed here.

While none of the announced mechanisms are currently in place¹⁷, the coming two years will be key in influencing their design, setup and, likely, the start of their implementation. The **Consultations Task Force**, supported by OHCHR¹⁸, has almost finalized its work and will produce a findings report at the end of November. The expectation, as discussed with the OHCHR representative in Sri Lanka, is that it could become a broader forum that will continue to provide recommendations from civil society. The women's platform supported in this project will therefore link its work to that likely dynamic in order to facilitate its work.

Despite of this unclear timeline, the project's implementation does not necessarily rely on the initiatives' set-up and can reach its objective of establishing the platform and conveying common women's perspectives and recommendations. At the same time, the platform will aim to be a **facilitating mechanism**, complementing current peacebuilding efforts and building in particular on the Task Force's report and OHCHR's and other UNCT initiatives. To ensure this, the project will **involve and consult the project counterparts** (ONUR,

¹⁶ This initiative is strongly in line with the GPI3 objective of strengthening "women's empowerment within existing peacebuilding initiatives on the ground and within PBF portfolio at country-level".

¹⁷ The Office of Missing Persons has already been approved by Parliament and is being set up. The Truth Commission is expected to be set up after legislation is passed, likely towards the end of 2016. The Office of Reparations and Judicial Mechanism are expected to take more time.

¹⁸ The OHCHR in Sri Lanka have supported the set-up of the Task Force as well as provided small grants to local organization to carry out awareness and sensitization sessions on TJR, covering almost the whole of Sri Lanka, including the target districts of this project.

OHCHR and PBF representatives¹⁹), formalized through the set-up of a Steering Committee which will meet from project start onwards.

Finally, the women platform's **sustainability** is based on the fact that it will be established within the existing women's networks with the project mainly having a TJR capacity building role. The networks and the two local partners will continue to support the platform, with TJR being considered a priority, and platform meetings and actions are therefore expected to continue even after project end.

II. Objectives of PBF support and proposed implementation

a) Project outcomes, theory of change, activities, targets and sequencing:

Theory of Change: The project's purpose is based on the following underpinning logic: *IF women, including marginalized women, are empowered as TJR advocates and are given the space to exchange across dividing lines of ethnicity, language, religion, social situation and economic status, improving mutual trust and understanding as well as skills and experience for working together on TJR, THEN they will be able to engage in joint actions to identify and promote common perspectives and recommendations for achieving an inclusive and sustainable TJR process, BECAUSE women's involvement fosters collaboration, creative solutions and the inclusion of vulnerable groups and minorities.* This theory is based on normative and empirical studies, in particular those linked to the Women, Peace and Security agenda, which highlights that peace is only sustainable if women are fully included, and that peace is inextricably linked with equality between women and men.²⁰

Logic of intervention: The project is composed of two outcomes and five outputs. A first outcome will ensure that the knowledge (output 1.1), capacities (output 1.2) and relationships/ trust (output 1.3) are built for the platform to function. A second outcome will revolve around the actual work of the platform: finding common TJR issues and developing consensus on those and on advocacy and awareness messages (output 2.1) and developing advocacy action plans that are then carried out (output 2.2). The **Outcomes, Outputs** and corresponding **Activities** and **Targets** are described here below (see also **Annex B**).

OUTCOME 1: Women, including marginalized women, support a platform for the purpose of influencing the TJR process and mechanisms across the dividing lines.

Output 1.1 - Local women's groups of diverse ethnicity, religion and language have increased knowledge and understanding on TJR through regular reflection and learning sessions

This output builds on existing monthly local women group meetings or 'study circles' that are dedicated to learning.²¹ Sessions will be organized around TJR themes which will then be discussed between the women. The session facilitators will be the women leaders (output 1.2) who will be trained and provided with session materials.

Activities:

- 1) Design the reflection and learning sessions, including training material for session facilitators (hold 6, 3-day workshops). (For this the project will take stock of OHCHR efforts.)
- 2) Train the selected session facilitators (6 x 3-day training, one per district, 120 facilitators).
- 3) Hold monthly one-day TJR reflection and learning sessions with at least 1000 women & provide ongoing coaching to facilitators (+/- 10 per district with 15 to 20 participants).

¹⁹ The PBF representative in the UN RC's Office will be key in establishing links with the other relevant UNCT agencies (mainly UNWomen) to ensure synergies and linkages with the PPP's related actions.

²⁰ In particular those linked to UN Resolution 1325, c.f. UN's 2015 Global Study.

²¹ Local women groups are collectives at village level and normally constitute of an average of 15 members. With the support of the networks they are part of, women already engage in learning sessions on various topics, e.g. on women's rights or livelihood improvements.

Output 1.2 - Women leaders of diverse ethnicity, religion, language and social situation are equipped with the skills to engage in advocacy and monitoring on TJR

Women leaders will be selected through initial training sessions on gender and disability equality²² and community mobilization that will be provided to around 200 women who are currently already women's network and group leaders. The local partners expect that at least 120 of them will be interested to commit to the platform. Following capacity assessments, these 120 will follow training sessions on a) conducting evidence-based advocacy; b) on how the media works and can be utilized (a more thorough training on media engagement will be provided under output 2.2 for a more select group); c) on more detailed knowledge on transitional justice and reconciliation; and d) on mediation and dialogue skills in order to prepare them for consensus-building work across communities.

Activities:

- 4) Design gender & disability equality trainings (2, 3-day workshops).
- 5) Conduct a 2-day training sessions in each of the 5 districts (200 women participants).
- 6) Conduct an assessment of advocacy, media, TJR, mediation and dialogue skills of selected women leaders (individual interviews with 120 women).
- 7) Design capacity building training curriculums/modules based on identified strengths and weaknesses with qualified resource persons (4 x 2-day workshops).
- 8) Conduct capacity building training programs and workshops for elaborating platform objectives and operating procedures with 120 selected women leaders (6 x 4 trainings/workshops of 3 days).

Output 1.3 - Women across the dividing lines have increased awareness of shared interests and differences with regards to issues not directly related to TJR

This output is centered on the building of relationships, awareness of the other's situation, trust and a sense of "groupness" between the women involved. It will involve a group of 500 women, including the women leaders across the dividing lines. Through a series of exchanges, initially at intra-district level, women from different communities will be brought together to exchange on non-TJR issues. This will vary from sharing cultural practices, e.g. around food, and around commercial interests, e.g. with women entrepreneurs. Events will also include leisure games and awareness sessions, including youth.

Activities:

- 9) Hold two 3-days event planning design workshops (project team participants).
- 10) Implement a series of exchanges and meeting events at intra-district (18 two-day events) and the inter-district level (6 two-day events) with a total of 500 women.

Outcome 1 Targets: The first outcome's achievement will be measured through attitude and practice surveys among the participating women to determine to what extent they express willingness to work with other women across the divide as well as whether they sufficiently support a collaborative platform on TJR. The milestone to move to outcome 2 activities will be 80% of interviewed women. If attitudes are sufficiently supportive and the establishment of such a platform enjoys sufficient support, this will in itself be an important contribution to the expected peace outcome of increased trust and willingness for the women across the dividing lines to collaboratively work on TJR issues.

²² Many women with disabilities face particular barriers to socio-political participation and multiple discrimination as shown through assessments carried out by HI. The project will promote therefore gender and disability equality based on an existing training module. The HI Gender Technical Coordinator will train/coach the team and facilitators to design and give the training.

OUTCOME 2: Women, including marginalized women, engage in a collaborative platform to provide common perspectives on TJR valued by relevant TJR stakeholders

Output 2.1 - The women's platform has identified common views on the TJR process and mechanisms and defined advocacy and awareness messages

Following the building of capacities and relationships, the platforms will be initiated at district and inter-district level, the latter comprised of district representatives. The platform will then engage in the collection at district level of women's views, stories and evidence on the TJR process. Ultimately, at the inter-district level this will lead to the development of consensus around what women see as the most pressing concerns and inputs on TJR the platform's women would like to put forward. This will be followed by the definition of the advocacy and awareness messages based on those views. At the inter-district level, the women will develop a set of criteria to enable them to prioritise the issues to be presented by the platform and for advocacy. By enabling the women to discuss and agree on criteria there will be greater ownership of the process. These sessions will be carefully moderated by experienced facilitators (see also the section on *do no harm* considerations).

Activities:

- 11) Hold platform launching consultation workshops at district level (6 x 2-day sessions) with 120 women leaders and at inter-district level (6 x 1-day sessions) with district representatives.
- 12) Organize experience collection, story sharing workshops at district level (collection on how TJR is being implemented) (2 sessions of 3 days for a total of 200 women).
- 13) Conduct workshop to define method for selecting common issues and developing advocacy and awareness messages (2-day workshop; project team and selection of 18 women leaders).
- 14) Carry out 6 focused dialogue sessions to collect evidence and information among women's groups on views in relation to the TJR process and mechanisms (250 women).
- 15) Carry out 6 inter-district workshops for: 1) developing consensus of common views on the TJR process and mechanisms and 2) defining advocacy and awareness messages. (200 wm).

Output 2.2 - The platform and the women's networks members engage in joint advocacy, awareness and accountability actions

Through platform meetings, women will prepare and carry out their actions based on their identified messages. They will establish advocacy plans for actions at the district and national level. In order to make sure media and awareness actions are effective, a group of women leaders will participate to practical workshops to effectively engage with the media. In addition, a group will be trained to carry out community reporting, involving film and photography. The women themselves will produce media that can be used for the actions they have designed. Finally, several national level actions will be supported, notably a national-level conference on women's perspectives on TJR that will take place in Colombo.

- 16) Hold monthly platform meetings at district level and inter-district level to prepare and review advocacy plans and actions.
- 17) Conduct media engagement training workshop for a selected group of women leaders (3 days for 50 women; 10 per district).
- 18) Provide training and coaching to a selected group of women for community reporting (production of media, such as movie and photo reportages) (10 days for 30 women; 5/distr.).
- 19) Support the organization of district level advocacy actions and awareness events.
- 20) Support the organization of national-level actions (including a national conference on TJR on the platform's actions).

Outcome 2 Targets: This outcomes' achievement will be measured by determining among a group of around 200 relevant TJR officials and stakeholders whether they are aware of women's perspectives on TJR as put forward by the platform and whether they acknowledge that these should be taken into account as they could enrich the quality and reach/

inclusiveness of the TJR initiatives (Theory of Change). This will show both that the platform is recognized as a legitimate voice of women on TJR and that there is a good chance that their inputs will be taken into account. End of project measures will also determine the sustainability prospects of the platform beyond the project.

Geographical scope & target groups: the project will have a district focus since the local women's groups are federated mainly per that unit of administration.²³ The project will be implemented and **involve the women's groups of 6 districts**. They have been chosen based on a combination of factors, namely current strength of the women's network there; main office of the local implementing partners and for balancing the ethnic, religious and linguistic composition. In terms of this latter criteria, we have selected two predominantly mono-ethnic districts (**Anuradhapura** and **Jaffna**) and four more mixed districts (**Ampara**, **Kandy**, **Moneragala** and **Trincomalee**). Inter-district activities will also be implemented in the six districts, mainly in Jaffna and Kandy and the national level activities mainly in Colombo. The following groups are targeted or involved in the project actions: 1) An estimated **15,000 women members of local groups** who are part of the women's networks will be the direct participants or target of the awareness events that will be organised (output 2.2; the estimate is based on the target districts' members for both networks); 2) **120 women leaders** from different ethnic, religious, linguistic and social groups will be trained and coached to lead the TJR women's platform; 3) An additional approximate of **1000 women** will have been participants of the reflection and learning sessions (output 1.1), the trust and relationship building activities (output 1.3) or will be contributing platform members (output 2.1); 4) An estimated **200 TJR-related and other officials and stakeholders** will have been reached by the advocacy actions, including as participants to the national conference on women's perspectives on TJR; 5) in addition, the **general public** will be targeted directly, by participating to the awareness actions, or indirectly through some of the advocacy actions (including through media).

Implementation approaches: Whereas Handicap International is the RO, lead and coordinator, the project will be implemented through a **partnership consortium approach**. All implementing partners will have ownership over the project and ensure an overall quality project implementation beyond their specific responsibilities. They have all participated to the design of the project and will review and orientate the projects' progress. In addition, the national counterpart, the Office for National Unity and Reconciliation (ONUR), will also play an important role in providing guidance. For this, a **Steering Committee** will be established that will be meeting regularly to review implementation (months 1, 6, 11 and 16). Besides ONUR, other members of this Committee will be the local representatives of OHCHR and of the PBF-Secretariat, whom have all committed to participate. The 3 local civil society members of the Sri Lanka PBF Board will also be invited to participate.

The project will follow a strong **participatory and capacity-building approach**, where the project will support members of women groups and especially the women who lead them to carry out activities they have themselves designed. The mobilization of women for activities will rely on existing women's groups and larger networks of these groups, which consists of women who already regularly participate in women group and network activities, including study circles, events and gatherings. The networks are closely supported by the two local partner organizations, which have a long history in working with women members for

²³ The women's groups are the most local level of the women's networks. The local groups are federated at District level as forums and the forums in turn send representatives to national network meetings.

activities on specific topics (e.g. women’s rights, sexual and reproductive health, livelihoods, nutrition, child care, etc.). During the project implementation the focus of such gatherings will be on TJR, which will be mainstreamed in the activities of these networks. The project will provide training on TJR and the national process to women’s group members, to support them to develop their contributions to the TJR process. A smaller group of committed women will lead the platform itself. This group will be identified through initial training sessions among women who are already community leaders. Special attention will be paid to ensuring the participation and inclusion of **marginalized women**, i.e. women with disabilities, women heading households and women with limited economic means to project activities. These groups of women will be identified through the women’s groups, which in many cases are composed of women with limited means and in the case of the Amara network, composed of women heading households. WDC pays a special attention also to the inclusion of women with disabilities within these groups and is in a position to promote their participation. Specific measures as needed will be taken for ensuring that women with disabilities face no barriers preventing participation in activities. Special care will also be taken to plan project activities at convenient moments as well as compensating the women participants who would otherwise spent time for their livelihood activities. Measures will also be taken for the care of dependent children during activities.

Do no harm considerations: due to the controversial and traumatic dimension of certain TJR subjects and issues, there is a potential for tensions and clashes between the diverse groups in their encounters, which may have the opposite effect of what the project is aiming to achieve, i.e. increased trust and understanding. In order to avoid this, awareness of the “others” will be done at the early stage, developing some level of understanding and empathy before groups of women physically meet. The implementing partner SFCG will use its expertise to design the meetings, including initial line of messaging for mobilization, selection of participants and preparation of them. The women leaders and the facilitators from the local partners will be trained and oriented to create a safe space during the encounters.

Finally, in terms of **sequencing**, the project will follow a step-wise implementation, with the first outcome being implemented largely first. The conditions for the platform to start its work will be established by the first 9 months of the project. In the remainder of the project mainly outcome 2 activities will be implemented, i.e. finding consensus on common advocacy messages and carrying out the advocacy actions. The results framework mentions what milestones in terms of levels of knowledge, trust and capacities are required in order to be able to start the outcome 2 activities after the 9 months.

b) Budget:

Table 2: Project Activity Budget

Outcome/ Output	Output name (brief)	Output budget (USD)	UN budget category	Remarks
Outcome 1: Women, including marginalized women, support a platform for the purpose of influencing the TJR process and mechanisms across the dividing lines.				
Output 1.1	Increased knowledge on TJR of women’s groups	145,393	1; 2; 3; 4; 5; 7; 8	Please refer to Annex K for a detailed budget and additional remarks.
Output 1.2	Trained women leaders	148,603		
Output 1.3	Increased awareness of shared interests and differences other women	141,541		

Outcome 2: Women, including marginalized women, engage in a collaborative platform to provide common perspectives on TJR valued by relevant TJR stakeholders				
Output 2.1	Common views on the TJR and advocacy and awareness messages are defined	140,257		
Output 2.2	Women engage in joint actions	174,205		
Total		750,000		

Table 3: Project budget by UN categories

PBF PROJECT BUDGET (USD)	
CATEGORIES	TOTAL
1. Staff and other personnel	117,653
2. Supplies, Commodities, Materials	3,560
3. Equipment, Vehicles, and Furniture (including Depreciation)	3,960
4. Contractual services	25,688
5. Travel	17,880
6. Transfers and Grants to Counterparts	475,494
7. General Operating and other Direct Costs	56,700
Sub-Total Project Costs	700,935
8. Indirect Support Costs*	49,065
TOTAL	750,000

* The rate shall not exceed 7% of the total of categories 1-7 and should follow the rules and guidelines of each recipient organization. Note that direct project implementation costs should be charged to the relevant budget line, according to the organization's regulations, rules and procedures.

c) Capacity of RO(s) and implementing partners:

Four NGOs with previous experience working together are proposing their combined strengths for this initiative. **RO: Handicap International (HI)** is an independent non-profit organization working in 60 countries. HI has been operational in Sri Lanka since 2004, mainly focusing on response to natural disasters and on supporting conflict-affected populations in the North and East.²⁴ With a current annual budget of 1.65 million USD, HI employs around 30 staff and has offices in Colombo, Killinochchi and Batticaloa but supports operations across 10 Districts. HI is currently focused on promoting the active participation and inclusion of vulnerable populations, including men and women with disabilities and their families, in post-conflict reconciliation actions and economic development. In this project **HI will leverage its capacity to design, lead and implement projects in consortium** as it has been doing for several years in the country, both with local and international organizations. This includes strong capacities for monitoring and evaluation

²⁴ Mainly focusing on supporting physical rehabilitation service delivery. HI has also supported the recovery of conflict-affected populations in the North and East, improving their living conditions, access to sustainable livelihoods and promoting the peaceful cohabitation of internally displaced populations, host communities, resettled populations and returnees.

and partner oversight and capacity-building. In addition, **HI's main added value is its international experience on empowering marginalized communities, in particular men and women with disabilities**, including in (post-)conflict settings. Finally, HI will also bring synergies with an ongoing project it is implementing with WDC, aimed at empowering women with and without disabilities to raise awareness and lead advocacy actions on gender equality, disability rights, and reconciliation.²⁵

Table 4: Overview of RO funding in the country

RO: Handicap International	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
Previous calendar year (2015)	European Union (DEVCO and ECHO)	1.43 million	n/a
Current calendar year (2016)	European Union (DEVCO and ECHO), USG (State Dpt)	1.65 million	n/a

Attached are the following Annexes:

- Annual report of the Recipient Organization (Annex D);
- RO's Audited Financial Statements for the last three years (Annex E);
- A letter from RO's external auditor stating that the RO has the requisite financial systems, internal controls and capacity to manage project funds (Annex F)
- Proof of auditor of membership of a national or regional audit association (Annex G).

Implementing partners: Search for Common Ground (SFCG): SFCG works to promote collaborative problem solving in dealing with violent conflicts in 38 countries worldwide. SFCG has offices in Colombo and Ampara, and operations in 9 districts, having worked in Sri Lanka since 2010. **SFCG will leverage the deep insights it has gained into the conflict context, actors, dynamics and the sensitivities involved through its work, as well as the trust and confidence of communities and stakeholders it has gained both at local and national level.** The latter has also included bringing women together from diverse groups.²⁶ **SFCG's main added value will be around their strong technical knowledge on TJR as well as on inclusive inter-community dialogue and people-to-people methodologies.** In addition, they will leverage their strong experience in terms of approaching the media and producing media material. ***Viluthu and the Amara Forum:*** Viluthu is a national level women-led NGO based in Colombo and Jaffna that has a special focus on good governance and on cultivating a culture of democracy. Viluthu was instrumental in establishing the Amara Forum, which is a network of single women in the North and East with over 17,000 active members in 9 Districts. ***The Women's Development Center (WDC) and its Network:*** WDC is also a national level, women-led NGO. Based in Kandy, it works with a rights-based approach challenging violations of children's and women's rights. WDC operates in 8 Districts of Sri Lanka working through regional women's forums. WDC's Network of Women's Organization (NOW), is a national platform for those forums and has nearly 20,000 women members. WDC and Viluthu will have responsibility of mobilizing women and implementing activities in their respective target districts.²⁷

²⁵ That project also involves a study carried out by the International Centre for Ethnic Studies on the situation of women. Synergies with the proposed project will be on training manuals and mobilization approaches for women as well as the study and policy recommendations that will be developed from that.

²⁶ This was done in a project supported by UNDP on "Empowering Women leaders".

²⁷ WDC: Ampara, Anuradhapura and Kandy. Viluthu: Jaffna, Moneragala and Trincomalee.

III. Management and coordination

a) Project management:

HI will ensure overall project oversight and will set up a management structure to coordinate and monitor, including financial follow-up and control of implementing partners. An (HI) **Chief of Party** will be responsible for the overall project implementation and monitoring as well as for coordinating with partners and stakeholders. This person will report to a **Board of Governance** composed of the heads of the implementing partner organizations who will meet on a 3-monthly basis to oversee project progress.

b) Funds disbursement: *Funds transfers will be made based on the following schedule:*

	Percentage	Triggers
Tranche 1	50%	<ul style="list-style-type: none"> • Formal approval of the project
Tranche 2	40%	<ul style="list-style-type: none"> • Expenditure of at least 75% of the first tranche • On-time submission of a semi-annual or annual report
Tranche 3	10%	<ul style="list-style-type: none"> • Expenditure of at least 75% of the second tranche • On-time submissions of semi-annual, annual and final reports

c) Risk management:

Table 5 – Risk management matrix

Risks	Likelihood	Severity	Mitigating Strategy (and Person/Unit responsible)
Tensions /clashes in encounters and/or over-expectations by project participants leading to frustration	Low	High	See page 11 on do no harm. In addition, HI and partners will provide initial project orientations to involved target groups on the project's purpose, targets, strategy and working modalities. This includes being clear on project limitations.
Insufficient trust and commitment levels (output 1.2)	Low	High	If trust and commitment levels are not deemed high enough, additional actions will be necessary before starting the platform activities, involving a slight delay
Women participants are unavailable for activities	Medium	High	See page 11 on implementation approaches – marginalized women.
Local authorities do not allow activities to take place	Low	High	Briefing sessions to local officials will be done to explain the project. In the unlikely case this should still materialize, HI and partners will leverage national level contacts and the Steering Committee to obtain the necessary authorisations.
TJR process and mechanisms are not sufficiently well defined at project start	High	Medium	The platform's establishment (Outcome 1) will not be affected by this risk as it involves training and relationship building irrespective of the how the TJR process is defined. This risk is more relevant for Outcome 2 as it is centred on women engaging with TJR mechanisms and processes. Activities to achieve Outcome 2 will take place after platform establishment at the end of 2017 at which time TJR will have been further defined. If it is not or only partly, participating women will still be able to engage in activities to advance the formal TJR process. At project outset, a Steering Committee meeting will be organized to take stock of process definition and the results of the national consultations. If necessary, a revised plan will submitted to PBF upon project inception. During the platform establishment, developments will be closely monitored.
Public backlash against mobilised united women	Low	High	HI and partners consider this a low probability risk as 1) the establishment of the platform and the elaboration of the recommendations will be done by existing women's networks that have not encountered backlash; 2) the training and support process will help participating women to

			provide recommendations for an inclusive process, i.e. that takes into account all groups; and 3) backlash and other protection risks and concerns, and mitigation measures will be reviewed with participating women as part implementation of all activities.
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d) Monitoring & evaluation:

The action's monitoring and evaluation will follow *HI's M&E and project quality framework policy*. During the project inception, a *planning and monitoring tool* based on the results framework and budget estimate will be developed. This tool will be used to monitor the development of the project and provide an assessment of the state of both operational and budgetary progress. *Project reviews*, entailing monthly progress reporting and quarterly team progress reviews will be undertaken. The person responsible for these will be the Chief of Party who will be assisted by two *Monitoring & Data Officers*. They will ensure that progress measurement methodologies are in place and implemented, in particular the surveys detailed in the results framework, which are the main means of verification. Finally, a *final evaluation* will be carried out during the last month by a competent external consultant. Terms of Reference will be elaborated in collaboration with the PBSO. A total of **58,000 USD will be dedicated to direct M&E (7,7% of total budget)** of which 25,000 USD involves staff (M&D Officers), 3,000 USD for Project Review meetings, 15,000 USD for survey-related costs and 15,000 USD for the final evaluation.

e) Administrative arrangements (This section uses standard wording – please do not remove)

Accountability, transparency and reporting of the Recipient:

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

The Recipient shall have full responsibility for ensuring that the Activity is implemented in accordance with the fully signed Project Document;

In the event of a financial review, audit or evaluation by UNOPS or PBSO, be responsible for providing the necessary accounting documents;

Providing all documents and information to UNOPS which may be required under the relevant payment requests; and

Ensure professional management of the Activity, including performance monitoring and reporting activities.

Compliance with General Conditions on Grant Agreement as per Annex C.

Reporting:

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

- Bi-annual progress reports to be provide no later than 15 July;
- Annual and final narrative reports, to be provided no later than three months (31 March) after the end of the calendar year; Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;

- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the Management Agent, no later than three months (30 March) 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 be owned by the PBF. Matters relating to the transfer of ownership by UNOPS shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure.

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

Annex A: Project Summary (to be submitted as a word document to MPTF-Office)

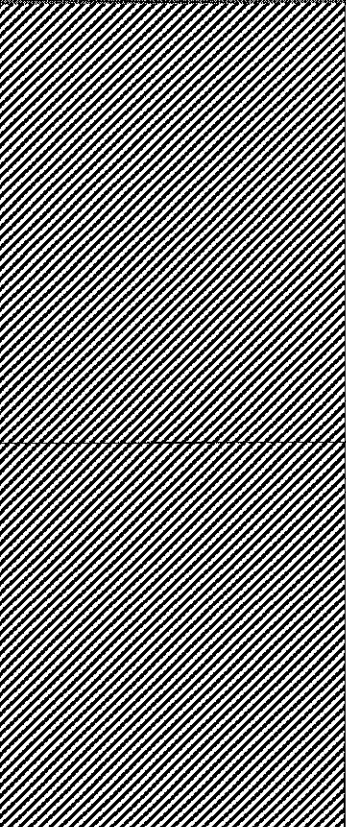


United Nations
Peacebuilding
Peacebuilding Fund

**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/ Empowering women for an inclusive and sustainable transitional justice and reconciliation process in Sri Lanka	
Recipient Organization:	Handicap International (HI)	
Implementing Partner(s):	Search for Common Ground, Viluthu and the Women's Development Center <i>Steering Committee:</i> representatives of the Office of National Unity and Reconciliation, of OHCHR and of the PBF-Secretariat in the UN Resident Coordinator's Office	
Location:	Sri Lanka: Ampara, Anuradhapura, Jaffna, Kandy, Moneragala, and Trincomalee Districts	
Approved Project Budget:	750,000 USD	
Duration:	Planned Start Date: February 2017	Planned Completion: July 2018
Project Description:	The project will empower women, including marginalized women, to participate across the dividing lines in a collaborative platform to provide women's recommendations on the Transitional Justice and Reconciliation (TJR) process and mechanisms in Sri Lanka by engaging in advocacy, awareness and accountability actions.	
PBF Focus Area:	2: Promote coexistence and peaceful resolution of conflicts (Priority Area 2): (2.1) National reconciliation.	
Project Outcome:	1) Women, including marginalized women, support a platform for the purpose of influencing the TJR process and mechanisms across the dividing lines. 2) Women, including marginalized women, engage in a collaborative platform to provide common perspectives on TJR valued by relevant TJR stakeholders	
Key Project Activities:	<ul style="list-style-type: none"> - TJR Reflection and Learning sessions for local women's groups; - Capacity-building programs for women leaders (on TJR, advocacy, media, mediation and dialogue); - Trust and relationship-building exchange events with women at intra- and inter district level; - TJR women's platform meetings to find common perspectives on TJR, to elaborate advocacy messages and advocacy plans; - Support women to produce approach media and carry out community reporting; - Conducting district-level and national level advocacy and awareness actions. 	

Annex B: IRF Results Framework

Country name: Sri Lanka							
Project Effective Dates: 1 February 2017 – 31 July 2018							
PBF Focus Area: 2: Promote coexistence and peaceful resolution of conflicts (Priority Area 2): (2.1) National reconciliation.							
IRF Theory of Change: IF women, including marginalized women, are empowered as TJR advocates and are given the space to exchange across dividing lines of ethnicity, language, religion, social situation and economic status, improving mutual trust and understanding as well as skills and experience for working together on TJR, THEN they will be able to engage in joint actions to identify and promote common perspectives and recommendations for achieving an inclusive and sustainable TJR process, BECAUSE women's involvement fosters collaboration, creative solutions and the inclusion of vulnerable groups and minorities.							
Outcomes	Outputs	Indicators	Means of Verification	Year 1	Year 2	Milestones	
Outcome 1: Women, including marginalized women, support a platform for the purpose of influencing the TJR process and mechanisms across the dividing lines.		Outcome Indicator 1 a % of participating women who report increased willingness to work with women of different ethnicity, language and religion to address mutually recognized concerns Baseline: TBD by survey in month 3 Target: 80%	Attitudes and practices surveys of women leaders and output 1.1 and output 1.3 activity participants Sample: 200 out of +/- 1000 women	X	X	X	Month 3: baseline survey to assess initial attitudes and practices of women's group members Month 9: mid-line survey to measure if attitudes and practices towards working together are sufficiently positive for establishing the platform (80%) and initiating Outcome 2 activities. Month 17: endline survey to capture end of project levels (sustainability prospects)
		Outcome Indicator 1 b % of women who express confidence that a collaborative platform of women across the dividing lines on TJR contributes to an inclusive and sustainable TJR process and addresses the issues of war-affected households Baseline: TBD by survey in month 3 Target: 80%	Attitudes surveys of women leaders and output 1.1 and output 1.3 activity participants Sample: 200	X	X	X	Month 3: baseline survey to assess initial attitudes of women towards a collaboration platform Month 9: mid-line survey to measure if attitudes are sufficiently positive for establishing the platform (80%) and initiating Outcome 2 activities; if results are under target, issues identified in survey will be addressed

		<p>Month 17: endline survey to capture end of project levels (sustainability of platform)</p>	
	<p>Month 9: milestone survey to determine if platform's objectives and procedures are widely shared across the dividing lines and to identify any capacity and quality of participation issues which need to be addressed before establishing the platform and initiating Outcome 2 activities. If results are under target and capacity and quality of participation issues are identified, they will be addressed before/as part of Output 2.1 activities</p>	<p>Month 17: endline survey</p>	
	<p>Month 3: baseline survey initial knowledge will be determined</p> <p>Month 9: midline survey: to determine if the minimum level to start with Outcome 2 activities has been reached (80%)</p> <p>Month 17: endline survey to determine continued learning (since learning sessions will be on regular basis, learning and feedback sessions with platform members will continue over the course of the project)</p>		
	X		
		X	
<p>Survey among platform members</p> <p>Sample: 200</p>			
<p>Outcome Indicator 1 c</p> <p>% of platform members who report that platform objectives and actions are defined and undertaken through effective collaboration between members of diverse ethnicity language and religion</p> <p>Baseline: n/a</p> <p>Target: 90%</p>			
<p>Output Indicator 1.1.1</p> <p>% of local women's group members in the target districts reporting an improved knowledge of the TJR process and mechanisms as well as how they can participate therein</p> <p>Baseline: TBD</p> <p>Target: 80% of those surveyed show an important increase</p>			
<p>Output 1.1</p> <p>Local women's groups of diverse ethnicity, religion and language have increased knowledge and understanding on TJR through regular reflection and learning sessions</p>			

	<p>Output 1.2</p> <p>Women leaders of diverse ethnicity, religion, language and social situation are equipped with the skills to engage in advocacy and monitoring on TJR</p>	<p>Output Indicator 1.2.1</p> <p>% of women demonstrating skills to carry out inclusive evidence-based advocacy and accountability monitoring of the TJR process and mechanisms</p> <p>Baseline: 0 Target: 80% (96 out of 120 women leaders participating in training)</p>	<p>- Pre- and post training test reports</p> <p>- Behaviour observation checklists</p> <p>- Platform activity reports</p>	<p>X</p>	<p>X</p>	<p>Month 3: pre-tests</p> <p>Month 9:</p> <ul style="list-style-type: none"> - 120 selected women express their written commitment to engage in the platform - Immediate post-training assessment shows that 90% of trained women have acquired the necessary knowledge <p>Both milestones are necessary to start with Outcome 2 activities</p> <p>At monthly intervals over the course of Outcome 2 activities, during regular meetings, platform members will review whether they have further capacity needs; capacity building support will be delivered through output 2.2 activities.</p>	<p>n/a</p>
	<p>Output 1.3</p> <p>Women across the dividing lines have increased awareness of shared interests and differences with regards to issues not directly related to TJR</p>	<p>Output Indicator 1.3.1: % of women participating in activity 1.3 events who report that they have increased awareness of shared and divergent interests of women of other ethnicity, language and religion as a result of exchange events</p> <p>Baseline: n/a Target: 80% of those surveyed</p>	<p>Immediate post-event surveys among women participating to output 1.3 events.</p> <p>Sample: 200</p>	<p>X</p>	<p>X</p>		

<p>Outcome 2: Women, including marginalized women, engage in a collaborative platform to provide common perspectives on TJR valued by relevant TJR stakeholders</p>	<p>Outcome Indicator 2 a # of post-project activity plans of the women's platform Baseline: 0 Target: 1</p>	<p>Platform activity plans</p>	<p>X</p>	<p>End of project/ sustainability indicator Note: indicators 1a and 1b will also capture at project end women's willingness to collaborate across the divide and their confidence in the platform's added value</p>
<p>Outcome Indicator 2 b % of relevant authorities and stakeholders surveyed who report being aware of women's inputs, and acknowledging that they should be taken into account to improve the TJR process Baseline: n/a Target: 80%</p>	<p>Survey among relevant officials and stakeholders Sample: 200</p>	<p>X</p>	<p>n/a</p>	
<p>Outcome Indicator 2 c % of the officials responsible for the existing TJR mechanisms who report to be committed to include the perspectives and recommendations put forward by the women's platform because they will ensure a more inclusive and sustainable peace Baseline: n/a Target: 75%</p>	<p>Semi-structured interviews with responsible officials</p>	<p>X</p>	<p>n/a</p>	

	<p>Output 2.1</p> <p>The women's platform has identified common views, advocacy strategies and awareness messages on the TJR process and mechanisms</p>	<p>Output Indicator 2.1.1</p> <p>% of women participants who agree with the common views and messages selected for advocacy and awareness</p> <p>Baseline: n/a Target: 80%</p>	<p>Survey among women who have participated in output 2.1 events</p> <p>Sample: 200</p>				X	X			n/a
	<p>Output 2.2</p> <p>The platform and the women's networks members have undertaken joint advocacy, awareness and accountability actions</p>	<p>Output Indicator 2.2.1</p> <p>% of advocacy, awareness and accountability actions, defined by the platform that have been carried out at district and national level</p> <p>Baseline: 0 Target: 75%</p>	<p>Advocacy plans and action reports</p>				X	X			n/a
		<p>Output Indicator 2.2.2</p> <p>% of actions reported at least in one vernacular media outlet</p> <p>Baseline: 0 Target: 40%</p>	<p>District and national vernacular media outlets</p>				X	X			n/a

Note: Data of surveys will be disaggregated by ethnicity, language, religion, location, age group, disability status, caste, and economic status (including women heads of households)