

Review of the Nongovernmental Organisation Women in Need (Win) in Sri Lanka

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REVIEW OF THE NON-
GOVERNMENTAL
ORGANISATION
WOMEN IN NEED
(WIN) IN SRI LANKA

EXECUTIVE SUMMARY

As an effort to fight violence against women, the Royal Norwegian Embassy has supported the non-governmental organisation Women in Need (WIN) for a number of years, and is currently WIN's main donor. The Embassy entered into an agreement with WIN to support the project "Eliminating Violence Against Women in Sri Lanka through a comprehensive intervention" in June 2014. The project has a duration of two years and a total budget of NOK 2.04 million.

Key Findings

WIN's vision is "to promote a violence free society that values and respects the rights of women and children". While the prevalence of gender based violence in Sri Lanka is largely undocumented and underlying causes complex, WIN is responding to an observed need across the country to support victims of violence. Its work focuses mainly on service delivery.

The organisation enjoys a high level of visibility, respect and authority at both national and local level in view of its longstanding experience and expertise. However, WIN is clearly regarded by other donors and key actors as an organisation that is not tapping in to its full potential, by continuing to focus primarily on service delivery rather than taking advantage of its high standing and expansive network to develop a comprehensive and consistent advocacy strategy.

Generally WIN's capacity in results-based management is considered low. The organisation has not defined a theory of change or developed a project goal hierarchy, and the overall goal is not connected to objectives and targets in a systematic and consistent manner. In fact, WIN has only developed objectives and targets for its service delivery activities, and WIN's monitoring capacity is weak and monitoring procedures and routines are inconsistent.

WIN engage in awareness raising sessions with a number of actors including local communities, state sector service providers (the police, the judiciary) youth, men and boys, but since no clear and measurable objectives have been defined, results beyond those of an anecdotal nature cannot be documented.

WIN has not developed a strategy for its advocacy activities. WIN is invited by government and state actors to share its expertise and experiences in national fora and processes, including the GBV forum, the Government's Shelter Committee, and a Task Force on GBV established by the Government. However, due to the lack of a strategic approach and defined and explicit objectives, targets and indicators, it has not been possible to establish results of the advocacy effort beyond some more anecdotal references communicated orally.

WIN's operations are currently not sustainable, neither from a financial nor strategic point of view. Donor funding to the organisation is drying out, both due to the general decrease in donor funding to Sri Lanka owing partly to its status as a middle income country, but also because important former donors perceive WIN as less relevant and lacking in basic requirements such as the capacity to develop an adequate results framework.

Key Recommendations for WIN

1. There is a need to define a goal hierarchy. A clear statement of the desired change that WIN aims to contribute to should be made at impact and outcome level. The formulation of such

a goal would better guide the work and improve the foundation on which results can be traced and documented at different levels and in different areas of WIN's work.

In the case that a society free of gender based violence is the overarching goal, prevention and advocacy must be strengthened to support this. In particular:

- WIN must step up its prevention work

Several respondents have underlined the need to increase the focus on prevention, to prevent violence occurring in the first place. WIN must develop a more structured, strategic, long term and consistent approach to prevention efforts, with clearly defined target groups and a sound and realistic results framework.

- WIN must step up its advocacy work

WIN has the experience and expertise to engage in advocacy work in terms of both legal and policy development, as well as contribute to the development of a better state service provision. However, effective advocacy must build on a sound data and information base, as well as analytical capacity to develop and communicate clear and consistent messages.

- WIN must strengthen the quality of, and develop an exit strategy for, service delivery

WIN has several weaknesses when it comes to the professionalisation of its operations. It should immediately begin its work to develop standard operating procedures and ethical guidelines for the organisation's work.

There may be some opportunities for WIN to seek state funding for its service provision. WIN should build in a sustainability dimension in all its service delivery work, and instead of envisaging a business as usual scenario, build strategies and activities to transfer the responsibility of service provision to state actors.

2. There is a need to strengthen organisational development and administrative capacity. Including:

- Strengthen strategy development and organisational learning

The capacity to develop comprehensive strategies for the various areas where WIN is engaged should be improved. The development of a theory of change and strategies for the various areas should involve staff as well as management levels. WIN should develop an exit strategy for its service delivery, a separate strategy for its awareness raising activities and for its advocacy efforts. Based on the strategic direction, capacity building of staff should be implemented in a structured manner to create ownership and a common understanding of concepts such as advocacy, monitoring and evaluation. Awareness raising on ethical standards and guidelines should be undertaken once they are in place. WIN should also review and systematise the contents and application of the guidelines for all training and awareness raising programmes.

- Strengthen results management capacity

WIN's current results framework is clearly not adequate, and the organisation's capacity when it comes to results management appears weak. WIN must develop a set of objectives, targets and indicators to assess progress, and put in place a realistic, cost-effective monitoring and reporting system. Reporting must also be improved, and move beyond the current focus on describing activities and outputs reporting.

- Develop risk assessments and conflict sensitivity approach

WIN has not developed adequate routines for risk assessment and management or conflict sensitivity assessments. This should be developed within the current project period.

- Develop anti-corruption measures

WIN has not developed any guidelines or other measures to counter corruption in the organisation. The organisation should be requested to develop such measures as soon as possible, within the current project agreement period.

Recommendation for the Embassy

The majority of the recommendations presented above would require quite substantial changes by WIN, with regard to its strategic approach, the organisational profile and capacity, management structure and procedures and a professionalisation of operations on several levels and areas. A continuation of the support to WIN within the framework of its current strategic approach and project design is not recommended. A potential future agreement must allocate resources for the necessary capacity development for WIN to be able to undertake the recommended changes. There is also clearly a risk involved that WIN, due to lack of commitment or ability, will not be able to undertake the necessary changes, this risk could be reduced by entering into a close dialogue to ensure mutual understanding and agreement, developing sound results management routines, including good monitoring and reporting procedures and close follow up by the Embassy.

1. Introduction and Background

Women's rights and gender equality has been a key pillar of Norwegian development efforts for a number of years. In 2013 the Norwegian Ministry of Foreign Affairs (MFA) launched the updated Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy¹ and the third Action Plan on Women, Peace and Security in February 2015². The effort to combat violence against women is a central dimension of both these policy documents. Violence against women causes physical and psychological trauma to the individual survivor, her family and the local community, and causes substantial costs to society, including costs connected to the provision of health and legal services and lost productivity and earnings.³

The United Nations Declaration on the Elimination of Violence against Women (1993)⁴ defines in Article 1 violence against women as "any act of gender-based violence that results in, or likely to result in, physical, sexual or psychological harm or suffering to women including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life". In line with a mapping done by the Domestic Violence Intervention Services in Sri Lanka, domestic violence is understood as a form of Violence Against Women (VAW), as well a form of Gender Based Violence (GBV)⁵ which includes physical, sexual, psychological and economic forms of violence.⁶ A broader definition of domestic violence refers to violence that occurs within the private sphere, generally between individuals who are related through intimacy, blood and law.

Norway has been engaged in development cooperation to strengthen women's rights and gender equality in Sri Lanka through the Royal Norwegian Embassy in Colombo (the Embassy), Norad and the Ministry of Foreign Affairs. As an effort to fight violence against women, the Embassy has supported the non-governmental organisation Women in Need (WIN) for a number of years, and is currently WIN's main donor. The project 'Multi Sectoral Interventions to Prevent Violence Against Women (VAW) in Sri Lanka' was supported from December 2011 for two years with financial support of NOK 2.2 million. Additional support of NOK 498 000 was provided in December 2013 for a period of six months and was concluded in May 2014. The Embassy entered into an agreement with WIN to support the project 'Eliminating Violence Against Women in Sri Lanka through a comprehensive intervention' in June 2014. The project has a duration of two years and a total budget of NOK 2.04 million.

¹Equal Rights – Equal Opportunities: Action Plan for Women's Rights and Gender Equality in Foreign and Development Policy 2013 – 2015;

<https://www.regjeringen.no/globalassets/upload/ud/vedlegg/utvikling/kvinner20og20likestilling/action-plan-equal-rights-equal-opportunities11-2013.pdf>

²National Action Plan on Women, Peace and Security (2015 – 2018)

https://www.regjeringen.no/globalassets/departementene/ud/vedlegg/fn/ud_handlingsplan_kfs_eng_net.pdf

³ See e.g. <http://www.who.int/mediacentre/factsheets/fs239/en/>

⁴<http://www.un.org/documents/ga/res/48/a48r104.htm>

⁵When referring to WINs programming, Violence Against Women (VAW) will be used as it reflects WINs approach better than Gender-based Violence (GBV).

⁶Domestic Violence Intervention services in Sri Lanka: an exploratory mapping 2009-2011.

In order to assess the quality of WIN's work, the Embassy has requested Norad's assistance in undertaking a review of the organisation during spring 2015. The Review Team comprised of Annie V. Kurian (Director, Centre for Social Concerns, Team Member), Helene Aall Henriksen (Senior Adviser, Norad, Team Member) and Gørild Mathisen (Senior Adviser, Norad, Team Leader).

The Review Team has greatly appreciated the open, engaged and fruitful discussions with Embassy staff, WIN management, staff and beneficiaries, and a number of stakeholders in Colombo, Anuradhapura, Matara and Jaffna.

1.1 The purpose and objectives of the review

The main purpose of the Review is to provide relevant knowledge and systematic information as a basis for the Embassy to make decisions on present and future cooperation with WIN.

The objectives of the review are to:

- assess the results (outputs and outcomes) of the project according to the goals and targets presented in the project document
- provide recommendations as to how the lessons learnt from the previous and current project period can be incorporated into the on-going project
- provide recommendations regarding design, implementation and results if continued support is to be considered beyond 1st quarter of 2016

The complete Terms of Reference for the review are attached in Annex II.

1.2 Methodology

The Team has approached this review as a learning exercise, intended to document what WIN is doing, how it is being done, and whether the organisation is on track with regard to achieving its objectives. The review is based upon a number of written sources, including relevant policy documents, project documentation and reports as well as relevant research and other sources.

Interviews and focus group discussions have been conducted with key staff at the Embassy, WIN and with a number of other stakeholders including WIN beneficiaries, local and national government officials, the police and health services, local and international NGOs and UN organisations (list of persons consulted is included in Annex III).

The Review Team visited Sri Lanka from May 4 to May 11, 2015. While the main part of the data gathering took place in Colombo, two field visits, to Jaffna/Anuradhapura and Matara respectively, were carried out.

1.3 Background – Gender based Violence in Sri Lanka

Sri Lanka has experienced 30 years of protracted internal armed conflict, which ended in 2009 when the Liberation Tigers of Tamil Eelam (LTTE) was militarily defeated. While the wide scale violence that characterised the conflict has now ended, major challenges in relation to building a just and peaceful society which respects, protects and fulfils the rights of all citizens, remain. In the current period of post conflict transition, a number of issues have particular relevance and impact on women.

In the course of the last decades, Sri Lanka has made substantial progress on social indicators including literacy levels and health. Life expectancy at birth for women now stands at 77 years – six years longer than that for men. The literacy rate is at 94.6% for women, the maternal mortality rate 29 per 100,000 live births, and the total fertility rate (per woman) is 2.3. When it comes to political and economic participation, progress is far less pronounced. The current parliament has only 13

female MPs (out of a total of 225 MPs), and women make up 34% of the economically active population.

1.3.1 The Prevalence of Violence Against Women in Sri Lanka

According to the World Bank, women make up 51.1 percent of a total population of 21 million in Sri Lanka as of 2014.⁷ The Sri Lankan social structure is characterised by unequal gender relations throughout the socio-political and economic structures, and despite the many positive social development indicators in terms of prolonged life expectancy, reduced maternal mortality and higher rate of literacy, women and girls remain vulnerable to gender-based violence.

The family as the smallest social entity in society, is generally characterised by clearly gendered power structures where men are expected to exercise their power and authority over women and children. A number of reports⁸ point out that violence directed towards women in Sri Lanka is pervasive. A comprehensive prevalence survey of violence against women in Sri Lanka does not exist, consequently it is not possible to determine exactly what the prevalence rate is, which forms of violence are most prevalent, or whether it has changed over time. However, there are several sources of data that give some indications. One of these is a study undertaken by CARE in 2013,⁹ in which one in three ever-partnered men reported that they had committed physical and/or sexual violence against an intimate partner in their lifetime. As the report of the Commission appointed by the Leader of Opposition on Prevention of Violence Against Women and Girl Child points out, there is evidence from police and other research information on high prevalence levels of violence against women whether it is domestic violence, sexual harassment, incest, rape or sexual abuse.¹⁰ As pointed out by this report, violence against women is not a new phenomenon, or isolated events but rather form a pattern of behaviour that violates the human rights of women and limits their participation in society, damages their health and well-being and limits their life chances to live as free, autonomous and equal citizens. In Sri Lanka as elsewhere, it is important to note that police figures often only represent the tip of the iceberg as the majority of cases of violence are not reported.

⁷<http://data.worldbank.org/indicator/SP.POP.TOTL.FE.ZS/countries>

⁸ Freedom House 2011,

⁹ CARE: Broadening Gender: Why Masculinities Matter, Attitudes, Practices and Gender-based violence in four districts in Sri Lanka (2013)

¹⁰ Leader of the opposition's commission on the prevention of violence against women and girl child page 22– December 2014.

Table 1: Rape and Incest complaints recorded by the Police¹¹

Year	Total no. of complaints	Complaints filed	Convictions	Acquittals	Investigations pending	Pending in Magistrate Courts	Pending in HC/DC	Pending in AGs	Total pending
2007	1397	264	3	2	874	219	34	229	1356
2008	1582	238	3	3	1057	207	13	253	1530
2009	1624	280	0	0	1091	264	5	208	1568
2010	1854	167	3	1	1397	148	9	240	1794
2011	1870	235	2	2	1344	206	20	249	1819

Table 3: Statistics on Rape and Statutory Rape¹²

Year	Total cases of Rape/incest	Statutory rape	Rape
2008	1582	1157	
2009	1624	1228	
2010	1854	1446	
2011	1871	1463	408
2012	2150	1808	

1.3.2 Legal Framework, Policies and Main Actors

Sri Lanka's 1978 Constitution guarantees equality before law and equal protection by the law to all citizens, and prohibits any discrimination of persons on the grounds of sex. Sri Lanka ratified the International Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) in 1981 without reservations. As part of implementing its obligations under CEDAW, a Women's Charter was approved by Cabinet in Sri Lanka in March 1993 and this further substantiates the Constitutional provisions on gender equality. Seven areas of concern, specific to women in Sri Lanka (civil and political rights, right to education and training, right to economic activity and benefits, right to healthcare and nutrition, rights within the family, right to protection from social discrimination and right to protection from gender based violence) are addressed in this Charter.

Several laws and policies specifically address the problem of violence against women. These include the Penal Code of 1895 as amended in 1995 and 1998: 345 (sexual harassment), 363 (rape), 364A (incest) and The Prevention of Domestic Violence Act (PDVA) of 2005. Other laws that can be applied to address violence against women include the Prohibition of Ragging (a form of verbal, physical or psychological abuse on new comers to educational institutions) and Other Forms of Violence in Educational Institutions Act No. 20 of 1998, Section 2 (2) drafted to prevent and punish sexual harassment that can occur during the course of ragging.

The structure in place for the advancement and protection of women's rights lies primarily with the Ministry of Women's Affairs. The Women's Bureau established in 1978 and the National Committee on Women established in 1993 as provisioned in the Women's Charter are tasked with formulating policy, its implementation and monitoring on issues pertaining to women. Overlapping mandates and

¹¹The Leader of the opposition's commission on the prevention of violence against women and girl child page 22– December 2014.

¹²Source: Sunday Times, 18 August 2013 - Reference: Leader of the opposition's commission on the prevention of violence against women and girl child page 23– December 2014.

lack of a clear division of responsibilities has reduced the effectiveness of these institutions, according to a number of Sri Lankan NGOs.¹³ The National Committee on Women has established a VAW complaint unit. However, the unit is not sufficiently resourced to respond adequately to complaints.¹⁴

According to Sri Lanka's most recent report (April 2015) to the Committee on the Elimination of All Forms of Discrimination against Women (CEDAW),¹⁵ a number of measures have been taken in order to implement the PDVA Act.¹⁶ These include a network of state institutions that reach the grass roots level vested with tasks to address violence issues. Children and Women Units have been established in 198 out of 351 Divisions, consisting of Women Development Officers (WDOs), Child Rights Promotion Officers, Relief Sisters, Early Childhood Development Assistants and Assistant Child Protection Officers. The WDOs are mandated to identify and respond to cases of VAW by referring to health, legal and psycho-social services. Referrals may also be done by the police's Women's and Children's Desks and the judiciary, and be made to both state and NGO-run facilities. A one year diploma course in counselling has been introduced to WDOs and counselling assistants. Twelve counselling centres in selected districts have been established. The number of Women's and Children's Desks has increased, and funding has been provided to construct buildings for 26 new desks in police stations. Efforts to improve implementation include programmes for police, members of the judiciary, gender focal points in ministries, medical practitioners and lawyers. A toll free hotline has recently been set up by the Government. According to the Ministry of Women's Affairs, there are currently two functioning shelters for GBV survivors (Ratmalana and Mirigama). Two additional shelters are built, but not yet in operation. Health service providers and law enforcement officers have been trained on the PDVA.

The Ministry of Social Services also conducts different types of counselling programmes under its National Counselling Unit, and has trained 2297 volunteers at the village level to provide counselling services. Funding has been increased for the State Legal Aid Commission (provision of free legal aid) with 70 legal aid centres island-wide. Moreover, awareness raising programmes are being offered to different stakeholders, including school children. Docu-dramas have been produced and billboards erected in all districts with messages on violence against women. With the Assistance to and Protection of Victims of Crime and Witnesses Act. No. 04 enacted in February 2015, measures are taken to fulfil rights and entitlements of victims of crime and witnesses.

As pointed out by several NGOs and many of the respondents, these measures notwithstanding, the response of the police, the judiciary system and the availability and quality of health service when acts of violence have occurred, are in many cases not considered adequate. The main legal framework for sanctioning VAW, the PDVA, is weak both in scope and in implementation. The National Plan of Action (2005) in support of the PDVA has not been implemented and currently this document is being reviewed. The National Human Rights Plan of Action (NHRP) from 2011-2016 adopted in 2012 incorporates a section on Violence Against Women. Moreover, the PDVA has been criticized by civil society organisations in Sri Lanka for upholding impunity as it does not aim to penalise the perpetrators so much as to enable the issuance of protection orders to prevent domestic violence from happening.¹⁷ Domestic violence cases can be stalled for years in the judiciary system.

¹³ The shadow report to Sri Lanka's CEDAW report- 2010.

¹⁴ Commission appointed by the leader of opposition on Prevention of Violence Against Women and Girl Child

¹⁵ http://tbinternet.ohchr.org/_layouts/treatybodyexternal/Download.aspx?symbolno=CEDAW%2fC%2fLKA%2f8&Lang=en

¹⁶ It is beyond the scope of this review to verify the information provided in Sri Lanka's report to CEDAW.

¹⁷ Interview with CARE in Colombo, May 2015

The weaknesses in the legal framework and proceedings thus poses a risk to the survivors who choose to take a case to court. Moreover, survivors are often economically dependent on the perpetrators, which leads the police to focus attention on mediation and settlement between the spouses in cases of domestic violence. However, mediation is often neither what the survivor prefers, since it may not be a safe and sustainable solution for the survivor.

2. Women in Need – a brief description of the organisation

WIN started in 1987 with one staff and ten volunteers providing services to survivors of domestic violence. However, WIN soon realised that their beneficiaries required professional and regular services that the volunteers were unable to provide. At present WIN as an organisation employs 135 staff members including legal advisers, psychosocial counsellors, social workers, IT staff and other administrative staff.

While their work was initially based in Colombo, WIN later expanded to nine geographic locations that covered the North, North West, Central, North Central, West, South, East and Uva provinces. WIN works closely with the police, the hospitals and the divisional secretariats at local levels and have received funding from various sources, including UNDP, UNFPA, the EU, the British Council, Diakonia and the Norwegian Embassy. WIN is represented in national level forums and arenas such as the Gender Based Violence Forum. WINs expertise and experience in providing violence response services is sought after at both local and national levels. The National Commission on Women, for instance, has requested the expertise and experience of WIN in establishing hotlines and shelters. WIN is furthermore represented on the national Shelter Committee and Task Force on GBV.

2.1 Violence response strategies

The main focus of WINs work is on providing response services to gender-based violence survivors. These include legal and psychosocial counselling, a telephone hotline, temporary shelters for the survivors and their children in need of immediate protection, as well as 9 crisis centers and 8 centers in hospitals, and referrals to medical care and women’s and children’s desks at police stations where such desks have been established.

The psychosocial counselling is offered in the areas of general counselling, family counselling and pre-marital counselling. The legal counselling covers legal advice, protection orders, maintenance claims, court representation for survivors of violence and rights awareness.

The counselling is provided in WIN’s crisis centres and in the hospitals where WIN employs counselling staff. The two shelters operated by WIN provide protection for survivors of violence and their children. Though most survivors stay in the shelters for a shorter period of time, there have been cases where they have stayed for more than a year.

The services of WIN in the different locations have been funded through the various donors as illustrated in the table below.

Table 3: Overview of WIN services and sources of funding

District	Province	Year set-up	Type of Service	Source of Funding
Anuradhapura	North Central	2003 2011 2006	Crisis Centre, police centre Hospital Centre	Diakonia/Norway/ USAid/UNFPA
Badulla	Uva	2002	Crisis Centre	Diakonia/Norway/

		2012 2006	police centre Hospital Centre	USAid
Batticaloa	East	2010 2010	Crisis centre Hospital centre	Diakonia/Norway
Jaffna	North	2004	Crisis Centre	Diakonia/Norway/ USAid
Colombo	West	1994 1991 2008 2002/2004/ 2010	Crisis centre, shelter, police centre, 3 hospital centres	Diakonia/Norway/ USAid
Kandy	Central	2005 2005	Police Centre Hospital Centre	Diakonia/Norway
Kurunegala	NorthWestern	2009	Crisis Centre	Diakonia/Norway/ USAid
Matara	South	1995 2010 2006 2010	Crisis Centre, Shelter, Resource centres, Weligama Police Centre	Diakonia/Norway/ USAid/UNFPA
Puttalam	NorthWestern	2005 2008	Crisis Centre, Hospital Centre	Diakonia/Norway/ USAid

WIN has established support groups for survivors. The support groups are platforms where survivors meet and with the support from WIN help each other to overcome their traumas. The members are also regarded as resources in providing guidance to fellow community members who are subjected to domestic violence. The objective of the support groups is “to provide a safe space to survivors of domestic violence and foster healthy attitudes and developing appropriate skills within these survivors, for them to re-establish their lives and become empowered individuals”.¹⁸ The support groups are usually comprised of 10-12 members with a duration of six months with fortnightly meetings. In the meetings, the participants learn about their rights, problem solving and decision making, communication skills, gender-based violence, consequences of violence, managing grief, guilt and shame and different coping strategies to overcome stress and anger, as well as personal strength and self-esteem. Upon completion of the programme, the participants develop their own action plans. WIN counsellors monitor after some time the progress of former group members and whether they are implementing their individual plans. A standardised and formalised mechanism for WIN’s head office to monitor the actual follow-up of former support group members, has not been established.

2.2 Violence prevention strategies

2.2.1. Awareness raising

The key prevention strategy that WIN engages in, is awareness raising in the communities where the organisation operates. WIN employs various tools in their awareness raising, including community

¹⁸ Women in Need, Support Group Program for Victims of Domestic Violence, Training Manual for Support Group Facilitators (2012)

dialogues, education and capacity development, support groups and forum theatre. The target groups include the community at large, law enforcement personnel including police and judges, youth, men and boys.

WIN recognises the importance of engaging men and boys “as the majority of perpetrators of violence are men”¹⁹ and hence WIN aims to “change their attitudes and outlook towards women and violence against women”.²⁰ However, WIN has not developed a strategy for this important work and the activities seem to be limited to awareness raising through trainings and workshops.

WINs efforts to promote attitude and behaviour change in men and boys include the use of forum theatre methodology in some of WIN’s target communities. The forum theatre²¹ can be an effective tool for community dialogue on sensitive issues, and according to WIN the forum theatres have also provided a context for survivors and perpetrators to come forward and seek assistance to end violence in their home and community. It is not clear, however, how WIN is following up the dialogue in the aftermath of a forum theatre performance.

WIN has developed four different manuals and guidelines. These are 1) Training manual for facilitators of the support group program for victims of domestic violence; 2) Guide Book on awareness raising for men and boys; 3) Training manual for police on raising community awareness on violence against women, and 4) A resource and handbook for Community Mediation for a Violence Free Society. It is not clear to the Review Team how and to what extent the different manuals and guidelines are applied, and how the quality of the sessions are assured by the head office.

WIN has published a collection of analysis of 34 case filed under PDVA.²² This publication appears useful and informative for purposes of educating the general public, as well as to serve as background information in connection with WIN’s dialogues with Parliamentarians and government institutions.

2.2.2 Advocacy and Policy Dialogue

WIN is recognised for its expertise and experience in intervening in issues concerning GBV. WIN has therefore been invited to be represented at a number of national level structures such as the GBV Forum initiated by UNFPA, the National Women’s Commission initiatives on GBV as well as the recently appointed Task Force on GBV and the Shelter Committee. WIN has not developed a strategy or plan for its advocacy work, and does not compile reports or overviews of what they have done, where, when and with whom. Thus it has not been possible for the Review Team to obtain a comprehensive overview of the advocacy work.

3. Main Findings

3.1 Relevance and added value of WINs work

WINs service delivery activities are perceived as relevant and important by both beneficiaries and state actors. WIN enjoys a high level of visibility, respect and authority at both national and local

¹⁹ Women in Need Brief.

²⁰ Ibid.

²¹ The forum theatre methodology was developed by Augusto Boal. The aim is to bring the audience into the performance by allowing them to stop a performance, often a short scene in which a character is being oppressed in some way. The audience can then suggest different actions for the actors to carry out on-stage in an attempt to change the outcome of what they are seeing.

²² Women In Need, Voices of Survivors – Case Stories of Domestic Violence Victims by Ramani Jayasundere

level in view of its longstanding experience and expertise. However, WIN is clearly regarded by other donors and key actors as an organisation that is not tapping in to its full potential, by continuing to focus primarily on service delivery rather than taking advantage of its high standing and expansive network to develop a comprehensive and consistent advocacy strategy. WIN thus, according to many respondents, will have to refocus its profile in order to remain relevant in the fast changing political landscape of Sri Lanka. To increase its added value WIN could capitalise on its considerable expertise to become an important and relevant actor in terms of strategic advocacy work at the national level. This would require however, that the organisation further develop its documentation capacity, its analytical capacity and its strategic capacity.

3.2 Project Design and Results Framework

WINs activities and operations are not rooted in a clearly formulated project design. Moreover, WIN has not developed a comprehensive and consistent theory of change for its operations. In its overall goal formulation it is focusing on both response and prevention, however a theory of change for these two individual strategies have not been developed. It is not clear how and to what extent WIN regards the two strategies as complementary. WIN has developed a “motto” (“break the silence, WIN against violence”) which may to some extent be regarded as an implicit theory of change – when survivors speak about their experiences, the prevalence of violence will be reduced. To the extent that this can be regarded as a theory of change it would need to be unpacked in terms of strategy, build on a set of objectives, targets and indicators, pathways of change and include an assessment of external factors, enablers and assumptions, to be of operational value.

Generally WIN’s capacity when it comes to results-based management is considered low. The organisation has not developed a project goal hierarchy, and the overall goal is not connected to objectives and targets in a systematic and consistent manner. In fact, WIN has only developed objectives and targets for its service delivery activities, and these are at the output level referring to the number of clients using WIN’s services. In addition it is important to note that the indicators (number of clients served by WIN) are not necessarily attributable to WIN’s efforts alone since a number of external factors can have an effect on the number of clients seeking WIN’s services. When it comes to the awareness raising and advocacy activities, no explicit objective has been developed.

Moreover, WIN’s monitoring capacity is weak and monitoring procedures and routines are inconsistent. The organisation lacks a system to process information that is generated from the various service delivery points for strategic decision making, feedback to centres etc. Additionally, when in some cases monitoring in terms of pre/post testing in connection with training programmes etc. has been undertaken, it is not clear how this information is used to improve the training programmes or to follow up participants.

3.3 Service delivery

WIN provides services that are highly relevant, and in many cases WIN is the only provider of these services in the communities where they operate. According to the views expressed from a small sample of beneficiaries interviewed (and selected by WIN), the services received are highly appreciated and relevant. The services are also relevant in terms of national priorities and policies, including as indicated the PDVA and the Human Rights National Plan of Action.²³

Possible duplication of service delivery

²³Underlined by amongst others by the Chairperson of the National Women’s Commission, and other donors such as the EU and UNFPA, and representatives of the police in Matara and Anuradhapura.

There seems to be some degree of duplication of service delivery, where state actors and other NGOs may be providing similar services in a given community. In some cases WIN's services may be preferred by clients because they are being perceived as more relevant, sensitive or of better quality than those of other providers. In many of the communities, an immediate termination of WIN's service provision would mean that no alternative services would be available, atn closed due to financial restraints, it was suggested that the state and other NGOs may be able to provide similar services to GBV survivors.

The range of services provided may vary from office to office. Whereas some offices are set up as multi-sector response centres providing a package of psychological and legal counselling services, as well as income generating activities, others provide some combination of, but not all, of these services. Other actors, including state and NGO sector actors, refer clients to WIN's services on a regular basis.

Quality of training and materials vary

WIN is not employing in a consistent manner a set of manuals, guidelines or standard operating procedures for case management for WIN counsellors. The counsellors do not receive systematic and high quality training on ethical and safety standards for case managing GBV.²⁴ Hence, the quality of services that are provided is likely to vary from center to center and from counsellor to counsellor. The lack of standard operating procedures, including ethical and safety guidelines, poses a potential risk to the safety and rights of the clients.

Risk of doing harm

The reporting of violent and traumatic experiences to police officers who have not received any training on ethical and safe GBV case management has the potential outcome of re-traumatising the survivor without offering quality services as a response. There have been frequent reports of survivors being abused by the police when reporting a case, particularly in the still heavily militarised Sri Lankan north.²⁵ These reports emphasise the importance of attaining informed consent before reporting cases to the police. Although minimising these risks may be beyond the scope of WIN's mandate, these critical issues should nevertheless be raised in WIN's risk analysis as potential harmful consequences of facilitating police reporting. The risk of being re-victimised when reporting cases to the police should also be addressed by WIN in dialogue with the government. Recently a training manual for the Police Training School which include these considerations have been developed, according to WIN as a result of the organisation's advocacy efforts. WIN has also developed an awareness raising manual for the police to use in communities. The manual includes basic gender training. Training and guidelines for the police on ethical and safe GBV case management have not been developed.

Weaknesses in data collection and storage

Another risk is the storage of sensitive data and information, and there seems to be room for improvement in the way data is collected, used and stored. Also in this aspect there is a lack of standardised procedures. Some files with client information are locked up while other files with sensitive information are not. There seem to be different procedures in the different centers. There are no common guidelines or training for staff in the organisation on how to manage, collect and

²⁴ WIN reports to currently engaging in a process of developing a manual for training of counselors.

²⁵ Minority Rights Group International: Living with Insecurity: Marginalization and sexual violence against women in North and East Sri Lanka (October 2013) and International Crisis Group: Sri Lanka: Women's Insecurity in the North and East (Colombo /Brussels Dec. 2011).

store sensitive data. Although WIN is dealing with sensitive information that should be collected only for a well-defined purpose and handled with care, some of the data that is collected by WIN does not seem relevant. In the support group registration forms, for instance, clients are asked to disclose information about sexually transmitted diseases. The routines and procedures connected with collecting and managing sensitive data do not seem to be ethically sound.

WIN's intake forms seem to be using the same GBV classification system across different centers (Jaffna, Anuradhapura, Matara). While this should provide WIN with a unique set of data and opportunity to compare prevalence and forms of VAW across Sri Lanka, it remains unclear to what extent this information is synthesised and used analytically and strategically for advocacy and policy dialogue purposes.

State responsibilities and accountability are undermined

The state sector at the divisional level has built up a structure of official actors that in theory should be able to provide the services that WIN are currently providing. At the moment they are providing these services only to a very limited degree, and the capacity and resources to expand the state service delivery does not seem to be in place at the moment. The organisational structure that has been established does however suggest that there is potential to build up state sector service delivery in the medium term. The ability and willingness of state actors to actually do this depend on commitment and actual prioritisation. According to WIN, they have been engaged in advocacy with the state sector to encourage the provision and extension of necessary services. However, as long as other actors such as WIN continue to provide services, this may limit the state sector's incentives to do the same.

WIN has not introduced a mechanism for downwards accountability. There is currently no standardised mechanism for beneficiaries to provide feedback on the quality of services to contribute to these being improved and developed according to the needs of the clients. Although the manual for the support group sessions includes a monitoring mechanism, the application of these monitoring mechanisms is not standardised. Mechanisms for sideways and upwards accountability are also missing to a large extent. Again, the lack of standard operating procedures and monitoring mechanisms, makes reporting to and coordination with other NGO and state service providers difficult.

Many of WIN's clients are repeat clients, often using the services over a span of several years. While clearly many issues of a psychological or legal nature may take several sessions and considerable time to resolve, some clients also continue to use the services due to repeated occurrence of violence. Nonetheless, it also appears that some clients also continue to use WIN's services and support over considerable length of time, without there being a clear plan for how and when WIN's support to these long term clients should be terminated (i.e an "exit strategy"). This raises the question of whether at least some clients have developed a sense of dependency on WIN's services which could impede the empowerment and independence of these clients. Another issue is the cases where repeat offences occur, and what WIN is doing to prevent this. It appears that WIN has not established procedures on how to deal with these cases.

Output level results of service delivery

When it comes to service delivery, results are defined in terms of outputs, not outcomes, i.e the number of clients receiving the services provided by WIN. Since 2010 there has been an increase in both legal counselling and general counselling, from 22 619 and 85 636 respectively, in 2010 to 32 322 and 97 148, respectively, in 2014. In some cases WIN staff have been able to indicate results

which could be defined as outcome level, however these appear to be rough estimates rather than based on sound monitoring efforts and evidence (example: in 60% of the cases wife battering stops after services have been provided by WIN, according to one WIN respondent). However, systematic monitoring over time of the results of service delivery on clients and the wider community as well as an analysis of the long-term outcomes of WIN's work for the clients has not been undertaken.

3.4 Awareness Raising

WIN engage in awareness raising sessions with a number of actors including local communities, state sector service providers (the police, the judiciary) youth, men and boys. These may be more structured sessions where a manual has been developed. In other cases the sessions may have a relatively loose format where WIN engages in a dialogue.

Lack of coherent approach

Some of the awareness raising may have a character of awareness raising around general concepts such as gender and GBV. In other cases the awareness raising may be focusing on awareness around WIN services. According to the police in Anuradhapura increased awareness among people as a result of WIN's awareness raising, has led to more cases of violence being reported to the police.

WIN has not developed objectives, targets and indicators for awareness raising. Generally feedback from the users is done through an evaluation form which is distributed immediately after an awareness raising session. While some WIN staff seem to be using a pre/post test procedure to assess the level of knowledge or awareness increase as a result of the awareness raising session, the awareness raising sessions do not seem to be part of a more long term strategy with defined objectives for future results. Rather they seem to be delivered as a stand alone activity, and follow up in the aftermath of these sessions is largely missing. In the cases where raising awareness of WINs services is the main objective of the awareness raising session, the objective is at least implicitly conceived in terms of number of clients contacting WIN centers for response services.

The manuals used for awareness raising and training are of varying quality. The guide book on awareness raising for men and boys is not comprehensive enough to ensure that the awareness raising can lead to transformative changes in attitudes and practices, but focuses on a basic introduction to the concepts of sex, gender, patriarchy and violence. None of the guidelines have sufficiently incorporated ethical and safety standards and no reference is made to internationally recognised ethical and safety guidelines, such as the WHO's ethical and safety recommendations, which are widely implemented.²⁶ The lack of focus on such standards may have adverse consequences for participants in the different training sessions. For example, it is commendable that the training manual for police officers includes a guideline on how to conduct interviews with survivors. However, the manual makes no reference to the key ethical and safety principle of informed consent. Some of the suggested activities do not appear to respect participants' right to confidentiality. For instance, participants are asked to respond to questions about their own experiences with violence²⁷ in the group setting, which can cause a retraumatisation of survivors of violence, and raises issues around consent and confidentiality.

Engaging men and boys

WIN has defined awareness raising with and engaging men and boys as a strategic approach for prevention. However, WIN has a women in development approach rather than a gender approach.

²⁶ http://www.who.int/gender/documents/OMS_Ethics&Safety10Aug07.pdf

²⁷ Women in Need: Guide Book Awareness for Men and Boys, Training Manual (May 2012).

This means that men and boys are targeted as perpetrators, potential perpetrators and/or allies in the work to combat violence against women. However, studies show²⁸ that perpetrators often have been subjected to violence in their childhood. Recognising and addressing the root causes of violence, as well as fostering and strengthening positive relations between boys and girls, women and men, must be key factors of any strategy to combat violence against women. There is globally emerging evidence that also men and boys are victims of GBV with corresponding needs for quality services. This is important to recognise and respond to in order to foster the trust and commitment of men and boys necessary to attract them as allies.

In sum, when it comes to awareness raising, since no clear and measurable objectives have been defined, results beyond those of an anecdotal nature cannot be documented. For example, a change of attitudes, more confidence and knowledge have been mentioned by respondents, however these have not been documented by any systematic monitoring, and therefore cannot be substantiated.

3.5 Advocacy and Policy Dialogue

WIN has not developed a strategy for its advocacy activities. While WIN, and particularly the Secretary General is invited by government and state actors to share its expertise and experiences in national fora and processes, including the GBV forum, the Government's Shelter Committee, and a Task Force on GBV established by the Government, the advocacy work appears to have an ad hoc character rather than being undertaken on the basis of a strategy with clearly defined objectives. It also appear to be reactive, rather than proactive, in the sense that WIN participates in dialogues and various foras upon invitation, rather than itself instigating and seeking dialogue at the national level. Advocay efforts often appear to be timed in connection with major recurring events, such as the International Women's Day in March or the 16 Days of Activism against Gender Based Violence in November, however it is the Review Team's impression that WIN lacks a strategy for how to follow up on and build upon these events to sustain a clear advocacy voice and message throughout the year.

In sum, again, due to the lack of a strategic approach and defined and explicit objectives, targets and indicators, it has not been possible to establish results of the advocacy effort beyond some more anecdotal references communicated orally.

3.6 Sustainability

WIN's operations are currently not sustainable, neither from a financial nor strategic point of view. Donor funding to the organisation is drying out, both due to the general decrease in donor funding to Sri Lanka owing partly to its status as a middle income country, but also because important former donors perceive WIN as less relevant and lacking in basic requirements such as the capacity to develop an adequate results framework.

Initiatives to raise funds for instance by yearly fund raising events and fee collecting of clients have not resultet in a substantially improved financial situation. Social business initiatives such as the recycled paper initiative have so far had limited success, according to WIN due to limited marketing opportunities.²⁹ It is the Review Team's assessment however, that this operation with its current production machinery, quality of the products etc. has limited potential as a source of income for the organisation.³⁰ An invitation from UNFPA to submit a proposal to take part in training on social

²⁸ CARE Research - Broadening Gender: Why Masculinity Matters – Attitudes, Practices and Gender Based in four districts in Sri Lanka – Neloufer de Mel, Pradeep Peiris and Shyamala Gomez 2013.

²⁹ According to WIN the organization is currently looking to expand its social business initiatives, and has sought expert advice towards this purpose.

³⁰The purpose of the recycled paper project was also to function as an income generating activity for clients.

business development was not followed-up by WIN. WIN also do not appear to have engaged consistently with state actors at national or local level to seek funding from public sources. As a consequence of the decrease in funding for WIN, the organisation already has had to terminate some of its service delivery, and also reduce its awareness raising activities.

Strategically, WIN's main focus on service delivery activities is not likely to attract substantial donor funding in the future. The majority of funders are likely to prefer to fund more advocacy related activities, not least since Sri Lanka as a medium income country is expected to build up these services as a state responsibility. An increasing number of donors are basing their funding on a human rights based approach wherein state responsibility to provide essential services is underlined. Moreover, as the available funding for NGOs is shrinking, the competition for funding between these organisations is increasing. WIN's weaknesses in terms of strategy development, project design and results framework development are reducing its chances in this competition.

3.7 Unintended Negative or Positive Effects

It has proven challenging to gather information about unintended effects of WIN's operations in view of the fact that the organisation has very limited procedures when it comes to monitoring and follow up of actual intended effects. Consequently, unintended effects will thus be captured primarily on an ad hoc basis.

Additionally, WIN has not undertaken a comprehensive risk assessment or a conflict sensitivity assessment, which could have been important tools in order to analyse and assess potential unintended effects, and to build in mitigating measures in the programme management procedures and follow up.

One unintended negative effect may be connected to the substitution or duplication of state sector services, which in some cases can serve to undermine these services, by providing competing services. NGO sector provision of service may also delay state actors in developing their own services. One examples of this may be that WIN is providing family counseling for clients referred from the judicial sector, while there are family counsellors already attached to the courts. While WIN pointed out that the family counsellors attached to the judicial sector are young and inexperienced, it may be an option to offer capacity development of these services instead of duplicating them. At least in some cases, duplicating of counselling services offered in hospitals run by the Department of Health may also have been occurring.

3.8 Anti-corruption Measures

According to the provisions of the Norwegian Penal Code which applies to both public and private sector and states, corruption is defined as requesting or receiving an improper advantage or accepting an offer of an improper advantage in connection with a position, office or assignment, or giving or offering anyone an improper advantage in connection with a position, office or assignment. Recipients of Norwegian development cooperation funding are requested to develop measures to counter corruption within its own operations.

WIN has not produced any anti-corruption guidelines or similar policies, and the organisation does not appear to have any more general anti-corruption measures in place. Generally the awareness towards the need for anti-corruption measures seems limited at the management level. A document deliniating accounting procedures was presented upon the Review Team's request, however this does not constitute an anti-corruption policy or guideline.

3.9 Climate and environmental Concerns

The project is not considered to have significant adverse effects on climate and the environment. Hence, a more in-depth analysis of this dimension is not undertaken.

3.10 Organisational Development and Learning

Developing from an organisation based mainly on volunteers in the early days, WIN has taken several steps to professionalise its operations. Similarly, it has expanded its operations from initially being only based in Colombo, to currently having established centres in nine different locations country wide.

Several decades of experience from working on GBV in Sri Lanka notwithstanding, WIN has not fully accomplished the development from a volunteer-based organisation into a more professional organisation. For instance, the organisation has failed to develop set standards and procedures for its operations, along the lines that would be expected of an organisation of similar standing and experience. Although internal capacity development is WIN's responsibility, WIN could benefit from assistance from institutional donors such as the UN, the EU or Norway, to build and strengthen WIN as part of a strategy to build local, Sri Lankan capacity.

The various regional offices of WIN submit a monthly report to the Colombo Head Office. These contain information on client numbers, feature victim stories and information about program activities and administrative issues. The reports are not based on a standardised format, and thus the format in terms of both content and comprehensibility of these reports vary between offices. Established procedures in terms of substantial feedback and follow up on these reports have not been developed, and their usage as guideline and substance for organisational learning and development seems limited. Moreover, WIN has not developed a clear plan or strategy of training and upgrading the skills of its staff, rather this is being done on an ad hoc basis, and depending on available resources.

WIN has developed collections of case studies, but there is limited analytical approach in these studies. Also the data that WIN collects and records in its database is not used to any significant degree for organisational learning and strategising. While the staff experience and expertise seems to be substantial, the organisation has few arenas or platforms where this can feed into processes of strategic development and organisational learning.

4. Key Recommendations

Based on the findings described above, the Review Team has formulated a number of recommendations, addressed to WIN and the Embassy respectively. Some of the recommendations may be relevant to implement during the current project agreement period. However, since the majority of recommendations require quite substantial changes to the mode of operation that WIN employs, they can only realistically be implemented in the medium term.

It is important to note that many of the issues that the recommendations raise have been brought up by the Embassy on several occasions in their dialogue with WIN, as documented by minutes from annual meetings and the Platform for Dialogue. This includes for instance the lack of adequate planning and strategy development, weak results framework, lack of monitoring routines, lack of anti-corruption policy and measures, adequate risk assessment and concerns regarding the financial sustainability of WIN.

4.1 WIN must step up its prevention work

Several respondents have underlined the need to increase the focus on prevention, to prevent violence occurring in the first place. In view of the often limited income opportunities for women who

divorce their husbands and the general focus in the community on mediation and reconciliation, a stronger focus on prevention is paramount.

While WIN has not formulated an explicit goal or objective for the awareness raising activities, it is reasonable to assume that prevention of gender based violence should have been the main objective. However, WIN's strategic approach to prevention is not clear. WIN's focus seem to be that clients by breaking the silence and using support services, will contribute to the prevention of violence. The organisation's awareness raising work has largely been carried out on an ad hoc basis, and it appears that to a large extent it has focused on creating awareness about WIN's services. This is not an adequate perspective on prevention, since clients who seek WIN's services generally already has experienced violence. Moreover, awareness raising activities seem to largely have been connected to one-off events, such as International Women's Day celebrations and activities connected to the "16 days of activism against Gender Based Violence". Research has shown, however, that this form of awareness raising in the form of isolated events, have limited effect, when it comes to both attitude change and behavioural change³¹.

WIN must develop a more structured, strategic, long term and consistent approach to prevention efforts, with clearly defined target groups and a sound and realistic results framework. When it comes to the awareness raising that has been undertaken through boys' and mens' groups, WIN has pointed out that it often has proven difficult to get men and boys to participate in these sessions. This may be connected to the fact that these sessions are perceived to be more about "women's issues" than gender equality. One approach to this may include to broaden the scope of these sessions to focus more on underlying causes of violence and gender inequality, through a focus on the challenges experienced by both men and women as a result of having grown up in a violent society which has experienced decades of armed conflict.

4.2 WIN must step up its advocacy work

A number of the respondents underlined the new climate that the change of government in January 2015 has introduced, and the new opportunities that this has led to in terms of the conditions under which NGOs operate generally, and the opportunities to enter into a dialogue with government are increasingly becoming available. It does not appear however, that WIN has begun to assess how these new opportunities can be approached in a strategic manner by the organisation.

WIN's conception about advocacy is somewhat unclear, there seems to be a confusion between advocacy and awareness raising work.

It is the impression of the Review Team that WIN has the experience and expertise to engage in advocacy work in terms of both legal and policy development, as well as development of a better state service provision. Both national level and regional level state actors have expressed that WIN is an important resource of experience and capacity at the national level. However, effective advocacy must build on a sound data and information base, as well as analytical capacity to develop and communicate clear and consistent messages.

WIN should be challenged to build a stronger and more consistent and updated evidence- and knowledge base, to serve as important tools in the advocacy work. This must go beyond the presentation of case studies, and include evidence-based analytical and strategic approaches.

WIN can play an important role building capacity in relevant state actors, based on its own experience. The organisation can thus contribute to holding the state/government accountable when

³¹ See e.g. Meintjies, South African Civil Society Information Service.

it comes to service provision. Moreover, WIN can provide a reality check in terms of implementation of policies and legislation, and provision of services, not least given the experience and wide outreach it has at the local level in many areas. WIN could also capitalise on using the experience it has had by way of “piloting” various services and assist state actors to replicate and scale up these WIN pilots.

In addition to its focus on the primary level education institutions, WIN could also be targeting tertiary level institutions (universities, technical institutions), and in addition to providing awareness raising sessions it could enter into a dialogue and advocate for the inclusion in the curriculum of modules on gender equality and violence.

4.3 Strengthen the quality of, and develop an exit strategy for, service delivery

As suggested above, WIN’s activities are not sustainable neither financially nor strategically. This places WIN’s clients in a vulnerable position, being dependent on WIN’s ability to raise funding in a situation characterised by increased competition over shrinking resources. In line with a human rights based approach, the state has a responsibility to provide the necessary services to secure the rights associated with health, rule of law, protection against violence etc. Lack of resources and capacity may prevent state actors to provide the full range of services with sufficient quality, but states are required according to human rights instruments to ensure that the maximum available resources are allocated to provide these services. In Sri Lanka, state actors are currently taking steps to provide relevant services for survivors of gender based violence. While state actors are responsible to secure that services are available and affordable, the actual provision of services can be handled by a private or NGO sector provider. There may be some opportunities for WIN to seek state funding for its service provision. More importantly, rather than maintaining a focus on service delivery, WIN should enter into dialogue with state actors at national, regional and local levels about how WIN can assist the state to assume its responsibility to provide relevant services.

WIN should build in a sustainability dimension in all its service delivery work, and instead of envisaging a business as usual scenario, build strategies and activities to transfer the responsibility of service provision to state actors.

Moreover, as noted above, WIN has several weaknesses when it comes to the professionalisation of its operations. It should immediately begin its work to develop standard operating procedures and ethical guidelines for the organisation’s work. These could build on internationally recognised standards, including those developed by the WHO and UNFPA.

4.4 Strengthen strategy development and organisational learning

The capacity to develop comprehensive strategies for the various areas where WIN is engaged should be improved. The development of a theory of change and strategies for the various areas should involve staff as well as management levels. WIN should develop an exit strategy for its service delivery, a separate strategy for its awareness raising activities and for its advocacy efforts. The overall strategy should be based on a realistic analysis of socio-political, economic, technological and other issues impinging upon WIN’s room of manoeuvre.

Based on the strategic direction, capacity building of staff should be implemented in a structured manner to create ownership and a common understanding of concepts such as advocacy, monitoring and evaluation. Awareness raising on ethical standards and guidelines should be undertaken once they are in place. WIN should also review and systematise the contents and application of the guidelines for all training and awareness raising programmes.

Moreover, it appears that WIN has a largely untapped potential when it comes to gathering data and information in order to synthesise and analyse this to assess and evaluate the organisation's work. As one step to develop such a base, there seem to be a need to educate the staff on the importance of a consistent application of monitoring systems and feedback at various levels.

4.5 Strengthen results management capacity

WIN's current results framework is clearly not adequate, and the organisation's capacity when it comes to results management appears weak.

It is the impression of the Review Team that WIN does not have the in-house capacity to improve this dimension significantly, and outside assistance would probably be required to build a sound results management system for the organisation. Another option would be to increase the in-house capacity through recruitment. The Embassy could consider supporting such assistance during the current project agreement period, or alternatively build it into any future support agreement. Most importantly, WIN must develop a set of objectives, targets and indicators to assess progress, and put in place a realistic, cost-effective monitoring and reporting system that involves various levels (client, community, regional and national level), as well as collect and systematise both qualitative and quantitative data in order to provide guidance for decision making and feedback. Reporting must also be improved, and move beyond the current focus on describing activities and outputs reporting.

4.6 Develop risk assessments and conflict sensitivity approach

WIN has not developed adequate routines for risk assessment and management or conflict sensitivity assessments. In a context like that of Sri Lanka, it is paramount to at least perform a do-no-harm analysis, in order to minimise the chances of the project having unintended negative effects, and to increase the chances that it will reach its objectives.³² Clearly, this situation could be a potential source of conflict, and may also not be very conducive in building trust, within the police force, between the police force and WIN, and between the police force and the local community.

4.7 Develop anti-corruption measures

The organisation should be requested to develop a policy and guidelines for its anti-corruption work as soon as possible, within the current project agreement period.

4.8 Recommendation for the Embassy

Decisions by the Embassy about future cooperation with WIN must ultimately be based on consideration regarding the Embassy's financial and management capacity, as well as strategic and thematic priorities. It is the view of the Review Team that WIN continues to play an important role in service delivery and that the organisation has a potential to play an important role in the future. Should WIN not be able to attract new donors, an end to, or substantial cuts in, the financial support to WIN by the Embassy will clearly result in reduced service delivery in the areas where WIN currently operate, at least in the short term.

Nonetheless, in view of the findings presented above, the Review Team can not recommend a continuation of the support to WIN within the framework of its current strategic approach and project design. To continue the support WIN would require substantial efforts by the Embassy to follow up and monitor that the agreed changes are being implemented. A potential new agreement must allocate resources for the necessary capacity development for WIN to be able to undertake the recommended changes. There is also clearly a risk involved that WIN, due to lack of commitment or

³² For instance, the Review Team has understood that in Jaffna WIN has trained Sinhala speaking members of the police force because the training manual in this language was ready, however the Tamil speaking members of the police force are waiting for the same training, pending the development of a manual in Tamil.

ability, will not actually be in a position to undertake the necessary changes. This risk could be reduced by entering into a close dialogue to ensure mutual understanding and agreement, developing sound results management routines, including good monitoring and reporting procedures and close follow up by the Embassy.

The majority of the recommendations presented above would require quite substantial changes by WIN, with regard to its strategic approach, the organisational profile and capacity, management structure and procedures and a professionalisation of operations on several levels and areas. While WIN has repeatedly acknowledged the need for these changes, the organisation does not currently possess the capacity and resources necessary to implement many of the changes as described in our recommendations.

As the current cooperation agreement will end in less than 10 months, this clearly limits the feasibility of implementing many of the recommendations within the current project agreement period. Recommendations 4.6 and 4.7 however, are clearly relevant and feasible to implement during the remaining project period, and the Embassy should enter into a dialogue with WIN as soon as possible to embark upon the implementation of these recommendations. The Review Team also considers it a matter of urgency for WIN to begin the implementation of recommendation 4.3. It should be feasible to implement these three recommendations (4.3, 4.6 and 4.7) within the current project period, and within the current capacity and resource frameworks. The extent to which the Embassy should begin a dialogue with WIN on the remaining recommendations, would depend on decisions regarding future cooperation with the organisation beyond the current project agreement.

Should the Embassy decide to continue the support to WIN, it should enter into a focused dialogue with other former, current and potential partners and funders of WIN, to coordinate communication messages and to develop a common approach towards potential future support to WIN. The Embassy should also engage the Sri Lankan government in a dialogue on its long-standing support to WIN and the different roles and responsibilities of WIN and the Sri Lankan government in providing these services to its citizens. One possibility that could be explored, is to facilitate a closer dialogue between WIN and relevant institutions of the Government of Sri Lanka to prepare an eventual phasing out the support to WIN.

ANNEX I

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Terms of Reference

Terms of Reference for Review of Project to Prevent Violence Against Women in Sri Lanka; Women In Need.

1. Background

Although there is relevant legislation in Sri Lanka to protect women from all forms of violence, laws are not always implemented effectively. This is caused by a number of factors, including lacking capacity and resources of legal institutions, lack of access to legal structures and processes, impunity, norms and attitudes prevailing in society and families, lack of information and awareness.

The forms of violence against women prevalent in Sri Lanka include rape, incest, sexual abuse, sexual harassment, domestic violence and psychological abuse.

There is a scarcity in services provided for victims of domestic violence and all other forms of Violence Against Women (VAW) and girls. The services rendered by NGOs include medical, legal, psychological and shelter services to victims and in some cases, skill training for income generation activities.

Although a few service providers including Women In Need try to address the issues in the conflict affected areas, the geographic extent of these districts are so vast that reaching out to the villages have been a challenge.

One of the important legal tools for VAW is the Prevention of Domestic Violence Act (No. 35) that came into operation in 2005, which has enabled the Magistrate's Court to make Protection Orders for the immediate protection of the victim. Although the Act specifies mandatory counselling, there is a shortage of professionally qualified counsellors, who are sensitive to the issue of domestic violence. It has also been found that judges, lawyers and health officials who will handle the issues of the victims are also insensitive to the issue of domestic violence, lacking competence and accountability measures. The Act also refers to shelter facilities for victims of violence. This need has not been met by the Government, as only one shelter is run by Government. There are also a few shelters run by NGOs including WIN.

Though there are 42 Children and Women Bureau Desks in Police Stations around the country, their role in combatting violence against women is vague. In reality they often take a role as mediators, which often does not correspond to the survivor's request, needs or interest.

The NGO Women In Need (WIN) was established in 1987 and works towards eliminating Domestic and all other forms of violence against women and children, and to improve the overall social position of women in Sri Lanka by empowerment. It plays a key role in counselling, providing legal aid and acting as a facilitator and service provider to women victims of violence. WIN manages some shelters, hospital centres, women resource centres and counselling desks at some police stations in

the Island. At present the staff consists of over 130 employees including counsellors, lawyers, social workers, administrative, accounts officers and other support staff. WIN is considered as one of the leading service providers for women victims/ survivors of violence and their children.

The organisation is totally dependent on donor funding and several donors fund various projects and programmes including employee remuneration and overhead costs of the Colombo Office and the branch offices in the districts.

The Norwegian Embassy has supported WIN for several years for different projects. The project 'Multi Sectoral Interventions to Prevent Violence against Women in Sri Lanka' was supported from December 2011 for two years with financial support of NOK 2.2 million. Additional support of NOK 498 000 was provided in December 2013 for a period of six months and was concluded in May 2014. The on-going project 'Eliminating Violence Against Women in SL through comprehensive intervention' is supported with NOK 2.04 million for two years and commenced in June 2014. There are two main programming components. One is the provision of support services for women victims/ survivors of violence and their children and the other is preventive services. These services comprises WIN's regular multi sectoral services including psychological counselling services, 24 hour Hotline, networking and working with hospital authorities, liaising with police, legal advice and court representation, conducting of awareness and training programmes and maintenance of a shelter for women facing domestic violence. These services also include providing training for all service providers and maintaining a documentation system of the cases and the services provided and the follow-up.

2. Purpose of the review

The main purpose of the Review is to provide relevant knowledge and systematic information as a basis for the Embassy to make decisions on present and future cooperation with WIN.

The objectives of the review are to:

- assess the results (outputs and outcomes) of the project according to the goals and targets presented in the project document.
- provide recommendations as to how the lessons learnt from the previous and current project period can be incorporated into the on-going project
- provide recommendations regarding design, implementation and results if continued support is to be considered beyond 1st quarter 2016.

3. Scope of work

(i) Assessment of Results:

- Assess the extent to which the project has been successful in reaching results in line with its objectives and targets.
- Assess whether the project has had any unintended negative or positive effects.
- Assess the relevance of the previous and ongoing project, in particular whether it is 1) relevant for national priorities and 2) whether the inputs, activities and outputs of the project are consistent with the overall goal and the attainment of its objectives
- Assess the project design and results framework
- Assess the likely sustainability of the ongoing project and activities.
- Assess anti-corruption measures

- Provide recommendations to improvements regarding the above in the present phase.
- Provide recommendations on design, implementation methodology and results framework, if continued support to be considered beyond present phase.

The review will be based on assessments both at head quarters and field level.

4. Implementation of the Review

Methodology

The assessment will involve review of the project document, progress reports, minutes of the meetings and previous reviews and evaluations of Women In Need Projects, Audit reports and the contracts with addendums etc.

It is expected that the review will consist of interviews and focus group discussions with relevant stakeholders in the Head office of WIN and selected District Offices and selected project areas in the field. (It is suggested to visit minimum 3 districts/project areas). Meetings with relevant service providers such as hospital authorities, Police, Judiciary and other NGOs working on violence against women could also be useful. It is of key importance that we have the opportunity to speak with these different key stakeholders. It would also be highly relevant to speak to local, grassroots women's organisations. (WIN may be requested to arrange meetings with the stakeholders together with the local consultant)

Composition of the Team

The team will consist of two members from Norway and one from Sri Lanka.

Team Leader- Norway: The Team Leader should have the following qualifications:

Documented experience as team leader from similar reviews; excellent knowledge of project/programme management, including RBM; good knowledge of violence against women, excellent command in English

Team Member- Norway: Good knowledge of the civil society work and women's issues, general knowledge of the particular challenges working on issues of violence against women in a conflict environment and Sri Lanka; excellent command of English

Team member- Local: a consultant with good knowledge and experience on Gender issues and Gender Based Violence in particular in Sri Lankan context, excellent command in English

The local team member must have sufficient knowledge of Civil Society work in general. He/she is required to have the ability of conversing in local languages (Sinhala and Tamil) to facilitate the fieldwork.

The Embassy will identify the local consultant.

Time frame

The review team may need to spend about one week in Sri Lanka from 5 to 12 May 2015. This will include the meetings, field visits to selected districts and debriefing. Another 8-10 days may be spent on preparing before the review (including review of the documents) and writing the report.

Comments from the Embassy and Stakeholders may be provided to the Team, within 3 weeks of the receipt of the draft by the Embassy.

The final report should be submitted to the Embassy within 3 weeks of receiving the comments on the draft report.

5. Reporting

The format of the report could be decided by the team. Nevertheless it is presumed that the report would cover summarising the project activities in relation to project objectives, analysis of major findings, possible risks and conclusion and recommendations for continuing support for a similar programme. The report should be of 20 pages (maximum) plus relevant annexes and should include an executive summary of 2 pages.

The draft report should be made available to the Embassy in Colombo not later than 3 weeks after completion of the review and the final report within 3 weeks of the receipt of comments from the Embassy and Women In Need on the draft report.

The team will be required to provide a debriefing to Embassy staff in Colombo and to WIN towards the end of the review.

ANNEX III

List of Persons Interviewed

5th May

Norwegian Embassy

- Ms. Vidya Perera
- Mr. Knut Nyflot -

WIN Office Colombo

- Ms. Savithri Wijesekara – Executive Director
- Dilki D’Alwis – Legal and Project Manager
- Sumithro Fernando – HR and Outreach Manager
- Nilapul Kulatunga – Project Coordinator
- Indrani Thilakarathne – Psychological counsellor

Ministry of Women’s Affairs

- Mrs. Swarna Sumanasekara – NCW Chairperson
- Ms. Bimali Amarasekara- Technical Coordinator, Gender and Women’s Empowerment (SELAJSI)

6th May

WIN Office Matara

- Ms. Dammika – Centre Coordinator
- Ms. Swarnapali
- Ms. Jayanii
- Ms. Varuni (Police Officer)
- Mr. Sumathipala (Police – Court Sergeant)
- Mrs. P.P. Jayaweera – Family Health Officer
- Client (Women Support Group) – aged 52 years
- Client (Women Support Group) - aged 44 years
- 7 persons from Theatre Forum (3 female and 4 male youth)

7th May

CARE Office

- Ms. Ashika Serasundera (Asst. Country Director)
- Ms. Vindhya Fernando (Senior Project Manager Gender Equality & Diversity, Safety, Security and Dignity for Women Project)

EU

- Mr. Simone Brotini – Attache’ Operation Section

UNFPA (group of 7 persons)

- Alain Sibenaler – Representative Sri Lanka & Director Maldives
- Gamini Wanasekara – Ass. Representative
- Nirasha Perera – Coordinator against GBV
- Nirosha Welgama – Gender Adviser
- Manahari Panditharatne – Social Change Entrepreneur
- Achini Wijesinghe – Social Change Entrepreneur
- Nilupul Kulatunga – Programme Coordinator

WIN Hospital Centre (Mithurupiyasa)

- Ms. Indrani Thilakaratne –(Counsellor)

WIN Shelter (Colombo) – No names gathered

8th May

Jaffna WIN Crisis Centre

- Ms. Karthika – Centre Coordinator
- Dr. Dayalini Sivathan (Municipality Officer of Health)
- Mr. Vijithan – Grama Niladari Nallur
- Ms. Shanthi Rajan – Family Health Assistant
- Mr. Nadarajah Sukirtharaj (Coordinator, Jaffna Social Action Centre – Re. Safe House)
- Ms. Vadivel Manjula – Family Health Supervisor
- Mr. Senthilanandan – Divisional Secretary, Nallur Division at D.S. Office
- Mr. T. Sasikanth – (Men & Boys group) student
- Mr. G.Nirojan – WIN Staff and support for Men & Boys programme)
- Theatre Group members (Mr. T. Ravisankar, Mr. A. Thanenthirian, Mr. A. Theepan, Ms. R. Uthaya Jenewro, Mr. S. Wimalan

9th May

WIN staff members, Jaffna – Mr. G. Nirojan, Ms. S. Lalitha, Ms/ R. Vani, Ms. S. Uthaya, Ms. Karthika

Anuradhapura WIN Crisis Centre

- Clients – Group meeting with 11 persons including 10 females and 2 males)
- 2 members of Vigilant –(Awadhi) Women’s support Group
- Mr. H.W.K. Jayantha – In-Charge of Police Training Centre
- WIN Staff members (Ms. Ramani –Centre Coordinator), Ms. K.D. Senevirathna (LO), Ms. H. Hettiarachchi (LO), Ms. I.M.S.G. Idampola (LO), Ms. Priyanthi Indika Dissanayake (Psychosocial Counsellor), Ms. W.J. Anuradhi (PC), Ms. S. Kumari (PC), Ms. W.A.P. Thilakawardene (SW), Ms. W.G. P.W. Arirathna (Accounts Clerk),