



**United Nations Peacebuilding Support Office (PBSO)/ Peacebuilding Fund
(PBF)
PRF PROJECT DOCUMENT**

<p>Project Title: Support to strengthen capacities to undertake reforms to advance peacebuilding and transitional justice processes in Sri Lanka</p>	<p>Recipient UN Organization(s): IOM and UNDP</p> <p>Partner UN Organisation(s): OHCHR, UNWomen and UNV</p>
<p>Project Contact: Address: Jorn Sorensen Telephone: +94 11 2580691 E-mail: jorn.sorensen@undp.org</p>	<p>Implementing Partner(s) – name & type (Government, CSO, etc): Secretariat for Coordinating Reconciliation Mechanisms, Office on National Unity and Reconciliation, Ministry of Foreign Affairs, Ministry of Justice, Ministry of Women and Children Affairs, other line ministries as required, relevant justice sector entities, local civil society partners, Human Rights Commission, National Police Commission, Department of Police and Right to Information Commission</p>
<p>Project Location: Sri Lanka</p>	
<p>Project Description:</p> <p>The project aims to support stakeholders in Sri Lanka to undertake policy reforms and strengthen institutions in line with nationally identified peacebuilding priorities and to implement the transitional justice process. The project includes three main areas of focus:</p> <ol style="list-style-type: none"> Peacebuilding Priority Plan (PPP): The project will ensure effective implementation of the PPP through technical support to the Government’s Secretariat for Coordinating the Reconciliation Mechanism and support towards the effective functioning of the PBF Secretariat in the Resident Coordinator’s Office. This support will also encompass the PBF Secretariat and SCRM jointly overseeing 	<p>Approved Peacebuilding Fund: \$4.19m Fully Allocated (1st tranche) Conditional (2nd tranche) Other source: Government Input: Other:</p> <p>Total Project Cost: \$4.19m</p> <p>Proposed Project Start Date: April 2017 Proposed Project End Date: 15 September 2019 Total duration (in months):¹ 29 months</p>

¹ PRF project duration must be within the approved dates for the Priority Plan.

<p>a rapid response fund, designed to enable rapid response to high priority requests for catalytic technical assistance towards the more sensitive areas of the PPP.</p> <p>2. Transitional Justice: The project will support transitional justice process to be undertaken by the Government, with meaningful participation of civil society, in particular victims (groups), and in an inter-linked and mutually reinforcing manner so as to unleash their joint potential to enhance reconciliation and peacebuilding.</p> <p>3. Independent Commissions: The project will provide strategic support to strengthen the core functions of the National Police Commission, Human Rights Commission and Right to Information Commission, to enable them to play a catalytic role in the peacebuilding process in Sri Lanka.</p>	
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Gender Marker Score²: 2

Score 3 for projects that have gender equality as a principal objective.
Score 2 for projects that have gender equality as a significant objective.
Score 1 for projects that will contribute in some way to gender equality, but not significantly.
Score 0 for projects that are not expected to contribute noticeably to gender equality.

Priority Plan Outcome to which the project is contributing: In support of all four outcomes of the PPP

Project Outcomes:

1. **SCRM and PBF Secretariat:** SCRM and PBF Secretariat effectively coordinate and support delivery of high-impact peacebuilding results
2. **Transitional Justice:** Sri Lanka undertakes reforms and establishes credible and broadly supported transitional justice mechanisms and processes that adhere to international standards.
3. **Independent Commissions:** Key independent commissions contribute to accountable and transparent democratic governance

PBF Focus Area³ which best summarizes the focus of the project: 2.1, 4.1, 4.3, 1,1 and 1,2

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](#).

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; (2.1) 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)

(for PRF-funded projects)

Recipient UN Organization(s) ⁴	National Government counterpart
<p>Name of Representative: Joern Soerensen</p> <p>Signature _____</p> <p>Name of Agency: United Nations Development Programme (UNDP)</p> <p>Date & Seal 11/04/2017</p>	<p>Name of Government Counterpart: Mr. Esala Weerakoon</p> <p>Signature _____</p> <p>Esala Weerakoon Secretary Ministry of Foreign Affairs Colombo 1.</p> <p>Title: Secretary, Ministry of Foreign Affairs</p> <p>Date & Seal 11/04/17</p>
<p>Recipient UN Organization</p> <p>Name of Representative: Giuseppe Sacetti</p> <p>Name of Agency: International Office of Migration (IOM)</p> <p>Date & Seal 19/04/2017</p>	



⁴ If there is more than one RUNO in this project, additional signature boxes should be included so that there is one for every RUNO.

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PROJECT COMPONENTS:

I. How this project fits within the approved Priority Plan

a) Priority Plan Outcome Area supported:

This project provides technical, capacity development, financial, coordination, monitoring and knowledge management support across the four outcomes of the PPP, whilst also ensuring that the guiding principles⁴ as outlined in the PPP are adhered to. This includes promoting a reconciliation and transitional justice process that is principled, victim-centric, rights-based, nationally owned, and sensitive to the specific concerns of women and youth.

Overall the project has three Outcomes. The first includes support to the Secretariat for Coordinating Reconciliation Mechanisms (SCRM) in line with the strategic priority under PPP Outcome 2 on reconciliation, and support towards the effective functioning of the PBF Secretariat, which is geared towards enabling the effective implementation and monitoring of the PPP as a whole. The second Outcome of the project, supports the design and implementation of a comprehensive transitional justice framework, and therefore directly contributes to PPP Outcome 1, on transitional justice. The third Outcome is in line with PPP Outcome 3 on governance, to support the strengthening of three key independent oversight mechanisms, namely the Human Rights Commission of Sri Lanka (HRCSL), the National Police Commission (NPC) and the newly established Right to Information Commission (RTI Commission), that are mandated to ensure accountability and promote a culture of good governance in Sri Lanka. Effective functioning of these institutions can play a significant role in the enhancing of trust in the government's ability to ensure the rights of all its citizens are protected and in turn contribute towards building lasting peace.

This project has been prepared in line with the General Assembly and Security Council resolutions on 'sustaining peace' (A/RES/70/262, S/RES/2282) of April 2016, which marked a crucial step towards the development of a more comprehensive approach for peacebuilding, by underscoring Member States' commitment to strengthening the UN's ability to prevent the "outbreak, escalation, continuation and recurrence of [violent] conflict," not only by tackling the immediate symptoms of conflict and/or repression, but also the root causes and systemic structures that enable conflict, violations and abuses in the first place. It also contributes to the global *2030 Agenda for Sustainable Development*, and specifically SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels."

b) Rationale for this project:

The design of this project is informed by two projects under the Immediate Response Facility, namely the 'Support to the Sri Lanka PBF Secretariat and Government Secretariat for Coordination of Reconciliation Mechanisms' and the 'Support for Sri Lanka to design transitional justice mechanisms: Phase 1: National consultations and design of follow-up strategy'. Whilst building on the lessons and best practices of each, and seeking to carry forward key areas of work initiated through these projects, emphasis is also given towards supporting critical openings for reform and institutional strengthening related to transitional justice and independent oversight, that came about following the January 2015 political transition.

Following more than 25 years of armed conflict, and subsequent lack of progress in addressing past violations and abuses, in 2015 the new Government undertook the commitment to implement a comprehensive transitional justice strategy, based on Human Rights Council resolution 30/1 (co-sponsored by Sri Lanka) and in follow-up to the report of the OHCHR Investigation on Sri Lanka

⁴ Guiding Principles for Sri Lanka's PPP are found in Section 2.2. of the PPP

(OISL, A/HRC/30/61). The new Government also passed the 19th Amendment to the Constitution that renewed the independence of 9 oversight bodies, including the HRCSL and the NPC, and introduced the right to information as a Fundamental Right, subsequently followed by establishment of the Right to Information Commission in 2017. Enabling these independent institutions to function effectively is considered a substantial step for restoring democratic governance and accountability.

The following text provides detailed rationale for each of the major project interventions.

(1) The **Secretariat for Coordinating Reconciliation Mechanisms (SCRM)** is the primary interlocutor within the government on issues of peacebuilding, and in particular transitional justice. Established in December 2015 through a Cabinet decision, the institution, with support from the UN, was made operational in 2016 which included putting in place a staffing structure, securing a budget and building partnerships with key stakeholders. It was also able to move the transitional justice process forward and initiate work to promote coherence across institutions working on peacebuilding.

During 2016, SCRM oversaw the work of the Peacebuilding Fund, co-chaired the Peacebuilding Board (as an alternate to the Minister of Foreign Affairs) and championed the PPP development process, ensuring a fully nationally owned process. Moving forward, SCRM will remain the primary interlocutor for the UN on PPP related issues. Whilst the institution has achieved important milestones during its first year of operation, it nevertheless continues to face capacity constraints. As such, this project will continue to extend targeted technical support with a focus on reinforcing sustainable high-level national capacities and providing SCRM with the means to proactively lead policy level discussions, informed by cutting edge research.

The **PBF Secretariat** meanwhile was established in 2016 to provide support towards the PPP planning process whilst at the same time promoting effective implementation of IRF projects. With the finalization of the PPP, the functions of the Secretariat have evolved and include working in close coordination with SCRM to put in place the processes to operationalize the PPP with attention to coordination, evidence-based interventions and high-impact results. With the PPP serving as a framework to coordinate the assistance of the UN and also other development partners towards nationally identified peacebuilding results, the PBF Secretariat also concurrently promotes improved monitoring practices, information sharing and harmonized programming across the UN and other development partners engaged in implementing the PPP. This project will sustain support to the PBF Secretariat, ensuring its full functioning until at least end 2018.

The project will also sustain support towards a **rapid response fund**. During the course of 2016, in implementing the IRF project, it became apparent that the UN would be most effective in its support if it had access to a mechanism that enabled rapid response to requests for time critical technical assistance, i.e interventions that took advantage of earlier unforeseen windows of opportunity, or unpredictable requests that came mid-way through a time bound policy making process for example. As such a flexible fund/rapid response fund was introduced under the IRF, and has proved especially helpful in enabling non-resident agencies, such as UNODC and DPA, without access to immediately programmable resources, to support in-country policy processes, often in sensitive areas, with high level technical expertise.

(2) On **transitional justice**, through a multilayered approach composed of supporting activities in relation to the design and operationalization of transitional justice mechanisms, to catalyze institutional reform and initiatives at community and individual levels to prevent recurrence of violations, as well as accompanying initiatives to strengthen civil society capacity and outreach, this project aims at leveraging multiple dimensions of the State and society to contributing to the strengthening of accountability, the rule of law, and reconciliation. Interventions to promote truth, justice, reparations and guarantees of non-recurrence are designed with a preventive perspective and by adopting a transformative approach, tackling not merely the violations and abuses as

immediate symptoms of conflict and/or repression, but addressing more broadly discrimination, social inequalities and systemic structural deficiencies as the root causes that enabled conflict, violations and abuses in the first place.

The project will directly support the ongoing work towards a comprehensive transitional justice approach, which is led by the Prime Minister's Action Group (PMAG), with the support of the Secretariat for Coordinating Reconciliation Mechanisms (SCRM). In January 2016, the Government set-up a Consultation Task Force to elicit views and comments of the public on the proposed mechanisms for transitional justice and reconciliation. On 3 January 2017, the Task Force presented its report to the Government. Technical Working Groups are advising the Government on different aspects of the design of the respective mechanisms for truth, justice, missing persons and reparations. In August 2016, Parliament adopted legislation on the Office on Missing Persons; its operationalization remains pending.

(3) Having renewed space to perform their oversight functions independently, the **HRCSL and NPC** have expressed interest to work in partnership with the UN on strengthening their capacity to perform core functions. This would entail strengthening the role of these institutions to protect and inculcate a culture of human rights as well as improve the rule of law in the country, following a decline during and in the aftermath of the armed conflict. The Sri Lankan ethno-political conflict has predominantly been a conflict between the State and its citizens.⁵ Local-level conflicts between different communities at the ground level have escalated largely due to the politicization of issues. The ethno-politicization of the state has resulted in discriminatory policies and practices in employment, education, public security, land use, civic administration, etc., which have infringed the civic and political as well as socio-economic and cultural rights of minority and other marginalized groups, and weakened their trust and confidence in the state. Strengthening the role and functions of the HRCSL and NPC would contribute to increasing the trust and confidence of minority and other marginalized groups in these Commissions, as well as those institutions they oversee, to uphold human rights, address impunity and uphold the rule of law. This would in turn contribute to a foundation for peace building.

The Right to Information (RTI) Act was unanimously approved by Parliament in June 2016, following over 20 years of advocacy by civil society and media groups⁶. The **RTI Commission** was established in accordance with the RTI Act in December 2016. It is an independent body tasked with adjudicating complaints and ensuring compliance on the part of all bodies designated as public authorities under the Act. The RTI Commission will play a vital role in enabling the public to exercise their fundamental right to information. If implemented successfully on the "supply" side of government as well as the "demand" side of the public and the media, it will contribute to strengthening participatory, effective and equitable governance, the protection of human rights, and ultimately to peace building in the country.

The transformation that the project seeks to achieve relies on the political will to genuinely advance the reconciliation and peacebuilding process, in particular through transitional justice, democratic change and governance reforms that will enable the government to deliver on citizens' expectations for voice, development, rule of law, accountability and respect of human rights for all.

⁵ Nishan de Mel and Rajesh Venugopal, Peacebuilding Context Assessment, Sri Lanka, 2016.

⁶ Following the law coming into effect in February 2017, Sri Lanka is rated by the Centre for Law and Democracy in Canada as having the 3rd strongest legal framework for RTI in the world.⁶ The successful implementation of the Act will be key to RTI becoming an important tool for strengthening transparency and accountability in government, addressing corruption, and upholding human rights. One of the biggest challenges that Sri Lanka is faced with is translating policies, laws, strategic plans, action plans, roadmaps, etc., in many sectors and areas into action which is felt by the people on the ground. There is a "big stuck in state capability for policy implementation" ⁶ through successive governments, which has been frequently highlighted by civil society, academia, the private sector and other segments of society. It must be noted that giving effect to RTI is a key component of the government's obligations under the Open Government Partnership (OGP), which Sri Lanka signed up to in 2015. This is reflected in the OGP Sri Lanka National Action Plan 2015 to 2017, which was developed jointly by the government and civil society.⁶

In a society that has been marked by protracted conflict and distrust for decades, the 2015 political changes have given people high expectations to have their grievances eventually redressed and root causes of conflict tackled; they are eager to see tangible positive change and improvement. Amidst competing priorities, the government faces the current challenge of needing to deliver on the reconciliation and reforms agenda before the level of public trust dwindles, particularly from minority groups. There is, however, a unique window of opportunity to make real progress and to consolidate the hard -won peace. This opportunity has to be seized immediately.

c) Coherence with existing projects:

Through strategic support to SCRM and the PBF Secretariat, a key objective of the project is to promote coherence and effective programming across the PPP.

For the programming areas on which this project focuses, the major existing projects are implemented by the UN. The project funded by the EU has several components that link closely with this project as illustrated in the table below. Coordination between the PBF project and the EU project will be assured through working level groups that bring together both projects, i.e a group focusing on ensuring coherence and complementarity in the support from the projects towards independent commissions, and at the higher level through both projects being overseen by the Peacebuilding Board. There is also a large reconciliation initiative led by GiZ with which the UN is already coordinating closely.

Table 1 – Mapping of peacebuilding activities and gaps

Outcome area	Source of funding (Government/development partner)	Key Projects	Duration of Projects	Budget	Description of major gaps in the Outcome Area, programmatic or financial
Cross-cutting	PBF IRF	Support to the Sri Lanka PBF Secretariat and Government Secretariat for Coordination of Reconciliation Mechanisms	Feb 2016 to July 2017 (No cost extension requested until 31 December 2017)	\$1.66m	
Outcome 1 (Transitional Justice) and Outcome 2 (Reconciliation)	PBF IRF	Support to National Consultation on Reconciliation Mechanism	1 January to June 2017	\$1m	Report of the CTF was issued, which now needs follow-up

	British Government through UNDP	Technical Support to Advance Transitional Justice – includes placement of international and national consultants in the Strategic Consultant’s Group supporting SCRM, and support for the 2017/2018 national peacebuilding perception survey	July 2016 – March 2019	GBP 400,000 (2016/17) GBP 650,000 (2017/19)	
	EU (Instrument Contributing to Stability and Peace) through UNDP	Catalytic support to Peacebuilding in Sri Lanka: Outcome 1 provides a fund to support UNCT’s Technical Support for Transitional Justice process in Sri Lanka	18 months from estimated Q2 2017 start	EUR 600,000	
	Australian Government through IOM	Reconciliation through technical assistance on Reparations	12 months from December 2016 until November 2017	AUD 620,000	
Outcome 2 (Reconciliation)	EU (Instrument Contributing to Stability and Peace) through UNDP	Catalytic support to Peacebuilding in Sri Lanka – Outcome 2 focuses on supporting SCRM with outreach and communications on peacebuilding	18 months (start date to be confirmed)	EUR 650,000	Focused solely on communications and outreach, including media engagement, and related media sentiment analysis
	EU and GiZ	Long term project providing technical support to SCRM and other GoSL counterparts such as ONUR for developing a methodology for monitoring reconciliation progress nationally	2017-2020	A component of the larger EU/GiZ& British Council EUR12m programme	
Outcome 3: Governance	EU (Instrument Contributing to Stability and Peace) through UNDP	Catalytic support to Peacebuilding in Sri Lanka: Outputs 3.5 and 3.6 to support Independent Commissions	18 months	Project Outputs 3.5 and 3.6: EURO 700,000	Strengthening core functions including investigation capacity and outreach of the HRCSL and NPC.

The PBF Secretariat developed in 2016 a mapping of all development partner interventions in support of the PPP. This mapping is maintained as a live database, and is used to promote coherence in programming across the PPP.

II. Objectives of PBF support and proposed implementation

Overall the project aims to support Sri Lanka in its effort to deal with the legacies of the past human rights violations as well to put in place comprehensive measures to prevent future recurrence. This includes establishing a strong culture of respect for human rights and upholding accountability and democratic oversight through the independent commissions, such as the RTI, NPC and HRCSL. It also aims to support mechanisms for improved cooperation and coordination on peacebuilding, through the SCRM and the PBF Secretariat. Further, as part of supporting the Sri Lankan government's commitment to a reform agenda, and its obligation under the Human Rights Resolution (A/HRC/RES/30/1), the project will support taking forward a credible and victim-centric transitional justice process.

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

Outcome 1 - SCRM and PBF Secretariat

SCRM and PBF Secretariat effectively coordinate and support delivery of high-impact peacebuilding results

Theory of Change: IF the PBF Secretariat and the Government of Sri Lanka (through SCRM) work closely together, with access to technical expertise and financial resources THEN, under the leadership of the Peacebuilding Board, the Peacebuilding Priority Plan will be effectively implemented, to advance accountability, reconciliation and a political settlement through initiatives aimed at building consensus across stakeholders and facilitating a government wide approach, with the ultimate aim of avoiding a relapse into violent conflict

Output 1.1: Secretariat for Coordinating the Reconciliation Mechanisms ensures a coordinated and coherent Government approach to reconciliation and transitional justice

The UN plans to support SCRM in all its core mandated areas. While support for communications will be provided through the EU ISCP funded project, this project will provide support for:

- a) **Access to technical expertise to support leadership of the development, coordination and oversight of the national transitional justice and reconciliation process:** This will include securing high level national technical experts, with attention to gender balance, to work alongside the Strategic Consultants Group (SCG) and core SCRM staff. As an initial priority SCRM has requested support for two senior positions to directly support the Secretary General of SCRM, facilitating overall management of the office whilst also ensuring robust systems for information management and regular interaction with key stakeholders, thus enabling SCRM to be proactive in carrying forward its mandate. Additionally, the legal and research units of SCRM are looking to strengthen their technical capabilities through reinforced senior national capacity.
- b) **Experience sharing and capacity development:** The project will enable SCRM to exchange experiences with similar institutional structures in other countries, whilst also providing training and mentoring support to SCRM staff. With SCRM investing heavily in developing a sustainable national capacity base, this support is considered critical for instilling in core staff the necessary technical and operational competencies.,
- c) **Commissioning thematic research on priority peacebuilding issues to catalyse informed policy design, planning, communications and outreach:** This would be

closely linked to the promotion of innovative peacebuilding approaches, especially those that seek to address the special needs of women and youth, that draw on experiences and learnings from both within Sri Lanka, and from elsewhere. It will involve working with national policy think tanks and academia while promoting a combination of quantitative and qualitative research methodologies to inform the peacebuilding process. It will also support dissemination of information, by ensuring that key documents are available in all three languages, through provision of support for high quality translation and printing, and exploring new and creative means of dissemination.

Output 1.2: Effective functioning of the PBF Secretariat with attention to coordination, resource mobilization, communications, evidenced based interventions and high-impact results

The PBF Secretariat will work in close coordination with SCRM to put in place the processes to operationalize the PPP with attention to coordination, evidenced based interventions and high-impact results. Specific attention will be given towards tracking the gender impact of peacebuilding interventions, and ensuring the UN remains on track with regard to guaranteeing that at least 15% of PBF funding is in support of gender and women's empowerment. The PBF Secretariat will concurrently promote system-wide coherence for the government and the implementing partners through ensuring a smooth flow of information. Specifically, the PBF Secretariat will be responsible for the following:

- a) **Support to operationalising the PPP in close coordination with SCRM.** This will include supporting UN agencies and partners to develop projects for submission to the PBF Board, whilst also ensuring opportunities for training in areas such as conflict sensitive programming, transitional justice, monitoring and evaluation and best practices for dialogue and mediation. It will also include outreach to bilateral and multi-lateral partners to garner support for the PPP and catalyze funding for peacebuilding.
- b) **Managing the implementation and monitoring of the PPP in close coordination with the Peacebuilding Board, implementing partners and PBSO.** This will include supporting the Peacebuilding Board to effectively oversee implementation of the PPP, including putting in place a comprehensive monitoring system. It will also include providing technical support to implementing partners for reporting and communication, with attention to high impact peacebuilding results.

Special attention and technical support will be provided to the RUNOS by the PBF Secretariat for the generation of evidence, in particular through innovative tools, that capture both the peacebuilding impact of interventions and the lessons learned and best practices. The knowledge generated will be packaged in formats that are easily accessible to programming colleagues and other stakeholders, both in Sri Lanka and other contexts looking to adopt similar practices.

- c) **Coordinating the PPP in consultation with the Peacebuilding Board.** This will include supporting the Peacebuilding Board to serve as a mechanism to promote alignment of development partner support with national peacebuilding priorities, and coordination with relevant government counterparts. To promote harmonization amongst UN, civil society (including the YPI and GPI partners) and development partners, the Secretariat will maintain a database of projects aligned against the various PPP priority areas, and will ensure regular opportunities for information sharing amongst stakeholders.

Output 1.3: Rapid response fund for technical assistance set up to enable timely deployment of support to requests in line with the PPP

A rapid response fund will be established to ensure immediately available support to government requests for technical assistance that are catalytic in nature, and focused on politically sensitive issues that fall within the priority areas of the PPP, yet outside of existing projects.

Support through the rapid response fund would be informed first and foremost by the comprehensive strategy for transitional justice that will be refined by the UN in close consultation with SCRM in early 2017. A primary objective of the fund will be to support the more politically sensitive priorities within the strategy such as those linked to outreach and the need to build consensus. Support for dialogues will therefore be an initial focus with priority groups including religious leaders, military, police and political parties, with a focus on the political party members organizing and mobilising district level activities. Technical assistance, similar to the support provided towards the development of legislation on counter-terrorism, will also be prioritised. As has been the case to date, the fund will be an especially helpful mechanism for enabling UN agencies without a permanent programming presence in Sri Lanka such as DPA, CTED and UNODC to extend support, as and when required.

In addition to priorities falling within the scope of the transitional justice strategy, there will also be a provision to support innovative or catalytic initiatives that aim to promote the engagement of women and youth in the peacebuilding process, yet fall outside the scope of the PBF's Women and Youth Project.

All funding decisions for the rapid response fund will be decided upon in consultation with relevant UN agencies, the UN Resident Coordinator and SCRM.

Outcome 2 - Transitional Justice:

Sri Lanka undertakes reforms and establishes credible and broadly supported transitional justice mechanisms and processes that adhere to international standards.

Theory of Change:

If legacy of past violations and abuses is addressed in a comprehensive, principled, rights-based, victim-centered manner then Sri Lankan society will consider that justice has been done and a sense of confidence in the State is restored/generated.

Output 2.1: Government designs and operationalizes credible and trustworthy truth-seeking, accountability and reparations mechanisms

Based upon international good practices, and informed by the report of the Consultation Task Force on Reconciliation Mechanisms (CTF report), activities will contribute to the design of transitional justice mechanisms bearing in mind main elements, including procedures for the transparent and legitimate appointment of Commission members, judges, prosecutors and investigators, and members of the reparations entity/schemes; vetting procedures for those appointments; built-in victims and witness protection schemes and mechanisms for meaningful participation of victims and civil society.

During operationalisation, specific emphasis will be placed on technical advice and capacity building to enhance linkages among the different transitional justice mechanisms so as to further accountability; gender sensitivity and gender-responsiveness of the various entities, schemes and mechanisms; victims and witness protection schemes; the preservation of records and access to archives of the future transitional justice mechanisms; outreach to civil society and victims with a view to enhance their participation. Simultaneously, another string of activities aims at enhancing investigatory, prosecutorial and judicial capacities to deal with the complexities of war crimes and crimes against humanity, including in relation to forensics and prosecutorial strategies.

The project will provide support for:

- a) **Drafting of legislation and policies for the mechanisms:** Provide expert advice, technical support and access to international good practices to inform the drafting of legislation and policies on the truth-seeking, justice and reparations mechanisms, including on selection, appointment and vetting procedures for members as well as development of strategic plans, SOPs, communications and outreach strategy. This will also include advising on the issue of witness and victim's protection, on ways to enhance victim's participation in the design and implementation of the transitional justice mechanisms, and on ensuring such mechanisms are gender-responsive and accessible to women, particularly women heads of households, taking into account lessons learnt internationally.
- b) **Reparations mapping and planning:** Map and analyze past and ongoing efforts for reparations, including existing institutions, programmes and existing eligibility criteria, taking into account the needs reflected in the CTF report. Taking into account the findings, support SCRM and future institution(s) responsible for reparations to design a comprehensive reparations programme.
- c) **Archiving:** Contribute to the preparation of archiving procedures and the identification of a trustworthy repository entity, and support the archiving of the records of the CTF with a view to preservation, access to and use in/by future transitional justice mechanisms/processes (in coordination with activities under the IRF project).
- d) **Operationalisation of the OMP, truth, reparations and justice mechanisms:** Provide advice to the overall functioning of the OMP in line with international standards, including in relation to the OMP's Secretariat, a witness protection scheme, psycho-social support services and structures, effective linkages to other transitional justice processes, and outreach mechanisms. This will also include support to confidentially record and archive information received by witnesses and family members of the disappeared, taking into account the recommendations of the UN Working Group on Enforced and Involuntary Disappearances. Support will also include design of gender policies, including the establishment of a specific gender unit within the OMP, and the preparation and adoption of a gender mainstreaming approach with particular attention to ensuring operational procedures are women-friendly (including language accessibility and inclusion of women in OMP field offices' staffing).

Once legislation is passed, technical advice will be provided to the functioning of the truth, reparations and justice mechanisms, including in relation to their Secretariats/registries, witness and victim protection schemes, psycho-social support services and structures, SOP's, gender-sensitive approach, effective linkages among transitional justice processes, outreach mechanisms as well as recording and archiving; this will also include provision of technical assistance to ensure operationalization of all TJ mechanisms are gender-responsive and avoid re-victimization and stigmatization, particularly, of victim-survivors of sexual violence. Steps will also be taken to increase the participation of youth volunteers into the mechanisms to enhance the capacity to engage youth in the overall peacebuilding process.

- e) **Capacity strengthening of personnel:** Capacity building for members/ Commissioners/ personnel of future transitional justice mechanisms and the staff of their respective secretariats in relation to transitional justice and reconciliation, as well as the design of effective gender policies, including the establishment of specific gender units within the mechanisms, and the preparation and adoption of a gender mainstreaming approach. This will also include strengthening the capacity of the justice sector actors to impartially and independently investigate, prosecute and try war crimes and crimes against humanity. It will also provide for exposure to comparative examples on specialized justice mechanisms having dealt with war crimes and crimes against humanity, through seminars and workshops. Additionally, it will contain capacity building activities to build specialized investigation expertise in relation to war crimes and crimes against humanity, including on forensics, and to enhance skills on prosecutorial strategies.
- f) **Systems to be in place for victims to access psychosocial support:** The UN will work with the relevant line ministries, Transitional Justice Mechanisms (OMP, Reparations Office, Truth Commission and Accountability Mechanism), CSO's and victim associations to develop a Victim Case Management Protocol and mechanism to facilitate seamless, victim friendly and

confidential referral and support for all victims in need of psychosocial support. The Victim Case Management Protocol will represent the link between the transitional justice and regular institutions.

- g) **Government led outreach:** Support the Government to conduct outreach and awareness-raising for victim groups and their representatives to increase their level of agency and capacity to more meaningfully participate in and monitor the operationalization and implementation process, and to the general public so as to build broad-based support within society.

Output 2.2: Institutional reforms to prevent recurrence implemented

Support under output 2.2 includes a broad range of activities contributing to required institutional, legal and personnel reform of State structures, notably in areas related to the rule of law reform. The project activities are conceptualized, taking into account persisting root causes of social inequalities, including discrimination on the basis of gender, as well as violence and systemic structural deficiencies. Projected activities draw significantly on recommendations made by special rapporteurs following recent country visits, other human rights bodies as well as the report of the Consultation Task Force. A second layer of activities is dedicated to the building of judicial capacity to independently and impartially dispense justice. This will be complemented by activities aiming to build knowledge and capacity on main elements of rule of law, which are crucial to accountability, including in the area of civilian oversight and vetting procedures.

The project will provide support for:

- a) **Strategic planning of reforms and access to high level technical expertise:** Provide contributions and advice to the elaboration of a strategic plan to be prepared by the Government for justice sector and rule of law, drawing on the recommendations of human rights bodies, in particular the Special Rapporteur on torture, the Committee Against Torture, the Special Rapporteur on the independence of judges and lawyers and linked to findings and recommendations emerging out of a comprehensive access to justice/justice sector assessment. This will include support to the rule of law sector for a more gender-sensitive approach and understanding of transitional justice issues.
- b) **Thematic research on discrimination:** Analytical study prepared on persisting discrimination in law and practice both as a root cause and as a legacy to the conflict (areas of health, education, language, shelter, land and employment), in particular in relation to single-headed households, taking into account the recommendations of the Special Rapporteur on minorities, Concluding Observations of the CEDAW Committee, Committee on Elimination of Racial Discrimination and informed by the Consultation Task Force report. The results of the study will be used to inform policy making and programming across the PPP.
- c) **Judicial strengthening:** This will include expert workshops on the strengthening of selected aspects of judicial independence and capacity of the judicial system, for various actors of the justice system. It will also entail support to the Judicial Service Commission on raising capacities of judges in relation to the gender-responsive handling of cases regarding past violations, including those related to transitional justice issues. This will include provision of specialized expertise for the justice sector on gender-sensitivity and gender-responsiveness through the use of a dedicated roster of SGBV justice experts (jointly managed by UN Women and Justice Rapid Response (inter-governmental partner – as per suggestion of Human Rights Council Resolution A/HRC/RES/23/25 – 14 June 2013).
- d) **Archiving:** Seminars on the identification and preservation of, and access to, legacy-related records and archives.

Output 2.3: Civil society and victims [groups] effectively contribute to TJ processes and broad stakeholder awareness.

As complementary measures and in order for institutional reforms (see output 2.3) to take root and incentivize changes in attitude in society, activities under this output target the societal level as well

as the community and individual spheres. Among the priority areas here are capacity building on transitional justice and peacebuilding, including through means that promote information sharing, networking or other cooperation between different organizations throughout the country. This is to be seen as activities devised to create bridges among civil society organizations working on the basis of different constituencies so as to strengthen their common advocacy weight in relation to reconciliation. Furthermore, specific emphasis will be put on working on activities intended to empower marginalized groups, as well as women and youth, including in the areas of arts and culture. These activities will be complemented by dedicated sessions on the issue of media and transitional justice in different locations so as to importantly enhance outreach to the grassroots level.

The project will provide support for:

- a) **CSO led initiatives in support of transitional justice:** Provision of small grants or other budget support for civil society organizations, including victims' groups, to work on information dissemination and awareness raising with respect to transitional justice issues. This will include initiatives that promote networking or other cooperation between different organisations throughout the country and will also include support to individual and community-led initiatives, with the participation of youth, women's organisations and women's groups, on issues of transitional justice, reconciliation and peacebuilding, including in the cultural and other spheres.
- b) **Training of civil society:** A series of training sessions for civil society organisations on transitional justice issues, including justice sector and rule of law.
- c) **Women's empowerment through civil society:** Support to civil society led initiatives to empower women, including marginalized women, to participate across the dividing lines in a collaborative platform. This will include support for awareness, dissemination and outreach on transitional justice issues aimed women affected by conflict through women's organisations and women's groups, promoting trust building and cooperation between different affected groups. Furthermore, this will involve the provision of technical advice and international best practices, including south-south exchanges and cross-regional learning on mechanisms for meaningful participation of women and women's organisations, building upon UN Women's experience in the region (Timor Leste, Solomon Islands, Philippines) and globally.
- d) **Dissemination of CTF Report:** Facilitating the translation into Sinhalese, Tamil and English of the Consultation Task Force report, its country-wide dissemination (in coordination with activities under the IRF project) and supporting other methods of increasing awareness on the report.
- e) **Media training:** Training sessions to be conducted for journalists and other media personnel on transitional justice issues as a follow-up and/or build-on to previous/ongoing activities (inclusive of a focus on gender-sensitive reporting).

Outcome 3 - Independent Commissions:

Key independent commissions contribute to accountable and transparent democratic governance

Theory of change: ***IF** the independent oversight commissions are enabled to fulfill their mandated functions **AND** greater public engagement is secured **THEN** there will be greater accountability of and public trust in the peacebuilding and related reform processes.*

Output 3.1: The National Police Commission has enhanced capacity to engage in its core functions

The re-establishment of the NPC has created a window of opportunity for making the Commission a community-centric institution that promotes equal access to justice. As part of its catalytic support, the UN will aim to provide dedicated technical assistance to strengthening the exercise of powers and functions of the NPC, particularly related to promoting accountability and independence of the police.

Dedicated technical assistance will be provided in relation to exercising the NPC's core functions thereby reinforcing its mandate to serve its watch-dog function over the police. This support will also aim to include exposure to similar models of oversight mechanisms. The NPC's outreach capacities for direct public engagement through the use of mainstream and social media platforms as well as regular, direct public engagement through the Provincial offices will be strengthened. Additionally, trainings will be provided, informed by the training needs assessment undertaken through the EU Contribution to the PPP, but will include specific training on human rights, gender sensitivity, and principles of democratic policing. Specific support will also be dedicated to further strengthening the NPC's complaints and investigations handling procedures, enable better communication and outreach of the Commissions work as well as to facilitate cooperation across the independent commissions. The project will also ensure support the NPC to mainstream gender and diversity concerns across all aspects of its work. This will focus on but is not limited to, the inclusion of female officers into its ranks and champion similar actions in relation to representation of minority groups within the police force.

A large component of the support towards the NPC will be for the establishment of a fully functioning internet based Public Complaint Management System (PCMS), designed to secure greater trust and confidence in the national police force. Through this internet based system, the public will be able to record a complaint and monitor response or action taken by the NPC and the Police in response to the complaint. The intervention will facilitate communication between the public and NPC and will provide an opportunity for NPC to record accurately and respond visibly to public concerns, including those where there are concerns regarding actions committed by the police as well as those where police have not fulfilled their responsibilities in investigating reported incidents.

The PCMS, once launched, will have countrywide outreach and scope, thus will increase accessibility of vulnerable groups to NPC services. The NPC's nine provincial offices will be linked to a centralized system, thereby facilitating officials to monitor progress across the NPC provincial network. The proposed intervention builds upon IOM's ongoing support to the NPC in the development of an Information and Communication Technology (ICT) roadmap in which the proposed PCMS is identified as a priority intervention. Within this overarching framework, the detailed system design of the PCMS will be developed in consultation with a technical working group appointed by the NPC. Upon endorsement of the design, a service provider will be selected to develop, install, test and roll out the system.

The project will provide support for the following priorities which will be complemented by contribution from the EU.

- a) **Provide dedicated technical support to the NPC:** This will include focusing on the review of existing policies and procedures in place at the NPC and identification of areas of reform. It will encompass a review and reform of complaints and investigation processes to better respond to public concerns regarding the police, ensuring effective and independent processes are in place to implement disciplinary measures, supporting formulation and implementation of policies/strategies and practices which promote inclusiveness/diversity, and promotion of linkages with the other independent commissions, including on public statements on key cases and systemic issues that involve the police.
- b) **Support NPC to conduct priority trainings:** The trainings will be informed by the training needs assessment for its staff (national and Provincial), and can include training related to human rights, gender sensitivity, complaints handling, democratic policing, etc.; action plan for staff training, to be supported by the EU funded Project, and will include a focus on research, communications and outreach capacities, and review of work process flows and enhance ICT capacities

- c) **Strengthen investigation capacity and case management and complaints handling mechanism within the NPC:** Based on a review of the case-flow and complaints handling process, a case management and complaints handling procedure will need to be established to handle complaints coming in by telephone, mail and via the internet. In addition, support will also be required to better record and address the backlog of cases the NPC currently faces. This will need to be linked closely to the PCMS system being established by IOM and, where required, to the work of the Special Investigations Unit of the Sri Lanka Police
- d) **Establishment of a Public Complaint Management System (PCMS):** The project will provide technical assistance to the NPC for the development of a detailed system design and functional specifications for operationalizing the proposed PCMS. The PCMS will generate a unique reference number for each case lodged into the system which can be used by the person making the complaint to monitor the status of his/her case. The system will also facilitate the NPC to monitor the work in progress, backlogs, and take necessary remedial action as deemed necessary. The system will be linked to the Police Department's backend data system with a complaints lodging mechanism accessible to the public. A training programme and public information campaign will accompany the establishment of the system.

Output 3.2 Human Rights Commission of Sri Lanka (HRCSL) has in place a mechanism for conducting human rights due diligence reviews.

The UN's support to the HRCSL through the EU funded project will comprise of expert technical assistance towards implementation of priority catalytic actions of the Commission's Strategic Plan, which was finalized in January 2017. The Strategic Plan places a strong focus on strengthening the capacities of HRCSL and its staff across a broad range of its functions; such as research and monitoring (including monitoring of detention centres), advocacy, complaints handling and investigations, engagement with international human rights monitoring mechanisms, and human rights education and training to state bodies, media, CSOs and communities.

Complementing this support, as there is important information on perpetrators included in reports from various Commissions of Inquiry and Committees Appointed by the Government⁷, many of which are now only available in archives in paper form and risk getting lost in future, through this project OHCHR will support the HRCSL to establish a database for cases reported particularly between 1998 and present. Such a database will enable the HRCSL to easily search for information on different personnel, and provide credible and transparent reports on reported cases of human rights abuses. It is estimated by HRCSL that there are approximately 5,000 cases that need to be sorted, reviewed and entered into the database.

Specific actions in relation to the above areas are as follows and be supported by complementary contributions from the EU.

- a) Provide technical support to establish a database for cases reported between 1998 and present.
- b) Host a South Asian regional experience sharing conference to share and learn from national human rights institutions from their experiences of working on past human rights violations and significance of UN's Human rights due diligence policy.

Output 3.3 The newly established RTI Commission benefits from legal, organizational, systems and public outreach assistance to perform its core functions of adjudicating complaints and ensuring compliance by designated public authorities.

⁷ <http://www.cpalanka.org/a-list-of-commissions-and-committees-appointed-by-gosl-2006-2013/>

The RTI Commission is conferred with several powers under the Act, including to inspect any information held by a Public Authority; direct a Public Authority to provide information; and to directly prosecute offenders in court. Since this is a newly established Commission, it is faced with the immense task and challenges of setting up organizational structures, systems and processes, notwithstanding insufficient financial allocations from the national budget. In this respect, the Commission has identified three areas of focus:

- Legal: Based on the Commission's role as the primary monitoring and appellate body envisaged under the law, the Commission is assessing and evaluating the RTI Act to identify key issues and constraints faced by "information providers" and "information seekers". It is looking to frame rules and regulations under the Act, including on areas where clarity is needed in the interpretation of the provisions of the Act.
- Organizational and process-related actions: This entails putting in place an organizational structure, systems and processes for the functioning of the newly established Commission. An important part of this will be timely management of the appeals for information which will be submitted to the Commission. Monitoring and reporting on the performance of the Commission will also be key to instilling confidence in the institution as well as RTI as a tool to redress grievances and uphold human rights.
- Public outreach, and availability of information and accessibility: Creating public awareness of the requirements and the rights of individuals under the RTI law, as well as public outreach and communications on the role and functions of the Commission. These will be critical contributory factors to widespread public recourse to RTI as a tool for good governance and human rights protection in the country, which can potentially serve as an effective check and balance on the executive branch of government.

At the outset, it must be noted that the Commission, which was fully established on 22 December 2016 in terms of the RTI Act, is just starting to identify the specific legal, organizational, public outreach and other types of assistance it requires from development agencies and bilateral partners. As such, the output and activities identified for this proposal may need to be revisited once the Commission has a more detailed understanding of what support it specifically requires from partners such as UNDP, USAID and the World Bank. It is also noted that technical assistance in these broad areas has been recommended by the Commonwealth Human Rights Initiative (CHRI), New Delhi, which UNDP retained to provide comparative experience and best practice during a preliminary phase of support to government to operationalize the Act.⁸

Given the above context and constraints specific activities proposed include:

- a) Provide legal expertise to the RTI Commission, including assistance for vetting draft guidelines and rules; guidance as to the manner in which prosecutions may be undertaken; and drafting of practice-oriented papers and guidance notes.
- b) Provide management and systems support to the newly established Commission to put in place its organizational structure, systems and processes for the functioning of the Commission.
- c) Support the RTI Commission to commence its public outreach and awareness functions under the RTI law.

⁸ Venkatesh Nayak, Draft UNDP Guidance Note, *Operationalising the Right to Information Act in Sri Lanka: Recommendations based on Comparative Experience and Best Practices*, Commonwealth Human Rights Initiative, New Delhi, February 2017.

Geographical areas

For work at the sub-national level, the RUNUs across the PRF portfolio will look to concentrate and align their work in select geographical areas. This will ensure that the impact of PBF support is maximized in high priority areas, and synergies are exploited to the full extent across the PBF portfolio.

Five Provinces have been identified for common programming. These include the North, East, Central, North Central, and Southern Provinces. The potential peacebuilding dividend from working in each of these areas is considered significant for a combination of reasons including the potential to address long-standing conflict related grievances, and the potential to support the empowerment of highly marginalised areas. Within these Provinces, there will be a further focusing of interventions at the programming stage, to prioritise support in the highest priority districts, i.e. multi-ethnic areas (proxied by bilingual divisions), and areas that are outliers in terms of human development or negative coping mechanisms. In addition, Moneragala will be prioritised as part of the engagement of UNICEF and WHO due to an assessment of the potential in those areas for significant impact in education and mental health.

b) Budget:

Table 2: Project Output/Activity Budget

Output number	Output names	Output budget by RUNO	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Output 1.1	Secretariat for Coordinating the Reconciliation Mechanisms ensures a coordinated and coherent Government approach to reconciliation and transitional justice	500,00 UNDP	1,4,5,7,8	Allocations against budget categories are based on estimates.
Output 1.2	Effective functioning of the PBF Secretariat with attention to coordination, resource mobilization, communications, evidenced based interventions and high-impact results	550,000 UNDP	1,4,5,7,8	Allocations against budget categories are based on estimates.
Output 1.3	Rapid response fund for technical assistance set up to enable timely deployment of support to requests	580,000 UNDP	1,4,5,7,8	Allocations against budget categories are based on estimates.

	in line with the PPP			
Output 2.1	Government designs and operationalizes credible and trustworthy truth-seeking, accountability and reparations mechanisms.	439,580 IOM	1,4,5,6,7,8	Allocations against budget categories are based on estimates.
Output 2.1	Government designs and operationalizes credible and trustworthy truth-seeking, accountability and reparations mechanisms.	560,000 UNDP	1,3,4,5,6,7,8	Allocations against budget categories are based on estimates.
Output 2.2	Institutional reforms to prevent recurrence implemented	460,420 UNDP	1,3,4,5,6,7,8	Allocations against budget categories are based on estimates.
Output 2.3	Civil society and victims [groups] effectively contribute to TJ processes and broad stakeholder awareness.	400,000 UNDP	1,3,4,5,6,7,8	Allocations against budget categories are based on estimates.
Output 3.1	The National Police Commission has enhanced capacity to engage in its core functions.	300,000 IOM	1, 3, 4, 5, 7, 8	Allocations against budget categories are based on estimates.
Output 3.1	The National Police Commission has enhanced capacity to engage in its core functions.	100,000 UNDP	1,4,5,6,7,8	Allocations against budget categories are based on estimates.
Output 3.2	Human Rights Commission of Sri Lanka (HRCSL) has in place a mechanism for conducting human rights due diligence reviews.	100,000 UNDP	1,4,5,6,7,8	Allocations against budget categories are based on estimates.

Output 3.3	The newly established RTI Commission benefits from legal, organizational, systems and public outreach assistance to perform its core functions of adjudicating complaints and ensuring compliance by designated public authorities.	200,000 UNDP	1,4,5,6,7,8	Allocations against budget categories are based on estimates.
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Table 3: Project budget by UN categories

CATEGORIES	UNDP		IOM		Total
	Tranche 1	Tranche 2	Tranche 1	Tranche 2	
1. Staff and other personnel	523,600	224,400	107,730	46,170	901,900
2. Supplies, Commodities, Materials			2,100	900	3,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	21,000	9,000	60,900	26,100	117,000
4. Contractual services	997,300	427,420	148,540	63,660	1,636,920
5. Travel	183,400	78,640	86,337	37,002	385,379
6. Transfers and Grants to Counterparts	357,000	153,000	39,900	17,100	567,000
7. General Operating and other Direct Costs	174,896	75,035	38,330	16,427	304,689
Sub-Total Project Costs	2,257,196	967,495	483,837	207,359	3,915,888
8. Indirect Support Costs*	158,004	67,725	33,869	14,515	274,112
TOTAL	2,415,200	1,035,220	517,706	221,874	4,190,000

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

The second tranches of funding will be released when at least 75% of the first tranche has been utilised, and when the milestones below have been attained.

Agency	Milestones
UNDP	<ul style="list-style-type: none"> • Evaluability assessment undertaken (March 2018) • Mid-term review successfully completed (January 2019) • OMP established and fully functional (June 2018) • Legislation developed for TRC and Reparations (June 2018) • HRC database for screening operationalised (June 2018)
IOM	<ul style="list-style-type: none"> • Vulnerability Study with emphasis on Women, GBV and CRSV conducted and published (June 2018) • Protocol for psycho-social support for victims developed in collaboration with government (June 2018) • PCMS technical system design is endorsed by the NPC. (June 2018)

c) **Capacity of RUNO(s) and implementing partners:**

	RUNO	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
2016	UNDP	Core + Donor	15.5 million	N/A
	IOM	Donor	8.5 million	0.90 million
2017	UNDP	Core + Donor	20 million	N/A
	IOM	Donor	10 million	N/A

Agency	Expertise
Peacebuilding expertise	<p>UNDP has extensive experience working on peacebuilding initiatives in Sri Lanka, with expertise in sectors including human rights, economic recovery, governance, social cohesion, gender empowerment, and access to justice/rule of law. Under the PBF IRF, UNDP has been administering two projects; one which supports quick win initiatives for peacebuilding and supporting the Northern and Eastern Provincial Administration, and another which supports the first phase of assistance to SCRIM, the PBF Secretariat and the management of the rapid response fund.</p> <p>At the country level, IOM has been working in Sri Lanka since 2002. For the past 15 years, IOM has implemented a broad range of large scale humanitarian response activities and highly complex programmes including support to the reintegration of former combatants, resettlement assistance to conflict IDPs, support to vulnerable migrant groups, technical assistance on migration management, and broader reconciliation programmes targeting political dialogue, vulnerable groups and social cohesion. IOM has over 100 staff implementing approx. 20 projects through its head office and two migrant health and operations centres in Colombo, and four field offices in Jaffna, Kilinochchi, Batticaloa and Kegalle.</p> <p>Furthermore, IOM has extensive experience and in-depth expertise in developing and implementing reparations programmes as part of reconciliation and transitional justice processes across the globe (Colombia, Sierra Leone,</p>

	<p>Nepal, Bosnia and Herzegovina, Yemen, Iraq, Philippines). This experience and expertise ranges from policy advice and technical assistance to capacity building and direct operational support. IOM work on reparations is often implemented in an inter-agency setting within (e.g. Sierra Leone, Nepal) or outside (e.g. Bosnia and Herzegovina) PBF planning and financing frameworks.</p>
<p>Experience with Joint Programming</p>	<p>UNDP in Sri Lanka has experience in joint programming in the areas of strengthening governance capacities, local economic development, human rights, access to justice and environment protection. UNDP is also committed, along with the other UNCT members to Delivering as One, and implementing the Standard Operating Procedures. UNDP will also be one UN agency part of the Joint Programme (and also responsible for overall coordination and joint reporting), funded by EU-ICSP, to implement PPP priorities across the 4 Pillars.</p> <p>At the country level IOM has extensive experience in joint programming in the areas of community economic development, labour migration, migration health, assistance for IDPs and host communities, infrastructure development, shelter and water and sanitation, and assistance for Sri Lankan refugees returning from India.</p> <p>At global level, IOM has participated in many joint programming initiatives in various contexts ranging from humanitarian response to recovery, peacebuilding and reconciliation. In regards to peacebuilding, reconciliation, transitional justice and reparations, examples include the IOM work with OHCHR and UN Women in Nepal, with UNDP, UNICEF, UN Women in Sierra Leone, and UNDP, UN Women and UNFPA in Bosnia and Herzegovina.</p>
<p>Summary of strengths/ value added that will be put to use in implementation</p>	<p>UNDP has a well-established relationship with the Government of Sri Lanka, as works closely with the National, Provincial and District administration of the country. UNDP also has an extensive technical support network that can be accessed through its Regional Bureau and Headquarters.</p> <p>The RCO, where the PBF Secretariat is anchored, has especially strong relations with SCRM, the primary counterpart for this project, and the nominated co-chair for the Peacebuilding Board, Foreign Affairs.</p> <p>UNDP has been working with/supporting the NPC, and RTI work in Sri Lanka since 2016. UNDP also has an extensive technical support network that can be accessed through its Regional Bureau and Headquarters and will leverage its comparative experience working with oversight bodies in promoting compliance with international normative frameworks.</p> <p>UNDP and OHCHR have supported the HRCSL since 2008, and at present have a strong relationship established with the Commission appointed in October 2015. OHCHR is the UN mandated agency to protect and promote human rights, and will accordingly draw on its extensive technical and comparative experience, to support the Project.</p> <p>In addition to the well-established relations with the GoSL and the operational presence and capacity across the country, IOM also has unique and extensive experience, expertise and capacity in developing and implementing reparations mechanisms. Since 2000, IOM has directly implemented programmes to provide compensation and humanitarian/social assistance to Holocaust victims across the globe, conducted research and provided policy advice on reparations to the International Criminal Tribunals for former Yugoslavia and Rwanda and the</p>

	<p>International Criminal Court; and provided expert advice, technical support and capacity building to past and ongoing transitional justice, land and property and reparations processes in Colombia, Sierra Leone, Nepal, Bosnia and Herzegovina, Yemen, Iraq, Philippines and other countries.</p> <p>IOM has been working with/ supporting the NPC to deliver its mandate more effectively since 2016, thus has already established a strong relationship with the Commission. The proposed intervention builds upon IOM’s ongoing support to the NPC in the development of a strategic Information and Communication Technology (ICT) roadmap in which the proposed PCMS is identified as a priority intervention. Further, IOM has experience in engaging with government stakeholders to conduct similar exercises in the past, providing assistance to improve service delivery through ICT system solutions.</p>
M&E Capacity	<p>UNDP’s Country Office in Sri Lanka has a Management Support Unit (MSU) which has a dedicated Monitoring and Evaluation Analyst who extends technical knowhow and quality assurance for Results Based Monitoring and Evaluation for the UNDP programme portfolio, in keeping with UNDP’s monitoring and evaluation guidelines. In addition, the programming unit in UNDP responsible for management of this project had a dedicated technical Monitoring, Evaluation and Knowledge Management Specialist, who will work alongside technical partner UN agencies such as OHCHR, in undertaking monitoring efforts. UNDP has experience implementing PBF projects under the IRF and is familiar with the guidelines and reporting templates.</p> <p>IOM Sri Lanka has put in place an M&E mechanism to extract results-oriented information that can be used throughout the project cycle as the basis for programmatic fine-tuning, reorientation and planning. In addition to Results Based Monitoring, IOM uses a Theory of Change approach to its M&E to identify ways in which lessons can be learned and utilized. IOM’s M&E framework promotes organizational learning and accountability, ensures informed decision making, and guarantees the organization’s effectiveness as a whole. This practice is crucial for IOM reporting lines and to ensure real-time transparency and learning throughout projects. IOM Sri Lanka’s Country Strategy is subject to mid-term and final reviews to ensure that an informative and effective performance measurement system is in place.</p>

a. Management and coordination

a) Project management:

The overall project will be coordinated by UNDP, which will also be responsible for providing consolidated progress reports through the PBF Secretariat to PBSO.

Each RUNO will be accountable for managing the respective allocated resources and achievement of identified results.

The use of funds will be in accordance with this project document, and in keeping with the rules and regulations of each RUNO. Oversight will be provided by the Peacebuilding Board.

Two Working Groups will be set up under the Project, for the purpose of approving annual work-plans, reviewing progress reports, advising on bottlenecks and challenges, and conducting bi-

annual lessons learned and review sessions. The Working Groups will be convened by UNDP, and the results of these meetings will feed into the Peacebuilding Board.

One Working Group will also be established consisting of SCRM, UNDP, the RCO and OHCHR to support the effective day to day management of Outcome 1 and 2 of the project. The second will be established to focus on the work of Outcome 3, supporting the Independent Commissions. This group will consist of the respective Commissions, RUNOs, and partner UN agencies. This Working Group will also serve as the common platform for coordinating support provided to NPC and HRCSL through the EU-funded Project.

It must be noted that given the role and mandate of the Independent Commissions, in order to avoid a conflict of interest, the two Working Group arrangement is required. The Independent Commissions cannot serve on the same Working Group as, or be overseen by the very Government institutions, the Commissions are expected to have oversight over.

b) **Risk management:**

Table 5 – Risk management matrix

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
There is a lack of momentum with regard to peacebuilding ⁹ and growing policy uncertainty on peacebuilding issues with the National Unity Government.	Medium	High	Continuous high level dialogue between the UN and key political leaders to re-affirm commitments towards peacebuilding process, and commitments made to the HRC Resolution 30/1.
There is a significant change in the coalition Government or a new Government, deviating from human rights, accountability and reconciliation commitments.	Medium	high	Continuous high level dialogue between the UN and key political leaders to re-affirm commitments towards transitional justice, and commitments made to the HRC Resolution 30/1. Should a change happen, the UN will put in place strategy that aims to preserve the achievements under the project.
Government political strategy, including priority given to a few selected areas of constitutional reform process and not linking it to the transitional	Medium/high	high	Timelines might need gradual adjustments, depending on the milestones achieved. The UN will work with key members of the Government to continually stress the importance of building

⁹ A full analysis of risks associated with the transitional justice process is included in the UN non-paper on transitional justice

justice field, render the implementation of the project activities difficult or untargeted.			linkages between the processes, i.e. the constitutional reform and accountability issues.
Lack of strong high level and public political lead for transitional justice issues	Medium/ High	High	Under the RCO, continuous high-level engagement to encourage highest level visible commitment and sustained engagement on the transitional justice process.
Dialogues with the military and political parties unable to move forward	Medium	Medium	The UN will continue to work with SCRM to secure high level support amongst political and military leaders for the dialogue process
SCRM unable to identify suitable national consultants to provide technical support	Low	Medium	The UN will support SCRM and other counterparts to extend the reach of recruitment/procurement efforts through accessing local networks
Potential backlash from Government perceived as having their TJ and accountability strategy influenced and/or driven by internationals or specific Member States (in particular during times of High Commissioner's reports to the Human Rights Council.	Medium	Medium	The UN adopts a measured approach to all engagement, with a lower profile ensured for any partnership in the more politically sensitive areas.
Coalition approach on TJ and accountability not credible or too diffuse.	Medium	High	The UN will continue to advocate, at all levels, for a well planned and credible process with attention to international norms and standards.
Coalition strategy on TJ and accountability in violation with international human rights standards	Medium	High	The UN will continue to advocate, at all levels, for compliance with international norms and standards. However, if international standards are not met, the UN will need to reconsider its strategy on support to transitional justice processes.

Although there is a formal understanding between the HRCSL and armed forces to go through the documentation process, there is risk of deterioration of this relationship which may jeopardize the progress of such a project.	Medium	Medium	OHCHR is closely working with MFA to ensure that the process is formalised. Once formalised it will make it more difficult for either of the parties to withdraw.
Change in priorities or commitment levels on the part of the three targeted Commissions to engage in the capacity enhancement process and streamlining of core functions.	High	Medium	Continuous substantive engagement with commissioners and staff. For example, ensuring that the NPC staff and commissioners fully embrace their role in addressing impunity and promoting the independence and accountability of the police.
Inadequate ICT readiness of the NPC staff personnel	Medium	Medium	As a part of the project, an appropriate training package will be provided to enhance the capacity of the NPC staff. User friendly manuals will be developed parallel to operationalizing the PCMS.

c) Monitoring & Evaluation:

The project will be monitored in accordance with the Results Framework (Annex B). UNDP, and IOM will be responsible for monitoring their respective scope of work, with technical support from partner UN agencies such as OHCHR and UNWOMEN as and when required. Focus will be on process monitoring and tracking of lessons and best practices. Bi-annual progress reviews will be undertaken to document lessons learnt and good practices.

The Commissions' monitoring processes and mechanisms will also be strengthened as part of the capacity building component and linked to the tracking of overall changes within the institution. Regular self-assessments of the Commissions will also be encouraged and facilitated by the two RUNOs, and partner technical UN agencies.

With the support of this project, the PBF Secretariat and SCRUM, in collaboration with PBSO, will also work jointly to monitor and evaluate implementation of the PPP, under the overall guidance of the Peacebuilding Board. This will include:

- i) Undertaking an evaluability assessment of the PPP during the first year of operation
- ii) Providing technical support to the 2017/2018 National Peacebuilding Perceptions Survey, to track PPP outcome level indicators
- iii) Commissioning the Mid-Term Partnership Review of the PPP
- iv) Undertaking monitoring visits to PPP initiatives
- v) Providing quality assurance to IRF and PRF project reports
- vi) Preparing the Annual Report on the PPP
- vii) Supporting the Final evaluation of the PPP

While monitoring and evaluation can be expensive, it is important to note that the evaluability assessment and final PPP evaluation will be financially supported directly by PBSO, whilst the mid-term partnership review will be funded through the budget under Output 1.2.

- d) **Administrative arrangements** (This section uses standard wording – please do not remove)

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

AA Functions

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

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOS and provide the PBF consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

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

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

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

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- 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 MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

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

Public Disclosure

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

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



**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	Support to strengthen capacities to undertake reforms to advance peacebuilding and transitional justice processes in Sri Lanka	
Recipient UN Organization:	IOM and UNDP	
Implementing Partner(s):	Secretariat for Coordinating Reconciliation Mechanisms, Office on National Unity and Reconciliation, Ministry of Foreign Affairs, Ministry of Justice, Ministry of Women and Children Affairs, other line ministries as required, relevant justice sector entities, local civil society partners, Human Rights Commission, National Police Commission, Department of Police and Right to Information Commission	
Location:	Sri Lanka	
Approved Project Budget:	\$41.19m	
Duration:	Planned Start Date: April 2017	Planned Completion: 15 Sept 2019
Brief project Description:	The project aims to support stakeholders in Sri Lanka to undertake policy reforms and strengthen institutions in line with nationally identified peacebuilding priorities and to implement the transitional justice process.	
Project Outcomes:	<p>4. SCRM and PBF Secretariat: SCRM and PBF Secretariat effectively coordinate and support delivery of high-impact peacebuilding results</p> <p>5. Transitional Justice: Sri Lanka undertakes reforms and establishes credible and broadly supported transitional justice mechanisms and processes that adhere to international standards.</p> <p>6. Independent Commissions: Key independent commissions contribute to accountable and transparent democratic governance</p>	
PBF Focus Area:	2.1, 4.1, 4.3, 1,1 and 1,2	
Gender marker:	2	
Key Project Activities:	<ul style="list-style-type: none"> • Technical support to SCRM for national expertise, skills development and knowledge exchange and research • Support towards the effective functioning of the PBF Secretariat to enable the operationalisation, implementation, monitoring and coordination of the PPP • Management of a rapid response fund to enable to UN to respond to time critical requests for technical assistance towards sensitive areas of the comprehensive strategy on transitional justice. • Support to the establishment and operationalisation of the transitional justice mechanisms • Technical support towards justice and rule of law aimed at non-recurrence • Engagement of civil society in the transitional justice process • Technical support towards the effective functioning of the Human Rights Commission, National Police Commission and Right to Information Commission 	

Annex B – PRF Project Results Framework

Country name: Sri Lanka											
Project Effective Dates: April 2017 to 15 September 2019											
Outcomes	Outputs	Indicators	Means of Verification	2017		2018			2019		Milestones
Outcome Statement 1: SCRM and PBF Secretariat effectively coordinate and support delivery of high-impact peacebuilding results.		Outcome Indicator 1a: Perception of key stakeholders on the effectiveness of SCRM in fulfilling its coordination mandate Baseline: TBC Target:	Board meeting minutes								
		Outcome Indicator 1b: Percentage of PB Board recommendations that are addressed by the next Board meeting. Baseline: 100% during 2016 Target:	Meeting minutes								
	Output 1.1: Secretariat for Coordinating the Reconciliation Mechanisms ensures a coordinated and	Output Indicator 1.1.1: Core SCRM and SCG team in place, with national expertise in the areas of law, research, and strategic planning				x	x	x			

	coherent Government approach to reconciliation and transitional justice	<p>Baseline: UN supporting 4 national positions (as of February 2017), 3 of which are filled by women.</p> <p>Target: 6 additional national positions/consultants to be identified and supported by the UN</p>																		
		<p>Output Indicator 1.1.2: # policy decisions informed by studies or thematic research</p> <p>Baseline: 0 Target: At least one per annum (note that any impact the research has on policy will be captured under outcome indicator 1.2)</p>																		
	Output 1.2: Effective functioning of the PBF Secretariat with attention to coordination, resource mobilization, communications, evidenced based interventions and high-impact results	<p>Output Indicator 1.2.1: # of monitoring visits by Board Oversight Groups</p> <p>Baseline: 0 Target: 4/year once projects operational</p>	Meeting minutes																	
		<p>Output Indicator 1.2.2: Peacebuilding Board and UNCT satisfied with level</p>																		

	<p>and quality of support from the PBF Secretariat</p> <p>Baseline: TBD</p> <p>Target: TBD once baseline is set</p>																			
	<p>Output Indicator 1.2.3: Peacebuilding Board Annual Report submitted on time and of high quality</p> <p>Baseline: n/a Target: December 2017 for first submission</p>																			
	<p>Output Indicator 1.2.4: Project progress reports submitted on time and of high quality</p> <p>Baseline: 2016 IRF progress reports submitted on time and at high quality</p> <p>Target: 100%</p>																			
	<p>Output Indicator 1.2.5: Amount of new resources mobilized in support of the PPP, through support from PBF Secretariat</p> <p>Baseline: Estimated \$10m in 2016 (EU and BHC)</p>																			

		Target: \$2m per annum																	
	Output 1.3: Rapid response fund for technical assistance set up to enable timely deployment of support to requests in line with the PPP	Output Indicator 1.3.1: # of dialogue processes supported through rapid response fund Baseline: military dialogues initiated with IRF rapid response fund where 12 of 144 participants were women Target: At least two ongoing processes with military and political parties																	
		Output Indicator 1.3.2: # of high priority requests to which the rapid response fund responds. Baseline: 3 Target:																	
Outcome Statement 2: Sri Lanka undertakes reforms and establishes credible and broadly supported transitional justice mechanisms and processes that adhere to international standards.		Outcome Indicator 2a: By 2019, # of people who have sought redress from the TJ mechanisms. Baseline: 0 Target: TBD (can only be retrospectively measured)																	

		Target: Increase															
	Output 2.1: Government designs and operationalizes credible and trustworthy truth-seeking, accountability and reparations mechanisms	Indicator 2.1.1 By March 2018, TRC, OMP, Reparations Office/scheme established and operational, and preparatory work (including adopted legislative amendments) for the accountability mechanism finalized.				x	x	x	x	x							
	Baseline: Target:	Baseline: as detailed in A/HRC/34/20 Target: Significant increase in honouring of commitments under HRC res 30/1															
		Output Indicator 2.1.2. % of victims accessing TJ mechanisms, who receive adequate psychosocial support based on referrals. Baseline: 0 Target: TBC ** for your target, you may have to assume a likely % of possible case load and take a % of that as your target															

		<p>Output indicator 2.1.5: Degree of diversity among members of TJ mechanisms</p> <p>Baseline: 0</p> <p>Target: 30 % Representation of women; representation of minorities, victims and civil society</p>																
	<p>Output 2.2: Institutional reforms to prevent recurrence implemented</p> <p>Baseline:</p> <p>Target:</p>	<p>Indicator 2.2.1 Government's Rule of Law strategic plan prepared based on recommendations of special procedures and human rights bodies.</p> <p>Baseline: 0</p> <p>Target: Thorough mapping of reform completed by end 2017, Strategic plan prepared by mid-2018</p>				x	x	x	x									
		<p>Output Indicator 2.2.2: Baseline established for use in evidence based policy making including on the root causes of the conflict. (Justice sector/Access to Justice assessment)</p>																

		Baseline: TBD																	
		Target: TBD																	
		Output indicator 2.2.3: Key emblematic cases mentioned in A/HRC/34/20 completed in compliance with international standards. Baseline: 0 Target: TBD																	
	Output 2.3: Civil society and victims [groups] effectively contribute to TJ processes and broad stakeholder awareness.	Indicator 2.3.1 Founding mechanisms' legislation and policies mandate victim participation. Baseline: 0 Target: Victim participation in structures of TJ mechanisms or internal rules of procedures (March 2018 for OMP, Truth Commission, Reparations scheme: March 2019: for accountability mechanism)																	
		Output Indicator 2.3.2 # of targeted victims [groups] who have the capacity to																	

		<p>provide support to victims in accessing the TJ processes.</p> <p>Baseline: 0</p> <p>Target: TBD</p>																
		<p>Output Indicator 2.3.3 # of victims [groups] actively involved in TJ mechanisms.</p> <p>Baseline: 0</p> <p>Target: TBD</p>																
<p>Outcome Statement 3: Key independent commissions contribute to accountable and transparent democratic governance</p>		<p>Outcome Indicator 3.1. Government is doing a very good/somewhat good job at resolving human rights concerns</p> <p>Baseline: 2016 Very Good: 23% (M = 23%, W = 22%) Somewhat good: 51% (M = 49%, W = 52%)</p> <p>Target: Increase</p>																
		<p>Outcome Indicator 3.2</p>																

		% of RTI appeals determined by the Commission Baseline: 0 Target: TBD																
		Outcome Indicator 3.3 % of complaints that meet NPC's defined timelines for complaint handling Baseline: TBD Target: TBD																
	Output 3.1: The National Police Commission has enhanced capacity to engage in its core functions ** add UNDP capacity development indicator after the assessment and training plan once assessment completed	Output Indicator 3.1.1: % of NPC offices that use the PCMS system to process complaints Baseline: TBD Target: 100	NPC complaints log from individual provincial offices – need to set a target for regular case load															
	Output Indicator 3.1.2 % of complaints lodged and processed through the PCMS, that are tagged with a traceable code Baseline: 0 Target: 100%																	

		Output Indicator 3.1.3: # of NPC staff trained in complaints handling/ investigation techniques who use new skills. Baseline: Target:																
	Output 3.2: Human Rights Commission of Sri Lanka (HRCSL) has in place a mechanism for human rights due diligence reviews	Output Indicator 3.2.1 # of cases entered into the data base Baseline: 0 Target: 5000	HRCSL records															
	Output 3.3: The RTI Commission is able to perform its core functions of adjudicating complaints and ensuring compliance by designated public authorities.	Output Indicator 3.3.1. Prosecutor unit established and functional Baseline: Target				x	x	x										
		Output indicator 3.3.2: # of RTI appeals received by the Commission																