

IRF – PROJECT DOCUMENT

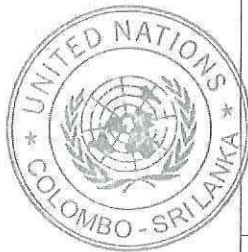
TEMPLATE 2.1



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

Project Title: Support to Sri Lanka to promote national unity and reconciliation efforts through targeted technical assistance to ONUR and the Northern Provincial administration and Eastern Provincial administration.	Recipient UN Organization(s): UNDP	
Project Contact: Jorn Sorensen, Country Director, UNDP Address: UNDP, Sri Lanka Telephone: +94 (0)11 2580691 Ext 1001 E-mail: jorn.sorensen@undp.org	Implementing Partner(s) – name & type (Government, CSO): Office of National Unity and Reconciliation, and Ministry of Local Government and Provincial Councils and the Northern Provincial administration and Eastern Provincial administration.	
	Project Location: Sri Lanka	
Project Description: Following the political transition in 2015, and the Government's commitment to reconciliation, the project will support the design and putting in place of coherent mechanisms and processes (roadmap) for advancing national unity and reconciliation. The mechanisms and processes for national unity and reconciliation will be developed under the overall guidance of the Office of National Unity and Reconciliation, who will advise on consultative steps to be followed whilst also commencing innovative conflict building interventions that would later be institutionalised and scaled up. In close collaboration with the Office of National Unity and Reconciliation, the Northern Provincial administration and Eastern Provincial administration will also be supported to plan and undertake conflict sensitive programming.	Total Project Cost: \$1,150,000 Peacebuilding Fund: \$1,150,000 Government Contribution: <ul style="list-style-type: none"> \$180,000 for ONUR 2016 budget, in addition to fixed costs being covered by the Government. Capital budget of Provincial Councils: East = \$34m, North = \$13m. Other: Proposed Project Start Date: 1 February 2016 Proposed Project End Date: 31 August 2017 Total duration (in months)¹: 18 months	
Gender Marker Score: 2 (Score 2 for projects that have gender equality as a significant objective.)		
Overall Outcome: Sri Lankan society with a well-coordinated and coherent system to advance national unity and reconciliation among its people		
PBF Focus Areas which best summarizes the focus of the project (select one): Promote coexistence and peaceful resolution of conflicts (Priority Area 2):		

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



<i>(for IRF-funded projects)</i>	
UN Resident Coordinator and UNDP Resident Representative	Representative of National Authorities
<hr/> <i>Subinay Nandy</i> <i>UN Resident Coordinator and UNDP Resident Representative, Sri Lanka</i>(Date & Seal)	<hr/> <i>Name and title of Government Counterpart</i> <i>Signature</i>(Date & Seal) <i>11/01/2016</i>
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PROJECT COMPONENTS:

I. Country context and problem statement

a) Situation analysis:

After more than 25 years of violence the armed conflict in Sri Lanka ended in May 2009. However under the previous Government few meaningful steps were taken to promote accountability and national reconciliation or to meet the political aspirations of the Tamil community. With a population of about 20 million, Sri Lanka's major ethnic groups are the Sinhalese (74 per cent) and Tamils (18 per cent). There are long-established Tamil populations in the north and east. Over the years, the growth of assertive Sinhala nationalism fanned the flames of ethnic division, and civil conflict erupted in the 1980s against Tamils pressing for self-rule. Most of the fighting took place in the north but the conflict also penetrated the heart of Sri Lankan society in the 1990s. The violence killed more tens of thousands and damaged the economy of South Asia's potentially most prosperous societies. There was wide spread concern about the fate of civilians caught up in the conflict zone during the final stages of the conflict, the confinement of nearly 300,000 Tamil internally displaced persons (IDPs) to camps for months afterwards, and allegations of grave violations of human rights and humanitarian law by both warring sides.

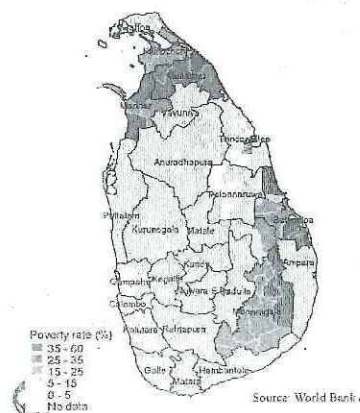
The political economy of the Sri Lanka internal conflict has to be understood in its demographic, economic and political context. It is an island country of 66,000 sq. miles, making it one of the most densely populated countries in the world. Sri Lanka's international recognition in the area of development comes from its history of relatively high human development for a country of comparably low per capita income. As of 2014, Sri Lanka had a Human Development Index of 0.75 which places it in the category of a 'High Human Development' country. Life expectancy at birth is 74.3, literacy for the 15 to 24 age group is 98 percent, and infant mortality is 9.4 per 1,000 live births. A long tradition, dating back to pre-colonial times, of investment in education, health and poverty alleviation programmes, is largely responsible for these development outcomes. However, there are disparities across regions, with certain districts in the former conflict affected areas and the estate sector often lagging behind.

Although Sri Lanka graduated to middle income country status in 2010, there are significant disparities in income, infrastructure and access to basic services across the country. Since the end of the conflict, the country has seen poverty numbers fall. In 2002, 13.2 percent of people lived of less than \$1.25 a day in PPP terms, and by 2012/13 this figure had fallen to 3.2 percent. However, there is a large proportion of people that live just above the poverty line, and at risk of economic or climatic shock with nearly one in four living on less than \$2.50 a day in 2012/13². At the same time, inequality is rising with the share of total household income of the poorest quintile of the population declining from 1.9 percent in 1990 to 1.5 percent in 2012³. Despite resettlement programmes, many internally

² The poverty rate based on \$2.50 in 2002 stood at 56.2 percent.

³ Data from the Sri Lanka MDG Country Report, 2014.

Box I
Poverty Headcount Rate
(% of population in poverty)



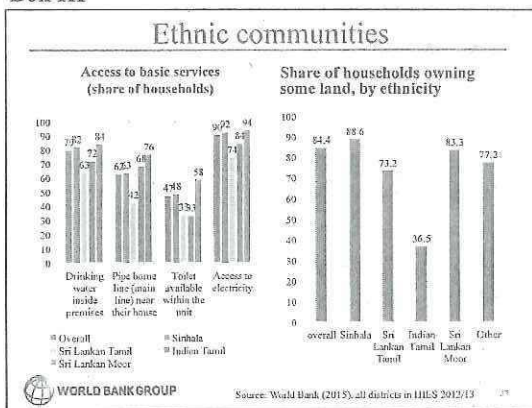
displaced persons have yet to secure durable solutions, particularly in the area of livelihoods, due partly to the continued military occupation of some private land.

Geographically, poverty rates are the highest in the districts most affected by conflict in the Northern Province and Eastern Province (refer Box I) and amongst ethnic minorities (refer Box II). Additionally, these provinces also account for the lowest labour force participation rates⁴, which indicates that despite steady national economic growth, conflict affected provinces have not seen this translate into jobs for their citizens.

Box II



Box III



Similarly, ethnic minorities also have the lowest levels of access to basic services including health, education and access to productive assets such as land, adding to their vulnerability (refer box III). In addition, women are the most vulnerable, facing multi-faceted challenges across the economic, social, cultural and political sectors. Accounting for only 4.8% of seats in Parliament and an even lower percentage at the provincial and local levels, women struggle to have their voices heard.

In Sri Lanka it is estimated that there are 90,000 women headed households, with approximately two-thirds in the conflict affected areas of the country. In addition to women heads of household, there are other categories of women that face extreme vulnerabilities linked to the conflict. These include wives and mothers of the disappeared, who often face severe economic hardships due to being forced into the role of primary income earner with limited skills and lack of access to sustainable livelihood opportunities. They are also often affected by psychosocial problems linked to the lack of closure on cases of disappearance resulting in their inability to move on. Former female combatants similarly face socio-economic challenges and challenges related to re-integration and stigmatization from their communities. There are many Muslim women who have been affected by forced displacement, who now live in fear of new threats linked to recent anti-Muslim attacks. Many of them believe that they are caught between extremists in their own community and extremists amongst the Sinhala Buddhist majority. With a lack of socio-economic support networks, women from all backgrounds speak of having coped during the last decade from the networking and solidarity of women within their own communities.

Across the North and the East, community consultations suggest that security remains a primary concern for all women, combined with high levels of violence against women and girls often linked to a militarised environment, gender inequality, restrictive and patriarchal social mores and psychological impact of the armed conflict. In a study in 2013, 41 percent of women IDPs

⁴ Labor force participation rate in the North and East is at 42 percent and 45 percent respectively, compared to a national average of 50 percent.

indicated that they do not feel safe staying alone at home, with the highest levels of insecurity reflected in Killinochi and Mullaitivu. Next to security, social and economic issues are paramount, in particular access to land and housing, a lack of sustainable livelihoods, and indebtedness. Economic insecurity has also contributed to a rise in early marriages as parents try to provide security for their daughters.

b) Existing peacebuilding activities and gaps

After 26 years of hostilities, the conflict in Sri Lanka ended in May 2009. The previous Government until January 2015 prioritized economic recovery - construction of new roads, bridges, medical facilities, schools, housing, demining and resettlement of internally displaced persons – as a strategy to sustain peace. The approach directly undermined addressing the core grievances of the minorities and the root causes of the conflict, which include structural issues revolving around power sharing, discrimination, access to land and militarization. Full implementation of the 13th Amendment, and therefore the effective functioning of the Northern Provincial Council and greater and meaningful power sharing are key demands of the Tamil community today. These are joined by calls for truth, justice and redress for past human rights violations, which will be addressed under the transitional justice component of the IRF led by OHCHR. The largest Tamil political party, the Tamil National Alliance (TNA) speaks of the need for Tamils to ‘secure the future to deal with the past’.

The Government’s approach of “limited and selective engagement” with the international community added to the political complexity, leaving little space for the UN to engage on issues of reconciliation and accountability. International concern expressed through the three Human Rights Council resolutions (2012 to 2014), resulted in the government introducing ad-hoc mechanisms to deal with issues of accountability, such as Commissions of Inquiry⁵ which lacked independence and credibility and failed to satisfy victims or meet international standards.

The tendency towards Sinhala nationalism and militarization combined with a lack of acknowledgement of the past at the time did not help the process of confidence building among communities in the post-conflict phase, which threatened to deepen the ethnic divide. This resulted in society being polarized with limited opportunities for meaningful interaction across ethnicities⁶. The Strategic Context Assessment showed ethno-religious relations to be limited and strained with over 76 percent having “no or few friends” outside of their ethno-religious community. The majority community reflected lower levels of trust and understanding of other ethno-religious groups, combined with limited social and business interaction.

The government’s approach also resulted in changing conflict dynamics in the post-2009 phase, characterized by growing targeting of Muslims (and some Christian communities) by certain extremist religious and nationalist groups. These groups have led movements to ban the burqa, madrasas, halal certification and slaughter houses, aimed at directly attacking the cultural practices of the Muslims culminating in communal riots in Aluthgama (June 2013), where Muslim lives were lost, and businesses and properties destroyed. Despite the relative calm in recent months, it is important to note that these undercurrents remain. At the same time, there is growing conservatism and religiosity amongst the Muslim community.

⁵ Presidential Commission to Investigate into Missing Persons (2014), Army Court of Inquires, International Advisors appointed by the President to investigate into the last stages of the conflict (2014).

⁶ The Strategic Context Assessment (2014) indicates that only one in four Sri Lankans have friends from other ethno-religious communities.

Conflict analysis⁷ indicates that this is resulting in conflict hotspots emerging in the South of the country, which harbour the potential for ethno-religious violence, in parallel to the potential conflict drivers in the North and the East. Economic triggers could also result in violence with increasing dissatisfaction in the deep-south largely driven by corruption and a steep rise in prices of basic goods⁸ straining state-society relationships.

In all, after a thirty-year conflict, the biggest challenge that still remains is the process of reconciliation and this has to come from within Sri Lanka, its people and its government. However, reconciliation is not well understood by 32 percent of the population⁹. The term also means very different things to different people and the intrinsic link between accountability and reconciliation is not always understood. Sinhalese are most likely to understand reconciliation as “rebuilding the individual and community relationships”, while Tamils believe reconciliation is about “addressing the pain and suffering of the victims” and “acknowledging the painful past”. Muslims meanwhile look to reconciliation for “bringing people together to build a shared future” and “providing reparations” for past injustices.

Reconciliation will ultimately be advanced by the combination of transitional justice measures contemplated under Component One, including truth-seeking, justice mechanisms, reparation programmes, and legal and institutional reforms.

c) Government strategy:

The Presidential elections held on 8 January 2015, was a landmark moment in the history of Sri Lanka. The political transition resulted in the formation of an interim national government bringing the two largest Sinhala parties together for the first time since independence. With the Parliamentary elections on 17 August 2015, the political transition moved forward with a national government now in place.

The President Maithripala Sirisena and the Prime Minister Ranil Wickremasinghe have stated they are politically committed to securing long term peace and reconciliation premised on principles of good governance while strengthening democratic institutions. Following the calm and peaceful August 2015 parliamentary elections which sustained the President’s reformist agenda, a joint pledge was made by the country’s leadership to ensure “ethnic and religious reconciliation”, and further constitutional reforms to ensure ethnic unity and uphold the rights of minorities.

Since January, the new government has taken a number of important steps which are summarized below:

Strengthening Democratic Institutions

- Passing the 19th Amendment to the Constitution that consolidated democratic institutions by introducing reforms to (i) scale back powers of the President in particular through re-imposing a two term limit; (ii) bring in Right to Information as a fundamental right; and (iii) strengthening 11 oversight bodies with appointments of commissioners and chairperson

⁷ The strategic context assessment (2014) serves to identify and new and emerging conflict drivers and was undertaken by the UN.

⁸ Analysis indicated that 81 percent of Sinhalese believe that corruption is the biggest challenge that the country faces, with 96 percent of Sri Lankans coping with large rise in food prices.

⁹ The word reconciliation has no direct translation in either the Sinhala or Tamil languages.

based on recommendations of the Constitutional Council which consists of representatives selected by both government and opposition.

- Addressing corruption through rule of law based investigations.

Advancing Reconciliation

- Taking immediate actions to address the core grievances of minorities and IDPs including releasing land occupied by the military, appointing civilian governors in the North and the East, strengthening civilian administration, maintaining the tradition of singing the national anthem in Sinhala and Tamil, and changing May 19 which was marked as the Victory Day for the last five years, to 'Remembrance Day' to commemorate all who died in the conflict.
- Efforts to fast track the release of Tamil prisoners including a rehabilitation programme for those associated with the LTTE.
- Establishing the Ministry of National Integration and Reconciliation under the President, and within it, the Office of National Unity and Reconciliation. The Office of National Unity and Reconciliation (ONUR) is led by former President Chandrika Kumaratunga and is primarily a coordinator and catalyst of actions to advance national unity and reconciliation. The ONUR will primarily work to facilitate engagement across key government ministries and civil society stakeholders. It has prioritized five focus areas including social cohesion, peace education, psychosocial support, livelihoods and support implementation of the trilingual language policy. While a first priority is to work towards the development of a Policy on National Unity and Reconciliation, the ONUR also has high expectations placed upon it and consequently needs to quickly demonstrate how tangible peacebuilding results can be achieved at the ground level. It will therefore be working on several programmes including supporting innovative approaches with relevant stakeholders for confidence building and addressing immediate problems. Once the foundations for longer term work to promote national unity and reconciliation are in place, the ONUR envisages its role shifting more towards that of a watchdog and continual advocate for work in this area.
- Establishing a Ministry of National Dialogue to carry forward the national languages policy and related work.
- Committing in the context of the Human Rights Council resolution in September to “undertake a comprehensive approach to dealing with the past, incorporating the full range of judicial and non-judicial measures” including a commission for truth, justice, reconciliation and non-recurrence, an office of missing persons and an office for reparations, and a special court with a council to investigate allegations of grave human rights violations.
- In January 2016, establishing a Secretariat for Coordinating Reconciliation Mechanisms within the Prime Minister’s Office (PMO). The initial priorities for the Secretariat will be to support the setting up of national reconciliation and accountability mechanisms, including putting in place the necessary legislation in line with the pledges made and commitments undertaken by the government for promoting and protecting human rights. Such mechanisms include for example the proposed office for missing persons, the transitional justice mechanisms, the system for reparations and the various initiatives aimed at directly building cohesion and understanding amongst communities.

- Engagement with the diaspora, with an initial dialogue with the Global Tamil Forum in London in coordination with the Ministry of Foreign Affairs.

Political Reconciliation

Following elections in January 2015, and signaling his commitment to peacebuilding, the President appointed civilian Governors for the North and the East. This has changed the dynamics with the provincial administration moving towards enhancing its cooperation and engagement with the central government. There is now an opportunity to build on this positive momentum and support the Northern Province and the Eastern Province to set out its development vision and strategy, address its severe capacity constraints, and pursue constructive engagement with the government ministries and departments to advance development priorities. In the East the Provincial Council has had relatively longer to establish itself, yet continues to face similar challenges linked capacity to deliver goods and services for the Province in line with the 13th Amendment to the Constitution, and the expectations of the minority communities. In the North the Provincial Council was elected in 2013.

d) UN response

The Government in its attempt to reset the relationship with the UN initiated engagement with the Secretary-General in February 2015. The Secretary-General in his dialogue has expressed his commitment to support Sri Lanka's peacebuilding and reconciliation efforts. This was followed by the visit of the Under-Secretary-General for Political Affairs, Mr. Feltman, to Sri Lanka from 28 February to 3 March who emphasized the need to fast track the implementation of measures to address the core grievances of minorities to serve as a confidence building measure through inclusive, consultative mechanisms. The visit set the groundwork to develop a cohesive UN strategy for peacebuilding in Sri Lanka to prevent a relapse into violent conflict. The Government also expressed to the High Commissioner for Human Rights its commitment in receiving technical assistance in advancing accountability and reconciliation. From 29 March to 4 April the Special Rapporteur on the promotion of truth, justice, reparations and guarantee of non-recurrence, Mr. Pablo de Greiff, visited Sri Lanka and publicly shared observations that will help define and prioritize the sequencing of activities for UN support. The Working Group on Enforced and Involuntary Disappearances visited Sri Lanka in November with the High Commissioner for Human Rights expected to visit Sri Lanka in early 2016.

The High Commissioner for Human Rights presented a comprehensive report to the Human Rights Council in September 2015 which included a wide range of recommendations designed to advance accountability, reconciliation and human rights reforms. In response, the Government made a number of positive commitments which were reflected in the Human Rights Council resolution adopted by consensus with the co-sponsorship of Sri Lanka.

Specifically, the resolution encourages further cooperation with OHCHR, which will be the basis of the transitional justice activities envisaged in Component One of the IRF, and the High Commissioner will continue to report to the Human Rights Council on progress made. The resolution also calls upon the United Nations to support the Government in delivering durable solutions for IDPs, and this is the sole focus on Component 3 of the IRF, the UNHCR and UNICEF Project already under implementation.

More broadly on reconciliation, the resolution speaks of a peaceful and unified land, where all citizens regardless of religion, beliefs or ethnicity are entitled to the full enjoyment of human

rights. It asks the Government to take steps to prevent attacks, such as those seen in the past, by individuals and groups on journalists, human rights defenders, members of religious minority groups and other members of civil society. It also welcomes the Government's commitment to political devolution and in that regard asks that the Government ensures that Provincial Councils are able to operate effectively, in accordance with the thirteenth amendment to the Constitution of Sri Lanka.

e) Rationale for PBF support

Against this background, the Government and UN Country Team believe this is an opportune moment to support government's efforts for sustainable peace by enabling them to put in place coherent mechanisms and processes (potentially a roadmap) to advance national unity and reconciliation. This will be an endeavor that cuts across multiple government institutions and other stakeholders at the national and regional level.

The overall objective or outcome of the project will therefore be that the Sri Lanka society has a better coordinated and coherent system to advance national unity and reconciliation among its people. As part of the process of putting in place such a system, the project will support two specific goals.

First, the project will partner with the newly established Office of National Unity and Reconciliation to support it to fulfil its leadership role and in so doing, ensure that key mechanisms and processes (elements of a roadmap) for national unity and reconciliation are commenced, through close coordination with key counterparts and stakeholders.

Second the project will work with the Northern Provincial administration and Eastern Provincial administration to enable them to produce strategic plans and strengthen revenue generation to support development activities that address the priorities of conflict affected people.

These activities will complement and support those undertaken on transitional justice issues under Component One, and those on durable solutions under the UNHCR/UNICEF component.

f) Support from other development partners

Since the January 2015 Presidential elections a number of international partners have seen, or are expecting to see, their development budgets increase, largely to support the process of peacebuilding. Peacebuilding support for the last several years has been mostly focused on humanitarian and early recovery support including, revitalizing the economy through livelihood and local economic development assistance, generating immediate peace dividends through support for resettlement, and re-establishing essential administrative services in the North and East. UN and NGO interventions until 2014 were strictly monitored by a Presidential Task Force for Resettlement, Development and Security in the Northern Province, which only approved projects aligned to government development priorities that at the time mostly focused on infrastructure and livelihood development. Space to work on the structural drivers of conflict was limited, as was the space to address the psychosocial impacts of the conflict. At the same time civil society consultations were deterred and restriction was placed upon data collection through surveys and needs assessments.

While projects to some extent targeted the key vulnerable groups such as unemployed youth, women and especially female heads of households, ex-combatants and differently abled persons, the numbers involved and the complexity of their needs mean that many remain in a highly vulnerable situation. In the areas of rule of law, conflict prevention and democratic governance, there has been some engagement in recent years, although relatively small scale and concentrated at the downstream level.

However, with the space for policy level engagement having opened up during 2015, it is expected that increased funding will come on stream in these areas, alongside the areas of national reconciliation and political dialogue. Indeed, with the establishment of the Office of National Unity, a number of partners are already looking to provide direct support, and the ONU has requested the UN to support the establishment of a coordinated donor funding mechanism. Further details on existing peacebuilding engagements are provided in Annex C.

II. Objectives of PBF support and proposed implementation

a) Project outcomes, targeting, theory of change, and activities:

Outcome 1: Sri Lanka society with a well coordinated and coherent system to advance national unity and reconciliation among its people

Budget: *US\$1,150,000*

Theory of Change

IF Sri Lankan society and Government have a mechanism to facilitate open dialogue on issues of national unity and reconciliation, and if society can witness peace building results on the ground THEN there will be greater confidence, trust and realisation in prospects for a sustainable peace.

Output 1: Key mechanisms and processes (elements of a roadmap) for national unity and reconciliation commenced under the guidance of ONUR

Target groups: *Government agencies; civil society of Sri Lanka*

Implementing UN Agency and Partner: *UNDP and the Office of National Unity and Reconciliation (ONUR)*

Budget: *US\$650,000*

As the Office of National Unity and Reconciliation (ONUR) moves into its first full year of operation, it has identified a number of competing priorities. On the one hand it has the responsibility of bringing together stakeholders from across the country to develop a policy for national unity and reconciliation that transforms the way in which the national system functions, and creates and supports institutions and mechanisms that promote social cohesion, coexistence and reconciliation amongst communities. The Policy will be at the centre of the Government of Sri Lanka's larger framework of peacebuilding, and in line with the recommendations of the HRC resolution, will bring together mechanisms in support of reconciliation and accountability specifically addressing truth seeking, justice, reparations and guarantees of non-recurrence, which will be implemented by different ministries and agencies. On the other hand, there are high expectations resting on ONUR, and it must work hard to deliver quick and tangible peacebuilding

results that serve to build confidence amongst the population that the country can indeed move forward in terms of reconciliation. It must therefore balance the support that is linked at building the foundations for longer term policy reform, with short-term, quick win confidence building interventions in priority areas. For all of this, the ONUR requires access to financial and technical resources.

The PBF will therefore provide seed funding to the ONUR to enable it to position itself institutionally to lead the process of advancing national unity and reconciliation, through interventions at both the policy and programming level.

The PBF support will be aligned against three key activity areas:

Activity 1: Technical assistance to support ONUR on peacebuilding issues and communication.

As a first priority, the peacebuilding fund will provide technical assistance to enable ONUR to fully establish itself, demonstrate early results and initiate critical longer term processes. While the fund will remain flexible, it is envisaged that support will be mainly in the areas of communication, monitoring and evaluation, and conflict transformation.

- For communication, the PBF support will assist ONUR to bring key government partners together to agree upon a communication strategy for national unity and reconciliation. The objective of the strategy will be to ensure that messaging is clear, consistent across Government, and designed in a way so as to carefully manage expectations. Private sector expertise among others from public relations/communications institutions will be considered, possibly on a semi-pro-bono basis.
- PBF assistance will also support the ONUR to reinforce the capacity of its internal M&E team through training and exposure to practices of similar institutions, so that the institution can gradually take on the important function of serving as a national watchdog for reconciliation progress. In particular, emphasis will be given to developing skills and tools that can be used to track changes in attitudes and behaviors, so as to measure the outcome level impact of Sri Lanka's reconciliation programmes and also to design M&E frameworks that allow ONUR to demonstrate and play its particular role as a catalyst, for example with the establishment and support of different peacebuilding processes. A component of this will be designing and institutionalizing a national assessment of perceptions at the grass-roots on reconciliation, ensuring that 50% of individuals reached through the assessment are women. ONUR will draw on best practices from similar exercises conducted by partners previously.
- Finally, the support from PBF will allow ONUR to access expertise on a consultancy or part time retainer basis in the area of conflict transformation so as to help them with the design and oversight of innovative projects in that area.

Activity 2: Commencement of quick-win confidence building initiatives

The project will commence innovative and targeted activities that aim to deliver quick, visible and tangible trust-building results on the ground amongst priority groups. The ONUR has identified two such activities for immediate commencement both of which were identified

following extensive consultation with conflict affected communities and civil society organisations. The first is aimed at promoting inter-faith dialogue and the second is to deliver psycho-social support to groups affected by trauma and improve quality and coordination of such support programmes.

- The inter-faith dialogues will be commenced in areas identified as conflict hotspots, within the districts of Jaffna, Anuradhapura and Ratnapura. ONUR will partner with a local NGO specialising in conflict transformation through dialogue, and will conduct programmes designed to promote social cohesion through establishing relationships and fostering common understandings, and will target men, women and youth in the identified conflict hotspots. This programme will be gradually extended to other Districts after assessing the need, effectiveness of initial programmes, and availability of funding and capacity.
- The project will provide psychosocial wellbeing to families affected by incidents such as conflict, displacement, violence and SGBV. Priority will be given to districts in the North and East, Anuradhapura and Galle. The project will aim to prioritize female headed households while catering to the broader needs of men, women and youth in terms of psychosocial counseling support. The project will target a minimum of 100 victims per target District who will be carefully selected following consultations with communities and agencies involved. WHO will assist and work with the ONUR Task Force on Psycho-social Well-being in Sri Lanka, to develop a programme of support. As a first step, a mapping of existing services from the health and social services sectors, including government and NGO providers, will be conducted. According to needs, additional capacity will then be made available to increase provision of services, with a focus on quality service with standards while ensuring outreach and ease of access. This will be complemented by a parallel advocacy and health promotion campaign on mental health and psychosocial well-being. WHO will concurrently support the ONUR Task Force to develop a strategic plan incorporating capacity building for provincial authorities, government agencies and the civil society to establish a long term, continuous, and coordinated psychosocial support mechanism. The plan will draw on the lessons and experiences, while incorporating any special support needs for women that may be identified through the analysis of available relevant data and consultation processes (i.e. female heads of households, victims of SGBV, victims of early marriage etc.).

Activity 3: Initiation of the formulation of a National Reconciliation Policy

Technical support, including access to international best practice, will be provided to ONUR to design National Reconciliation Policy. ONUR will draw on a wide consultation process, which ensures the engagement of women and youth in order to prioritise their concerns and link with recommendations from the HRC Resolution, the LLRC and other Committees and Commissions, and the outcomes of the consultations on transitional justice envisaged in Component One. The Policy will also be influenced by the results of the programmes already commenced and those approaches and initiatives that have demonstrated positive peacebuilding impact, being recommended for institutionalization and scaling-up. Similarly, the national perceptions survey on reconciliation, to be piloted and institutionalized by ONUR will provide the initial baseline

data for targeting of support, and the mechanism through which progress against the baselines can be captured annually.

Output 2: Northern Provincial administration and Eastern Provincial administration enabled to produce strategic plans and strengthen revenue generation to support development activities that address the priorities of conflict affected people.

Target group(s) & coverage: *Northern Provincial administration and Eastern Provincial administration, Chief Minister's Office, Chief Secretary, Planning and Revenue Departments of respective administrations.*

Implementing UN Agencies and Partners: *UNDP working in partnership with the Ministry of Local Government and Provincial Councils and the Northern Provincial administration and Eastern Provincial administration.*

Budget: *US\$500,000*

Technical support will be provided to the two provincial administrations operating in the Provinces most affected by the conflict. Having established only relatively recently, both administrations face capacity constraints when compared with provincial administrations in other parts of the country, yet also have the responsibility of addressing complex development challenges linked to peacebuilding.

Through this project, the provincial administrations will be supported to initiate programmes that contribute towards peacebuilding. The interventions will be carried out in close consultation with the work under output 1, so that best practices can similarly be incorporated to support reconciliation, for longer term scaling up. A key component of the support to the provinces will be fostering a culture of community consultation, both through the planning process itself and also through the design and piloting of a citizen's charter.

Activity 1: Fielding of technical experts to support the Northern Provincial administration and Eastern Provincial administration to develop multi-sector development plans and mechanisms to strengthen revenue raising capacities.

Technical assistance will be provided to both Provinces for the preparation of a development plan through a broad based consultative process, and drawing on a comprehensive development needs assessments by the Government, UN and other humanitarian partners. Specific focus will be given to supporting the Provincial administration to reach out to the most vulnerable and conflict affected groups, including women and youth, to understand their development priorities. Technical Assistance will include policy expertise with a focus on strategic planning, including in priority areas such as health, education, agriculture and fisheries, with resources available for research and review of best practices from similar post-conflict contexts.

In the North, the multi-sector development plan will be developed in close consultation with the Board of Ministers while building on the sector level plans that already exist. In the East, the provincial administration will develop a medium-term results framework supported by annual plans with budgets for the three districts to address development priorities. The initiatives will be led by the Planning Secretariat headed by the Deputy Chief Secretary for Planning of the respective provinces while working together with the Provincial Ministries and in close consultation with the National Planning Department and the District Secretariats.

Since this will be the first plan of its kind in the Northern Province, complementary support will also be provided to enhance the information management, planning, budgeting, monitoring and reporting functions. Support will be in the form of systems enhancement, training and where relevant, experience sharing with other Provincial administrations. The first step will be to conduct a capacity assessment of the respective functions prior to developing a capacity strengthening strategy. This will be led by the Training Unit of the Provincial administration. Priority Departments for capacity building and staff training under this initiative would include the Planning Department (106 staff) and the Revenue Department (27 staff).

With regard to revenue collection, technical assistance will be provided to enable the provincial administrations of the North and the East to strengthen their revenue raising capabilities. This will include supporting an independent assessment of revenue raising opportunities in line with the finance statute for the Provinces but not for local authorities. The assessment will be carried out by experts working in close partnership with the Revenue Departments of the two provinces. In addition, the project will consider exchanging lessons and best practices with other Provinces. It will also include strengthening the capacities of the provincial revenue departments through trainings and systems development. In the North, this will involve specifically the Department of Motor Traffic which is seeking to extend its services to the district and divisions across the province.

Additionally, legal consultants will be provided to the Eastern Provincial administration for the drafting of new provincial statutes, by-laws, rules and regulations for revenue collection.

Activity 2: Public Consultation with CSOs and Community Groups to establish a Citizen's Charter to monitor service delivery.

The project will support the Provincial administrations to organize consultations at the provincial level across the North and the East, including consultations with civil society and community based organizations to design mechanisms for information sharing. Experiences from both within and outside of Sri Lanka with citizen's charters, client satisfaction surveys and right to information could be used to inform the discussions. Technical support will be provided to pilot the chosen mechanisms at the Provincial level with the intention of introducing it across provincial departments that are associated with service delivery.

- b) **Budget:** Provide the envisaged project budget, using the two tables below: (1) activity by activity budget and (2) UN Categories budget. Provide any additional remarks on the scale of the budget and value-for-money, referring to the Value for Money checklist.*

Table 2: Project Activity Budget

Outcome/ Output number	Output name	Output budget by Recipient UN Organisation	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Sri Lanka society with a well coordinated and coherent system to advance national unity and reconciliation among its people				

Output 1.1	Key mechanisms and processes (elements of a roadmap) for national unity and reconciliation adopted under the guidance of ONUR	607,477	1. Staff and other personnel; 3. Equipment, Vehicles and furniture; 4. Contractual services; 5. Travel; 6. Transfer and grants; 7. General Operating and Direct Costs	
Output 1.2	Northern Provincial administration and Eastern Provincial administration enabled to produce strategic plans and strengthen revenue generation to support development activities that address the priorities of conflict affected people.	467,290	6. Transfers and Grants	
GMS (Indirect Costs) (7%)		75,234		
Total		1,150,000		

** Indirect costs are incorporated into the outputs and coordination/monitoring costs at 7%

Table 3: Project budget by UN categories (US\$)

CATEGORIES	Total
1. Staff and other personnel	75,680
2. Supplies, Commodities, Materials	120,250
3. Equipment, Vehicles, and Furniture (including Depreciation)	15,750
4. Contractual services	621,327
5. Travel	24,750
6. Transfers and Grants to Counterparts	146,450
7. General Operating and other Direct Costs*	70,560
Sub-Total Project Costs	1,074,767
8. Indirect Support Costs* (7%)	75,234
TOTAL	1,150,001

* 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.

c) Capacity of UNDP:

UNDP will be the implementing agency for this project. UNDP has been operating in Sri Lanka since 1967, working closely with government and civil society partners at the national and regional levels. Below is a summary of UNDP's capacity and capability to implement this project:

Table 4: Overview of Recipient UN Organisation (RUNO) funding and staffing in the country					
	RUNO	Key Source of Funding (government, donor etc.)	Annual Regular Budget in \$¹⁰	Annual emergency budget (e.g. CAP)	Total Personnel (including FTA, service contract and UNV)
2014	UNDP	Core + Donor	10.1 m	-	125
2015	UNDP	Core + Donor	14.5 m	-	133

Agency	Expertise
Peacebuilding expertise	UNDP has extensive experience working on peacebuilding initiatives in Sri Lanka, having directly worked on post-conflict recovery of the conflicted affected Districts in the Northern Province and Eastern Province of Sri Lanka since 2008. UNDP through its former Support to Mine Action Project, Transition Recovery Programme and Equal Access to Justice Project, and its present Governance for Local Economic Development Programme (GLED) and Strengthening Enforcement of Law, Access to Justice and Social Integration Programme (SELAJSI), has worked to re-establish and strengthen governance systems for more effective and efficient service delivery, support resettlement processes and strengthen sustainable livelihoods, support those affected by conflict to access the justice system, strengthen the protection mechanisms for victims of sexual and gender based violence and to promote intra and inter community interaction with a view to promoting social integration.
Experience with Joint Programming	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. In its 2008-2012 Programme Cycle UNDP worked jointly with ILO and UNICEF to implement the Integrated Programme for Empowering Conflict Affected Communities to Re-build their lives in North and East Sri Lanka, funded by the United Nations Human Security Trust Fund. UNDP also worked with WHO, UNFPA and UNICEF to implement the Joint UN Programme on Prevention of and Response to Gender-based Violence in Sri Lanka funded by UNWOMEN. Since 2013

¹⁰ This is understood to mean financial "delivery" or total expenditure per annum, actual and projected.

	<p>UNDP also works with UNICEF, UNHCR, OHCHR and UNFPA to support strengthening the capacities of the Human Rights Commission in Sri Lanka. Furthermore, under the European Union funded Support to District Development Programme, UNDP works alongside 5 other UN Agencies and IFC, to implement the five year joint programme in 7 target Districts in Sri Lanka. Additionally, under its Environmental Sustainability and Disaster Resilience portfolio, UNDP has implemented some projects with other UN agencies jointly. Under the current portfolio is the Sri Lanka UN Reducing Emissions from Deforestation and Degradation (REDD) National Programme, a 3 year project implemented in collaboration with FAO. Another such is the Promoting Sustainable Biomass Energy Production and Modern Bio-Energy Technologies in Sri Lanka, a 4 project, also implemented in collaboration with FAO.</p>
Summary of strengths/ value added that will be put to use in implementation	<p>UNDP has a well-established relationship with the Government of Sri Lanka, as it works closely with the National, Provincial and District administration of the country in implementing its current Country Programme, which would be crucial for undertaking a Project of this nature. UNDP also has extensive experience in strengthening planning and governance capacities in Sri Lanka (including the Districts in the Northern Province and Eastern Province) with a view to better enabling service delivery and thereby local economic development. The organization also currently has a field presence in the Eastern and Northern provinces which would facilitate a more timely initiation of activities under this Project. UNDP has also a team of experts attached to its Strengthening Enforcement of Law, Access to Justice and Social Integration Programme covering subjects such as Access to Justice, Women and Gender Empowerment and Social Integration, and also experts covering its Environment, Sustainability and Disaster Resilience portfolio whose technical inputs can be drawn upon when required during implementation of this Project.</p>
M&E Capacity	<p>UNDP's Country Office in Sri Lanka office 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. While the M&E Analyst extends technical support to develop M&E mechanisms for projects, the Programme Finance Associate helps to monitor the programme finance aspects of all UNDP Projects. The head of MSU also oversees the overall quality assurance at Programme level. The relevant Programme Officers ensure implementation of Results Based Monitoring for individual projects and works closely with the M&E Analyst and relevant Implementing Partner staff in this regard, while the Assistant Country Directors oversees the implementation of Results Based Monitoring for their respective Programme portfolios. Select Projects (such as the Governance for Local Economic Development Programme which has synergies with this Project) have dedicated M&E staff capacity which will provide day to day M&E support for this Project. UNDP also has an Evaluation Plan for its 2013-2017 Programme Cycle in place, through which independent evaluations are commissions.</p>

III. Management and coordination

a) Project management:

A high-level Peacebuilding Fund Board will be established to oversee all PBF projects in Sri Lanka. The Steering Committee will be co-chaired by the Resident Coordinator and Minister or Secretary of Foreign Affairs with representation of key partners including the Prime Minister's

Office, Ministry of Resettlement, Office of National Unity and Reconciliation; Chief Secretary for the Northern Province; Chief Secretary for the Eastern Province; and a representative from the Ministry of National Integration and Reconciliation. Additionally, the Government and the UN will jointly identify one donor representative and one civil society representative to join the Steering Committee. The UN Resident Coordinator will invite the UN implementing agencies to participate in the meetings on a regular basis, depending on the issues being discussed. The Steering Committee's principle role is strategic guidance and decision making, and it will meet at least twice annually.

The Peacebuilding Fund Board will be served by more inclusive technical committees, bringing together all relevant implementing partners for each of the PBF projects. Under this project, there will be two technical committees. The first will include UNDP and the Office of National Unity and Reconciliation, the second, UNDP, the Ministry of Local Government and Provincial Councils, the Northern Provincial administration and the Eastern Provincial administration. OHCHR will be invited to join the technical committees, in particular the committee with ONUR, to support coherence and complementarity with Component One. The technical working committees will be responsible for work-planning, implementation, reporting and early identification of bottlenecks and potential risks that may require elevating to the Peacebuilding Fund Board for attention.

On behalf of the RCO, the Reconciliation and Development Advisor will support the technical working committees to engage with the Steering Committee and coordinate with the other technical working committees. Regular consultations and coordination meetings will be held between the technical committees to ensure overall coherence. The Department of Political Affairs will also be a "Cooperating Partner" under this Project, providing strategic guidance and advice to UNDP as and when required.

Communication and messaging: To help sustain and build credibility of the renewed peacebuilding efforts in Sri Lanka, the UN will bring visibility to the results achieved through the IRF initiatives. In particular, the Communications Unit of the RC Office will work closely with agency communication colleagues to ensure key results, human interest stories and news items are well documented and profiled through different media, including the Sinhala and Tamil press/media and government channels of communication nationally and locally. Support will also be provided to government partners to provide material suitable for uploading on their own websites, and the un.lk website will include a dedicated page for the PBF initiative.

Sustainability and resource mobilization: In line with the new Government's commitment to peacebuilding, partial funding has been made available from the national budget to support the work of the Office of National Unity and Reconciliation. UN Country Team assistance will be complementary, with a view to catalyzing the work of the Office.

With regard to support to the Provincial administrations, empowering them to plan strategically and mobilise resources for sustainable delivery of goods and services is at the centre of this project. In particular, as outlined in the strategy section, the UN will support the administrations to strengthen their own revenue raising capabilities by working directly with the Provincial Revenue Departments. Additionally, it is hoped that by having broad-based and widely consulted development plans in place, the provincial administrations will be in a stronger position to negotiate for higher funding allocations and reach out to external donors.

The UN will work together with other development partners working in the area of peacebuilding and reconciliation, and put in place coordination mechanisms to ensure complementarity of interventions and no overlap. Additionally, with the PBF support, the UN hopes to demonstrate and secure its position as a knowledge leader in the area of peacebuilding in Sri Lanka, especially with regard to the application of innovative approaches at the intersection of reconciliation and politics. In so doing, the UN foresees key donors also working through the UN as their principle partner for the delivery of peacebuilding programmes. The UN will also begin developing a Peacebuilding Strategy with the Government, and will use the results of the PBF support to demonstrate the types of interventions required and the requisite funding allocations.

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)
Potential backlash from Government being seen as having their peacebuilding strategy influenced and/or driven by western powers	Low	Medium	The UN adopts a measured approach to all engagement, with a lower profile ensured for any partnership in the more politically sensitive areas.
Reconciliation process is perceived as non-inclusive and representative.	Low	High	The Government, at the highest level, has given its commitment towards a comprehensive reconciliation process, and the UN is working closely with government, political and civil society partners at all levels to promote and support consultation and inclusiveness.
Expectations of Sri Lankans with regard to the national reconciliation process not fully met	Medium	Medium	The UN will support the Government to invest in their communication strategy and plan
Potential for confusion between the work of ONUR and the post HR Council Resolution implementation.	High	Medium	Promote, through advocacy and technical support clear roles and responsibilities for the respective arms of Government, and a comprehensive strategy with regard to peacebuilding interventions.
Lack of adequate funding support including donor	Low	Medium	The UN will provide technical support to the ONUR for donor

funding to scale-up reconciliation activities			outreach and coordination, and support to the Government to access longer term PBF funding.
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c) Monitoring & evaluation:

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The project will be monitored in accordance with the IRF Results Framework (Annex B). UNDP will be responsible for monitoring and reporting of the Results Framework, and for budgeting for these activities accordingly. The project will aim to gather gender and age disaggregated data where relevant, and incorporate the same in the project reporting. Through the project's technical committee, and in consultation with the Reconciliation and Development Advisor, UNDP will ensure that at least bi-annual consolidated updates are provided to the Steering Committee.

In line with IRF Guidelines an end of project evaluation will take place during the final three months of the project. The evaluation will draw upon a mix of quantitative and qualitative tools.

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 Recipient UN Organisation on the basis of the signed Memorandum of Understanding between each Recipient UN Organisation 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 Recipient UN Organisation 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 Recipient UN Organisations 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 Recipient UN Organisation (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any Recipient UN Organisation 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 Recipient UN Organisation in accordance with its own regulations, rules, directives and procedures.

Each Recipient UN Organisation 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 Recipient UN Organisation 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 Recipient UN Organisation.

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

- Bi-annual progress reports to be provide no later than 15 July;
- Annual and final narrative reports, to be provided no later than three months (31 March) after the end of the calendar year;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to been 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 RECIPIENT UN ORGANISATION undertaking the activities. Matters relating to the transfer of ownership by the RECIPIENT UN ORGANISATION 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>).