European Union Delegation to Sri Lanka

"Mid-Term Evaluation of 'Strengthening Reconciliation Processes in Sri Lanka'"

FINAL REPORT

6 July 2020

A.R.S. Progetti S.P.A.
Ambiente Risorse Sviluppo

This project is funded by
The European Union

This project is implemented by ARS Progetti
Framework Contract SIEA 2018 Lot 3

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ACRONYMS AND ABBREVIATIONS

BC	British Council
BPG	Butterfly Peace Garden
CoP	Community of Practice
CPA	Centre for Policy Alternative
CSDP	Common Security and Defence Policy
CSOs	Civil society Organizations
DoA	Description of the Action
DOL	Department of Languages
DRCs	Divisional Reconciliation Committees
ENACT	Enhancing Assessment of Common Therapeutic factors
EPF	European Peace Facility
EQ	Evaluation Question
EUD	European Union Delegation
FLICT	Facilitating Local Initiatives for Conflict Transformation
FPI	Foreign Policy Instrument
FRC	Family Rehabilitation Centre
FSLGA	Federation of Sri Lankan Local Government Authorities
GIZ	*Gesellschaft für Internationale Zusammenarbeit*
GoSL	Government of Sri Lanka
IASC	Inter-Agency Standing Committee
IcSP	Instrument contributing to Stability and Peace
IGO	Intergovernmental Organization
IJR	South African Institute for Justice and Reconciliation
LLRC	Lessons Learnt and Reconciliation Commission
LTTE	Liberation Tigers of Tamil Eelam
M&E	Monitoring & Evaluation
MHPSS	Mental Health and Psychosocial Support
MIP	Multi-Annual Indicative Programme
MoNIOLSPHRA	Ministry of National Integration, Official Languages, Social Progress and Hindu Religious Affairs
MoNIR	Ministry of National Integration and Reconciliation
MoPA	Ministry of Public Administration
MoPA	Ministry of Public Administration
MTE	Mid-Term Evaluation
NAFSO	National Fisheries Solidarity Organisation
NGOs	Non-governmental Organisations

NILET	National Institute of Language Education and Training
NIPO	National Integration P Officer
NIPOs	District-level National Integration Promotion Officers
NIPOs	National Integration Programme Officers
OMP	Office of Missing Persons
ONUR	Office of National Unity and Reconciliation
PPP	Peacebuilding Priority Plan
PSS	Psychosocial support
SCRM	Secretariat for Coordinating Reconciliation Mechanisms
SDGs	Sustainable Development Goals
SFG	Search for Common Ground
SLIDA	Sri Lanka Institute of Development Administration
SRP	Strengthening Reconciliation Processes in Sri Lanka
TAF	The Asia Foundation
ToC	Theory of Change
ToT	Training of Trainers
UNCT	United Nations Country Team
UNFGG	United National Front for Good Governance
YMCA	Young Men's Christian Association

EXECUTIVE SUMMARY

Evaluation data			
Evaluation title	Mid-Term Evaluation of Strengthening Reconciliation Process in Sri Lanka		
Evaluation managed by	European Commission	**Type of evaluation**	Mid Term
CRIS ref. of the evaluation contract	C-410541	**EVAL ref.**	2020-M-1745
Evaluation budget	€121,780.00		
EUD/Unit in charge	Sri Lanka	**Evaluation Manager**	Fabrizio SENESI
Evaluation dates	**Start:** 30/01/2020	**End:**	23/01/2021
Project data			
Main project evaluated	Strengthening Reconciliation Processes in Sri Lanka		
CRIS # of the evaluated project(s)	D-39215		
DAC sector	15220 - Civilian peace-building, conflict prevention and resolution		
Contractor's details			
Evaluation team leader	Pierre ROBERT	**Evaluation contractor**	ARS PROGETTI SPA - AMBIENTE RISORSE
Evaluation expert(s)	Annette ENGLERT		
Project - Key information - D-39215			
Domain (instrument)	ACA - Asia & Central Asia		
Zone benefiting from the Action	Sri Lanka		
Total EU contribution	12,000,000.00 €		
Entity in charge	DEVCO F		
Operational implementation dates	**Start:** 06/04/2017	**End:**	06/04/2022

1. Description of the project

Background to the project

Sri Lanka experienced a violent conflict that lasted almost 30 years, pinning the armed group known as the Liberation Tigers of Tamil Eelam against government forces. The conflict ended in 2009 when government forces seized control of the last rebel strongholds. Hopes rose in 2015 that the country could be embarking on a road towards reconciliation after President Maithripala Sirisena took office, taking over from Mahinda Rajapaksa.

Under President Sirisena's administration, Sri Lanka took steps to repeal some presidential powers and committed to support peace and reconciliation efforts, recognized in UN Human Rights Council Resolution 30/1. The Office on Missing Persons (OMP), established under the Ministry of National Integration and Reconciliation (MoNIR), commenced operating in February 2018. The OMP has begun to compile a list of the missing and disappeared and has been building relationships with often sceptical communities. An Office for Reparations began operations in 2019. Other significant legal developments include the adoption of Acts on Victim and Witness Protection (2015) and on the Right to Information (2016), as well as the introduction of Certificates of Absence (2016, extended in 2019).

The November 2019 election of Gotabaya Rajapaksa (Mahinda's brother as Sri Lanka's president) fundamentally altered the context in which the Strengthening Reconciliation Processes in Sri Lanka (SRP) programme that is the object of the present mid-term evaluation has operated since its establishment in October 2017. The newly elected president was defence secretary in the last phase of the conflict, which ended after particularly high levels of violence led to widespread human-rights violations against civilians.

A comprehensive addressing of the legacies of the conflict, including advancing reconciliation, has remained elusive. Constraints included a political reluctance to engage with histories of state violence, alongside issues such as the constitutional crisis of October–November 2018, and security challenges epitomized by the suicide bombings of April 2019. These emerged from and fed ongoing deep-seated ethnic, religious and political cleavages. The new situation resulting from the November 2019 election may reverse or limit the impact of some of the measures taken since 2015.

The Government has in recent months distanced itself from the Joint Resolution process outlined above, adding to this concern. For example, the present government avoided the use of the Tamil language in the national anthem on the recent Independence Day celebration, a move supported by some parliamentarians. Meanwhile, the parliament elected in 2015 has been prorogued and general elections may be called as soon as constitutionally permitted and when sanitary conditions related to the Covid-19 pandemic allow.

Description of the project/programme and its objectives

The overall objective of the project, according to its logical framework (logframe) is that "Sri Lanka's reconciliation process is advanced". This objective is elaborated into a specific objective, as follows: "Government, non-governmental and grassroots organizations take joint action and responsibility in addressing key elements of the reconciliation process through an effective and coordinated mechanism."

The specific objective is to be achieved through two outputs:

- "More effective and accountable institutional arrangements within and between stakeholders of State and Civil Society support the reconciliation process.

- "Strategic initiatives to support the non-recurrence pillar of reconciliation (intra-communal, inter-communal and north-south) are systematically facilitated."

The activities implemented to deliver these outputs are organised into seven units, as follows:

- **Tracking reconciliation.** This includes in particular the development of a monitoring and evaluation system for SRP; a methodology for tracking government commitments towards reconciliation; and the development of a survey-based "reconciliation barometer".

- **Learning and institutional development.** This includes support for training and learning in the field of reconciliation; government capacity building, as well as activities to support networking among institutions and between institutions and civil society.

- **Policy and communication.** This includes the development of a communication and visibility strategy for the project; engagement with the media on reporting about reconciliation; support for government capacity-building in relation to communication concerning reconciliation; addressing hate speech on social networks; and reviewing national policies on reconciliation, social integration, culture and official languages.

- **Historical dialogue.** This includes experimenting with various ways to memorialize the past and engage in dialogue about it; supporting archives development and local commemorative spaces; encouraging universities to engage in historical dialogue; and implementing a mobile museum.

- **Psychosocial support.** This includes training for psychosocial support practitioners from government and non-government entities; encouraging access to psychosocial support for communities and groups in need; and supporting networking and sharing of experience among practitioners.

- **Arts and culture.** This involves support for artists and community arts groups to address reconciliation, diversity and identity and in community dialogue; supporting art as a medium for dialogue at community level; supporting relevant government art and culture initiatives, and engage fragmented communities to promote reconciliation.

- **Language.** This unit involves work towards non-discriminatory public service delivery; and capacity building for official interpretation.

2. Evaluation methodology

Purpose and scope of the evaluation

According to its terms of reference, the main objective of this evaluation is to provide the relevant services of the European Union, the German Foreign Office and the interested stakeholders with:

- An overall independent assessment of the past performance of the SRP project, paying particular attention to its intermediate results measured against its expected objectives and the reasons underpinning such results; and

- Key lessons learned, conclusions and related recommendations in order to improve current and future actions.

The terms of reference note that the mid-term evaluation will serve to understand the performance of the action, its enabling factors and those hampering a proper delivery of results in order to adjust its design.

Given that the programme is due to end in about two years, the team assumes that the EU may also take account of the mid-term evaluation in any future decision whether or not to implement a second phase – and if so under which modalities.

The scope of the mid-term evaluation is the entire project period, since its inception. The evaluation is based on the five standard evaluation criteria defined by the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD-DAC), to which are added the EU-specific criteria of EU added value and coherence/complementarity. The mid-term evaluation is also requested to consider cross-cutting issues including gender equality, environment and climate change, Sustainable Development Goals (SDGs), the principle of Leave No-One Behind and the rights-based approach.

Evaluation questions

EQ 1 To what extent does the project meet the needs of the beneficiaries and support government policies on reconciliation?

EQ 2 Have all relevant circumstances and potential risks affecting the project strategy been taken into account to possibly update the intervention logic (including targets, indicators and assumptions)?

EQ 3 To what extent are the project's objectives, outcomes and targets being met and an institutional change being promoted in strengthening reconciliation?

EQ 4 How satisfactory is the quality of the outputs?

EQ 5 To what extent do partner government, non-government and grassroot organisations take joint action and assume responsibility in addressing key elements of the reconciliation process?

EQ 6 Have project-related negative results occurred?

EQ 7 Have the implementation mechanisms selected (including choice of implementation modalities, entities and contractual arrangements) proved to be conducive to the achievement of the expected results?

EQ 8 To what extent do resources funded by the action, and actually made available, correspond to the needs of the action?

EQ 9 To what extent where more results achieved through synergies with the help of other donors and organizations?

EQ 10 What are the strengths and challenges of the project in ensuring sustainability – especially financial (budget availability); institutional (taken up by government); social (local ownership)?

EQ 11 To what extent are key stakeholders acquiring the necessary organizational and human capacities to ensure the continued flow of benefits?

EQ 12 What are the prospects for the project to influence the political, social and institutional context with regard to reconciliation? In which ways would such influence be observable?

EQ 13 Are there (is it likely there will be) any secondary or unexpected effect, positive or negative, of the SRP project beyond those included in the logical framework?

EQ 14 Is the SRP project able to achieve, as a result of EU support, results or outcomes that could not have been achieved in the same way through the support of other donors?

EQ 15 To what extent is the SRP project taking into account the activities of other donors and institutions working in similar fields in Sri Lanka?

EQ 16 To what extent is the SRP project consistent, and able to develop synergies, with other EU-supported projects and programmes in Sri Lanka?

EQ 17 To what extent are human rights mainstreamed into the SRP project design and implementation?

EQ 18 To what extent is gender equality integrated into the project design and implementation, including in relation to civil society/media engagement?

Methodology

The mid-term evaluation began in January 2020 with a desk analysis of extensive project documentation provided by the EU Delegation and the SRP management team. An inception report was submitted in early March 2020. The field phase was planned for the period 11–30 March, and the synthesis (reporting) phase for the first half of April.

The field phase began on 11 March as planned, and the team held meetings in person until 14 March. From that date, the team conducted virtually only remote interviews because of the Covid-19 pandemic: the two Europe-based experts did so from their Colombo hotel and their two Sri Lankan colleagues working from home. It became clear in the week of 16 March that the lockdown situation was going to last, and that travel to Europe would become increasingly difficult. As a result, the EU Delegation and ARS Progetti agreed that the two Europe-based consultants should return home as soon as possible, and that the "field phase" would be completed solely with remote interviews. The two Europe-based consultants reached Europe on 20 March.

The process of conducting remote interviews went well, somewhat to the surprise of the consultants. The SRP team (whose members were themselves mostly working from home) expended much energy arranging interviews with stakeholders, using the phone and other relevant internet-based technology (WhatsApp and Skype, mostly). Stakeholders were generally very comfortable talking to the evaluators despite not seeing them in person; concern that some would be intimidated by the technology proved misplaced. The evaluators also took stakeholders' willingness to discuss the project as a sign of them having a generally positive experience, despite the challenges.

In the event, the evaluators were able to conduct about 85 interviews (including those in person early in the process), talking to over 100 people (for a detailed list of interviewees, see Annex). These included:

- EU Delegation and German Embassy representative (co-funders of the project);
- GIZ and British Council project teams and senior management;
- Partner ministries' officials (at Assistant Secretary and former Secretary level, and their collaborators);
- District-level national integration promotion officers;
- Leaders, members and volunteers of partner NGOs and CSOs;
- Participants in training session for journalists on coverage of reconciliation issues;
- Other beneficiaries of activities: film-makers, students, artists.

It was not possible during the period to talk to members of the Donor Reconciliation Working Group and to a relevant UN Country Team representative. However an interview with a Country Team member was conducted in the week of 6 April 2020.

Limitations

The key challenge affecting this mid-term evaluation was the sheer amount of activities implemented and its nationwide outreach compounded by the coronavirus pandemic and the implications of travel and contact restrictions. Thus, it was impossible to travel out of Colombo and to the conflict-affected districts to assess each activity individually and to meet final target beneficiaries. However, the evaluators were able to consider each activity cluster in some detail and to discuss these with a relevant number of key stakeholders such as project partners, allies and some external resource persons. In addition, it was possible to have discussions at the "macro" or broader strategic level with GIZ and British Council project team members. This gave the evaluators a sufficiently rounded view of the project so that they could develop evidence-based findings and recommendations on this level.

Beyond the challenges and limitations described above, the evaluation team was able to mitigate those risks identified already in the inception phase referring to the political conflict context of the project such as possible mistrust of interview partners, polarization of opinions and willingness of government officials to share opinions. The well-established partnerships of GIZ were highly relevant to prevent these risks occurring.

The Covid-19 pandemic had an impact on the evaluation process. Its impact will, however, go substantially beyond the evaluation. Sri Lanka is currently under lockdown, and the lifting of lockdown conditions is most likely to occur gradually. Subsequent lockdowns may be re-imposed if epidemic "waves" occur. Many stakeholders in the project – not least the donors and the Government of Sri Lanka – are currently engaged in wide-ranging reflection about the "post-pandemic" world in general, and about their own priorities in this context.

3. Key findings

Answers to the evaluation questions and findings

The SRP project is generally very relevant, in the sense that it is based on a sound understanding of the concept of reconciliation and its relationship with the non-recurrence pillar of transitional justice (alongside truth-seeking, justice, and reparations) and on a comprehensive overview of the policy, political, cultural, linguistic, psychological and other aspects of reconciliation. The project design also benefited from GIZ's long experience of working in this and related conflict-resolution areas in Sri Lanka, and its knowledge of the work of relevant civil society organizations. Contributing further to the relevance of the project is the well-thought-out strategy and practice of seeking sustained dialogue with government institutions, making good use of statements by the GoSL itself to advance the reconciliation agenda. This is also consistent with the EU's support, set out in the 2014-20 Multi-annual Indicative Programme, for the UN call to engage in reconciliation.

The project is also generally very effective: despite delays in a number of areas, the project is mostly on track to achieving its planned activities and delivering the expected outcomes within the project period – although the current crisis related to the Covid-19 pandemic will impact on implementation for a significant period. The substantial amount of work done in relation to training and capacity building of civil servants in various fields – as well as of civil society partners and other beneficiaries – lays the groundwork for on-going delivery of results. This is further supported by the presence of highly skilled advisors and teams in the various units. Outputs, ranging from training curricula and sessions to publications and support to individual artists, have been reported by users and beneficiaries (and, where possible, assessed by the evaluators) as being of a high standard.

The project's efficiency is appropriate in the following ways:

- The budget is in line with requirements. Apart from grants and subsidies, the main area of spending is in relation to staff and consultants, which is logical because the project is intrinsically knowledge-based. The expenditure is reflected in the level of skill and experience demonstrated by SRP staff members and other personnel (trainers, consultants, etc.). The other sizeable area of operational spending is related to grants and subsidies – the largest single amount being the grant to the British Council in relation to Units 6 and 7.

- Expenditure to date is generally roughly in line with expectations, though the project is somewhat underspent considering that it is more than halfway through its implementation period. This is to be explained in part by initial delays, and in part by the fact that workplans provide for substantial expenditures in the final 18 months or so of the project. In addition, there is substantial underspending on Unit 7 because of operational delays (see above).

- Factors contributing to efficiency also include the high level of skill and commitment of the project team members. The management structure is well suited to ensuring that the project is managed efficiently, with the management team able to address concerns in a timely manner, and being kept accountable by the Steering Committee and by the senior country management of GIZ in Sri Lanka.

The project presents many elements of sustainability, in the sense that some key activities and processes implemented during the project period are likely to be carried over by institutional and civil society partners, if the project ends in late 2021. These include:

- The Barometer, as a (mainly survey-based) tool and methodology to analyse and assess attitudes and progress towards reconciliation, is a part of the project that, by design, is able to be implemented as a standalone activity.

- On the cultural side, the mobile museum is also in principle an element that could continue to be run as an independent activity – the project team having already developed initial blueprints in this respect.

- Many other elements of the project include training and skills development in various fields (ranging from psychosocial support to policy development). The skills acquired by civil servants and CSO members are also, in principle, able to be used beyond the project period. Government officials interviewed expressed a clear willingness to make use of the skills they and their colleagues acquired, in such fields as language training and reconciliation policy development.

While it is obviously premature to assess fully the project's impact, it is possible to identify elements of likely impact. These include:

- It is likely that the groundwork conducted by the project – ranging from policy advice to the development of language training curricula and outreach to the public through social networks and other elements – may contribute to changes in attitudes on the part of public servants and other target groups, which would outlast the duration of the project.

- The holistic nature of the project – addressing aspects as diverse as institutional development, culture/language, support to the vulnerable, etc. – is likely to contribute to the reconciliation agenda remaining in the public sphere beyond the project period, including in the culture world.

The units' activities are based on rigorous examination of similar activities in their sector, based on mapping of other projects and activities by government and non-government actors. Moreover, the units maintain updated knowledge of their sector. This has enabled the units to make strategic alliances to carry out activities.

4. Conclusions

C1	There is likely to be continued interest on the part of government institutions to engage with the project, at local and national levels. Existing entry points used till late 2019 might therefore help the project achieve a degree of resilience, provided the project takes account of the dominant political discourse since the 2019 presidential election.
C2	The multiplicity of different approaches through the seven Units is in itself contributing to the project as a whole continuing to meet needs. In that sense, the nationwide spread of project activities is also relevant. Each individual unit contributes to the overall relevance of the project. This owes much to its thoughtful design, its holistic approach and its focus on vulnerable groups, as well as to the quality of its gender strategy.
C3	One external risk concerns the continuing polarization of the political environment. As a result, the path towards implementation of the reconciliation agenda is narrow, and future relevance might be hampered if government engagement cannot be maintained at the current level, both with central and local authorities. The project has effectively mitigated this risk, to date, through a multiplicity of forms of engagement and development of a broad range of interlocutors, and by bringing tangible benefits to departments (such as policy advice, training, dialogue platforms with civil society, etc.).
C4	Another, lower, risk, is that partners involved in a particular SRP unit, or possibly the broader public, focus solely on one unit's outcomes and lose sight of the project's overall objective and outputs. This is mitigated by the visibility of a broad range of unit-level outputs. However, as the project makes on-going adjustments to its communication strategy, it will be important that it develops more key messages highlighting the overall objective of strengthening reconciliation processes.
C5	A project management risk is posed by possibly diverging interpretations of the Specific Objective and outputs. As detailed in the report, some of the wording of these items may raise unrealistic expectations. The theory of change as it stands, as well as the overall logframe, indicators and unit workplans, helps mitigate this risk because it provides clear and realistic milestones for the project to achieve in the course

	of its implementation. Nevertheless, it would be advisable to ensure that the SRP management team and donors agree that these items are interpreted along lines suggested in this report.
C6	The key limitations to effectiveness have been related to the political environment (the mid-term evaluation took place before the Covid-19 pandemic caused a freeze in most project activities). There were also specific factors affecting the implementation of Unit 7: accumulated delays in the activities of this unit make it unlikely that planned outputs can be delivered within the project period. However, in this and in each of the other units, high-quality groundwork has been conducted to date, which this project (and any successor) should be able to build on.
C7	Although effectiveness is not as such particularly at risk at this point (except to the extent the pandemic places all projects at risk), it will be important for the project to pay particular attention to creating as many synergies and as much coordination and cooperation as possible across units, so that the project can eventually deliver the project-level outputs and outcome that are expected.
C8	The project is also remarkably efficient, in the sense that it makes very good use of its financial and human resources, and that its management is accountable and reactive. The project team as a whole demonstrates a high level of skill and commitment. Its skills and expertise are widely recognized by partners, and doubtless contribute to the credibility of the project with both government and civil society.
C9	Interviews with stakeholders make clear that the project is likely to achieve substantial elements of sustainability, by imparting skills and knowledge, and establishing coordination processes that partners may be able to carry over beyond the end of the project period. Virtually every SRP unit has the scope to deliver sustainable results, and these are likely to contribute to the strengthening of reconciliation processes referred to in the Specific Objective. However, it is important that expectations relating to the legacy of the project are clarified, and an exit strategy is formulated, to encourage more inter-unit synergies, and clear public messages about the reconciliation agenda over the longer term.
C10	It is clear from project documents and reports that gender equality has been prioritized since the start. So have gender balance in terms of project management, uptake of the history of gender-based violence in memorialization, and gender equality in the Barometer methodology and data. Similarly, the project is mindful of vulnerability in terms of ethnicity and other aspects of identity, and the same questions about mainstreaming should be considered during the field visit.
Lessons to be learned	
L1	**Holistic approach.** One of the most valuable features of SRP is its holistic nature – the fact that it addresses reconciliation from a wide range of angles. These include governance, institutional capacity building, advocacy, culture and arts, history, languages, as well as civil society engagement. It is essential that any successor project to SRP should preserve, to the extent possible, this holistic approach.
	Supporting the most vulnerable, such as the plantation community youth, was an effective tool to give voice to marginalized communities.
L2	**Theory of change.** While a formal theory of change is not an explicit prerequisite in the EU and German Foreign Ministry grant process, it is advisable to make a theory of change explicit at the very beginning of the project's conceptualization, in order to have a clear vision of the underlying assumptions and of the corresponding project strategic approach. This also helps facilitate continuous monitoring and adjustments if conditions are changing or initial assumptions need to be questioned.
L3	**Risk mitigation.** In reconciliation processes following protracted conflict situations such as that experienced by Sri Lanka, a relapse into earlier conflict phases and sudden changes in the political power constellations should always be considered as possible. To mitigate this risk, it is important to plan for such a scenario.
L4	**Project inception.** SRP involved innovative approaches for which little previous experience was available. It was also a fairly large project with a substantial budget and management requirement. It is important for these two reasons to plan for an inception phase to build up staff and management before actual implementation of activities. In this regard, the recruitment of staff members who have extensive

	experience in the subject matters covered by the various project units enabled successful delivery and flexibility in an environment of uncertainty.
L5	**Government engagement.** One important element of this project is the sophistication of its government engagement strategy. The project team expands substantial resources understanding government dynamics and cultivating links with relevant officials to address reconciliation issues, while also shaping activities in such a way as to ensure that they bring tangible benefits to participants (acquisition of skills, dissemination of good practices, etc.). A related lesson is the need to develop parallel advocacy and capacity-building strategies.
L6	**Capacity building.** The project has been very effective in this aspect, both in relation to government institutions and to civil society partners. This is a major asset, which a future project should build on, by developing an explicit strategy - for example one that would seek to strengthen resilience among civil society partners, and encourage openness to civil society dialogue among institutional partners.
L7	**Advocacy & communication strategy (Unit 3).** It is important for the project to develop an advocacy strategy and communication strategy, advocacy being the part of the strategy seeking to influence government policy, while communication concerns messages directed at a broader range of targets. This means that the project should make as explicit as possible the range of policy changes it seeks in relation to the government. In addition, identifying CSO partners who have long-standing commitment to issues of reconciliation addressed by the project as well as strong relationships with communities and government has strengthened the project's impact and sustainability.
L8	**Memory, culture and arts (Units 4 and 6).** The key lesson in this respect is that mainstreaming an understanding of reconciliation in arts and culture is a long-term process of trial and error, requiring flexibility and empathy on the part of the project. It has had impressive achievements to date on the "supply" side (museum, film festival, support to individual artists), but fostering "demand" is a longer process. The museum is particularly suitable for developing a special format suited to the most conflict-affected areas, in which as many units as possible can contribute contents that meets local needs. This may also help and enhance synergies between the units. In addition, exchange programmes have proven particularly effective in bringing members of different ethnic groups, including the members of communities formerly in conflict, closer together, and to reduce negative stereotypes.
L9	**Community of practitioners (Unit 5).** Establishing links among like-minded persons and creating a community of practitioners is an effective mechanism to ensure project impact and sustainability.
L10	**Language (Unit 7).** The project, despite its difficulties in achieving the expected results related to bi- or trilingualism, highlights the fact that multilingual communication is a professional – and not just clerical – skill, that should be fostered throughout government. The professionalism of the project - developing new curricula and proficiency assessment methods – should also be maintained in a future phase.

5. Recommendations

No.	Recommendation	To be implemented by whom?	Priority	Importance
R1	The EU should grant an extension to the project so as to ensure that originally planned results can be delivered and to provide as seamless as possible a transition towards the new programming period. It should also consider including a second SRP phase into its future flagship programming.	EU Delegation	Short term	High
R2	It will be important for the team to review the project's theory of change. Some elements of the logical framework should be reviewed, particularly to provide more qualitative indicators.	SRP project team	Short term	High

R3	The SRP management team and the Steering Committee should agree on the interpretation of the wording of the Specific Objective and the Outputs. Suggestions to that effect are included in this report.	SRP project team Steering Committee	Short term	High
R4	**Unit 1**: Consider using the national SDG report as a starting point to re-establish dialogue with the government; add a concept note on UN Security Council Resolution 1325 to the Barometer; broaden the range of stakeholders consulted; work with more government institutions.	SRP project team	Short term	High
R5	**Unit 2:** Enhance synergies between platforms; seek to institutionalize the debating spaces.	SRP project team	Short term	Medium
R6	**Unit 3:** Emphasize the holistic nature of the project in the communication work; highlight underlying causes of conflict.	SRP project team	Short term	Medium
R7	**Unit 4:** Develop a smaller version of the Mobile Museum; consider local use of different formats; offer more guided tours; emphasize gender aspects; strengthen university exchanges.	SRP project team	Short term	Medium
R8	**Unit 5:** Further enhance the capacities of partners; help them develop geographically and scale up their services; help improve the quality of government services; build detailed sustainability plans.	SRP project team	Short term	Medium
R9	**Unit 6:** Develop a visual framework for the unit's approach; establish a community of practice; provide opportunities to youth from vulnerable groups; enhance the use of photo exhibitions.	SRP project team	Short term	Medium
R10	**Unit 7:** Review work plan till the end of the project period (extension included) in view of the British Council and counterpart agencies' capacity; consider reallocating funding to other units with a view to reinforcing the project's overall impact.	SRP project team	Short term	Medium

1. INTRODUCTION

1.1 DESCRIPTION OF THE ACTION

This is the synthesis report of the mid-term evaluation of the project entitled **"Strengthening Reconciliation Processes in Sri Lanka"** (hereafter the SRP project), implemented by the Gesellschaft für Internationale Zusammenarbeit (GIZ, Society for International Cooperation) and the British Council. The project started in November 2017 and is due to end in October 2021. Funding for the action is provided by the European Union (€11.75 million) and the German Foreign Office (€2.4 million).

The overall objective of the project, according to its logical framework (logframe) is that "Sri Lanka's reconciliation process is advanced". This objective is elaborated into a specific objective as follows:

> *Government, non-governmental and grassroots organizations take joint action and responsibility in addressing key elements of the reconciliation process through an effective and coordinated mechanism.*

The specific objective is to be achieved through two outputs.

Output 1

More effective and accountable institutional arrangements within and between stakeholders of State and Civil Society support the reconciliation processes.

The delivery of this output is monitored through a set of six indicators. The Description of the Action (DoA) identifies three "clusters of activities" that are to contribute to the achievement of this output:

- **Facilitating learning and strengthening institutions.** This includes support for training, learning and institutional development in the field of reconciliation, government capacity building, and activities to support networking among institutions and between institutions and civil society.

- **Tracking progress on reconciliation.** This includes in particular the development of a monitoring and evaluation system for SRP, a methodology for tracking government commitments towards reconciliation, and the development of a survey-based "reconciliation barometer".

- **Promote public discourse and inclusive policy making.** This includes the development of a communication and visibility strategy for the project, engagement with the media on reporting about reconciliation, support for government capacity-building in relation to communication concerning reconciliation, addressing hate speech in social networks, and reviewing national policies on reconciliation, social integration, culture and official languages.

Output 2

Strategic initiatives to support the non-recurrence pillar of reconciliation (intra-communal, inter-communal and North-South) are systematically facilitated.

This output is monitored through 12 indicators. The DoA identifies the following related clusters of activities:

- **Reducing language barriers.** This cluster involves work towards non-discriminatory public service delivery and capacity building for official translation and interpretation services.

- **Dealing with the past.** This includes experimenting with various ways to memorialize the past and engage in dialogue about it, supporting archive- development and local commemorative spaces; encouraging universities to engage in historical dialogue, and implementing a mobile museum.

- **Psychosocial support.**[1] This includes training for psychosocial support practitioners from government and non-government entities, encouraging access to psychosocial support for communities and groups in need, and supporting networking and sharing of experience among practitioners.

- **Arts and culture.** This involves support for artists and community arts groups to address reconciliation, diversity and identity and in community dialogue, supporting art as a medium for dialogue at community level, supporting relevant government art and culture initiatives, and engage fragmented communities to promote reconciliation.

It is important to note that aspects of the outputs and clusters deliberately overlap. This is part of the intervention logic (reviewed below), where "horizontal" (cross-government and including civil society) aspects and "vertical" ones (linking government with civil society and grassroots) are explicitly meshed to deliver a "shared framework of national reconciliation".

1.2 NATIONAL CONTEXT

The November 2019 election of Gotabaya Rajapaksa as Sri Lanka's president fundamentally altered the context in which the SRP project operates. The newly elected president acted as defence secretary during the last phase of the conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam, which ended in 2009 after particularly high levels of violence led to the group's military defeat amid widespread human-rights violations against civilians.

The context was different at the time the project was designed. The DoA, written in 2016-17, refers to a "changing and cautiously positive environment [since August 2015] (…) creating conditions for accountability, reconciliation and peacebuilding."[2] Indeed, Sri Lanka appeared to be moving towards reconciliation in 2015, after President Maithripala Sirisena took office, taking over from Gotabaya Rajapaksa's elder brother Mahinda. Under the Sirisena administration, Sri Lanka took steps to repeal some presidential powers and committed to support peace and reconciliation efforts, recognized in UN Human Rights Council (HRC) Resolution 30/1 (the Joint Resolution). The Office on Missing Persons, established under the Ministry of National Integration and Reconciliation, commenced operating in February 2018 and began to compile a list of the missing and disappeared, building relationships with often sceptical communities. An Office for Reparations began operations in 2019. Other significant legal developments include the adoption of Acts on Victim and Witness Protection (2015) and on the Right to Information (2016), as well as the introduction of Certificates of Absence (2016, extended in 2019).

However, a comprehensive addressing of the legacies of the conflict, including advancing reconciliation, has remained elusive. Constraints included a political reluctance to engage with histories of state violence. Local elections in February 2018, in which Mahinda Rajapaksa's

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1 Psychosocial support was not included as a cluster in the original description of the action, though it was referred to as an activity under Output 2. It was mentioned as part of what is now described as the historical dialogue cluster.

2 See Description of the Action, p. 7.

party won the most seats, signalled dissatisfaction with the governance of President Sirisena, who responded by reshuffling ministerial posts, including the Ministry of National Integration and Reconciliation. A constitutional crisis in October-November 2018 effectively paralyzed the government. The Easter Sunday suicide bombings in April 2019, which killed 259 people and caused hundreds more injuries, attributed to an extremist violent Islamist group, deepened the crisis. These events fed deep-seated ethnic, religious and political cleavages.

The new situation resulting from the November 2019 election may reverse or limit the impact of some of the measures taken since 2015. The Government has in recent months distanced itself from the Joint Resolution process outlined above, adding to this concern. For example, the current government avoided the use of the Tamil language version of the National Anthem on the recent Independence Day celebration, a move supported by some parliamentarians. Meanwhile, the parliament elected in 2015 has been prorogued and general elections may be called as soon as constitutionally permitted. The SRP project is therefore operating in a difficult context marked by exacerbated sensitivity on the part of the Government and its supporters about any action that may be perceived as foreign interference, and by the continued polarization of society.

1.3   EU APPROACH

The added value of the EU in relation to the SRP project is discussed in the following chapter. The EU has a longstanding commitment to conflict prevention and resolution, which may be illustrated by the following key steps. In 2009, it adopted the EU Concept on Strengthening EU Mediation and Dialogue Capacities, which seeks to strengthen its own involvement as mediator and to promote, support and fund mediation processes. The 2009 Concept set out guiding principles[3] and addressed issues of cooperation and coordination with other international actors. It also addressed operational aspects of mediation and dialogue support.

Building on the 2009 concept, the EU published in 2016 a Global Strategy for the EU's Foreign and Security Policy, which set out the goal of implementing a "multi-dimensional" approach to conflict "prevention, resolution and stabilization". In 2018, the EU High Representative for Foreign Affairs and Security Policy set out plans for a European Peace Facility, an off-budget fund (currently estimated to reach €10.5 billion when complete) aimed at supporting peace keeping and security. The European Peace Facility will be primarily aimed at funding the common costs of EU military Common Security and Defence Policy and is not designed to finance expenditure (such as mediation support) that is currently eligible for funding under the EU's budget. Nevertheless, it is likely that guidelines will be developed in the context of the EFP's establishment, to delimit more specifically the respective scope of the EFP and that of other instruments such as the Foreign Policy Instrument and the Instrument contributing to Stability and Peace. In 2019, the European Parliament adopted a resolution on "Building EU capacity on conflict prevention and mediation", which *inter alia* "supports the more coherent and holistic engagement of the EU in external conflicts and crises, [and] considers that the integrated approach to external conflicts and crises constitutes the added value of the Union's external action (…)."

In relation to Sri Lanka, the 2014-2020 Multi-Annual Indicative Programme set out governance and institutional strengthening as a cross-cutting priority. In November 2015, the Council of the EU issued conclusions on Sri Lanka, identifying opportunities for further engagement with the Government of Sri Lanka, including on reconciliation. In addition to welcoming developments that took place that year, the Council noted the need for "a broad domestic dialogue and consultation" on wider constitutional change. The Council conclusions laid the

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3   The guiding principles address issues such as the need for a holistic approach ("comprehensiveness"), the need to take account of transitional justice and human rights, the promotion of the participation of women, etc.

groundwork for a review of the Multi-Annual Indicative Programme that provided for support for reconciliation, while also remaining consistent with the governance/institutional strengthening agenda identified earlier.

1.4   METHODOLOGICAL OVERVIEW

This mid-term evaluation followed a mixed-methods and gender-responsive evaluation approach, according to the EU evaluation standards and requirements. The data analysis includes secondary data assessed as part of the desk review initiated during the inception phase, and continued during the field phase. The data also included primary data collected during the field mission in the form of semi-structured interviews and focus group discussions. Triangulation of sources, methods and hypotheses ensured an objective as well as thorough analysis of all collected data, which formed the basis for formulating findings and drawing conclusions. Recommendations and lessons learned were derived from these analyses. Recommendations were formulated in such a way that they can realistically be put into practice, as appropriate, in the remaining project period.

1.5   DATA COLLECTION TOOLS

The evaluation team used the following information gathering tools:

- **Desk analysis.** This involved studying all documentation received from the project team; compiling other relevant documentation from public sources such as government, NGOs, intergovernmental organizations, academic institutions, etc. These have been be used at the inception stage to formulate preliminary hypotheses that were in the course of the field visit (see next chapter), and to triangulate information against other sources such as interviews.

- **Semi-structured interviews** with a range of stakeholders (identified below), including beneficiaries of project activities. This involved assessing the project, on the basis of the evaluation matrix, and taking account of each stakeholder's particular area of work, level of knowledge or experience of the project, and other specificities. The evaluators ensured that interviewees were also given opportunities to raise issues of their choice, even if they were not covered in the evaluation questions. Interviewees were also given time to address future needs, identify good practice that they would like to see reproduced, and to raise any concerns.

- **Focus group meetings** with groups of stakeholders. These meetings primarily brought together people who have a shared experience of an aspect of the project – for example participants in a cycle of training sessions. The meetings primarily helped to assess the activities in which the meetings' participants were involved. The meetings also addressed other aspects, such as the overall needs of participants or their views about the quality of inputs received. As in the case of individual interviews, focus group meetings were used to give time to participants to look into the future and make corresponding recommendations.

1.6   EVALUATION PROCESS

The mid-term evaluation began in January 2020 with a desk analysis of extensive project documentation provided by the EU Delegation and the SRP management team. An inception

report was submitted in early March 2020. The field phase was planned for the period 11-30 March, and the synthesis (reporting) phase for the first half of April.

The field phase began on 11 March as planned, and the team held meetings in person until 14 March. From that date, the team conducted remote interviews because of the ongoing Covid-19 pandemic: the two Europe-based experts did so from their Colombo hotel and their two Sri Lankan colleagues working from home. It became clear in the week of 16 March that the lockdown was going to last, and that travel to Europe would become increasingly difficult. As a result, the EU Delegation and ARS Progetti agreed that the two Europe-based consultants should return home as soon as possible, and that the "field phase" would be completed solely with remote interviews. The two Europe-based consultants reached Europe on 20 March.

The process of conducting remote interviews went well, somewhat to the surprise of the consultants. The SRP team (whose members were themselves mostly working from home) arranged interviews with stakeholders via phone and virtually (mainly using WhatsApp, Zoom and Skype). Stakeholders were generally very comfortable talking to the evaluators despite not seeing them in person; concern that some would be intimidated by the technology proved misplaced. The evaluators also took stakeholders' willingness to discuss the project as a sign of them having a generally positive experience, despite challenges.

The evaluators were able to conduct about 85 interviews (including those in person early in the process), talking to over 100 people (for a detailed list of interviewees, see the Annex). These included:

- The EU Delegation and German Embassy representative (co-funders of the project);

- GIZ and British Council project teams and senior management;

- Partner ministries' officials (at Assistant Secretary and former Secretary level, and their collaborators);

- District-level national integration promotion officers;

- Leaders, members and volunteers of partner NGOs, CSOs;

- Participants in training session for journalists on coverage of reconciliation issues;

- Other beneficiaries of activities: film-makers, students, artists.

1.7   CONSTRAINTS AND LIMITATIONS

The key challenge affecting this mid-term evaluation was the impact of the pandemic caused by the spread of coronavirus. The field visit, planned to last 20 days, was originally due to be divided in roughly equal parts between meetings in Colombo and visits to various provinces for meetings with local beneficiaries and partners. The team of four consultants was supposed to divide into pairs so they could cover the largest possible amount of ground. As a result of the pandemic, visits outside Colombo proved impossible and in-person meetings had to be curtailed during the field phase. In practice, the field phase was therefore implemented as follows:

- From 11 to 14 March, in-person meetings took place as planned, with minimal exceptions. The kick-off meeting was held at the EU Delegation's office, as were a number of meetings in the GIZ offices and in government departments. Team members could also observe some project activities.

- From 15 to 19 March, the two European consultants had to self-isolate in their hotel, and interviews were held by phone and via online apps (Skype, Zoom, WhatsApp), with the two Sri Lankan consultants also being involved online.

- After the European consultants' return to Europe on 20 March, further interviews were held virtually, also involving the two Sri Lankan team members. Similarly, the final debriefing sessions were held online.

It was therefore impossible to travel outside Colombo and to the conflict-affected districts to assess each activity individually and to meet final beneficiaries in person. However, the evaluators were able to consider each activity cluster in detail and to discuss these with a relevant number of key stakeholders such as project partners, allies and some external resource persons. In addition, it was possible to have discussions at the "macro" or broader strategic level with GIZ and British Council project team members. This gave the evaluators a sufficiently rounded view of the project, so that they could develop evidence-based findings and recommendations on this level.

It was not possible during the period to talk to members of the Donor Reconciliation Working Group and to a relevant UN Country Team representative. However, an interview with a Country Team member was conducted in the week of 6 April 2020. Also it was not possible to talk to some beneficiaries such as rural women, heads of households, individual visitors to the Mobile Museum, and other participants in activities that the team would have been able to interview, had they observed activities outside Colombo.

To some extent, the Covid-19 pandemic had an impact on the mid-term evaluation process, as outlined above. Its impact will, however, go substantially beyond this evaluation. Sri Lanka is currently under lockdown, and the lifting of lockdown measures is most likely to occur gradually. Subsequent lockdowns may be re-imposed if epidemic "waves" occur. Many stakeholders in the project – not least the donors and the Government of Sri Lanka – are currently engaged in wide-ranging reflection about the "post-pandemic" world in general, and about their own priorities in this context. Without speculating about the outcome of such reflection, it is clear already that the pandemic will impact the project's implementation, as follows:

- Activities are being delayed and some may have to be cancelled.

- It is reasonable to assume that governance underpinned by the newly elected parliament will not be established until sometime in the second half of 2020.

- While project activities are impacted by the lockdown, many project costs – especially salaries and other staff costs – must still be paid.

The synthesis report took account of these considerations, particularly with regard to recommendations.

1.8   RISKS AND ASSUMPTIONS

Beyond the challenges and limitations described above, the evaluation team was able to mitigate those risks identified already in the inception phase referring to the political conflict context of the project such as possible mistrust of interview partners, polarization of opinions and willingness of government officials to share opinions. The well-established partnerships of GIZ were highly relevant to prevent these risks of occurring. In addition, the team assured interview partners of their neutrality and independence as well as the strictly confidential treatment of information sources.[4]

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4   To maintain confidentiality, we do not in our reports attribute any statement to a particular source. We list the informants we talk to in an annex to the final report, but not to attribute a view to an individual.

2   FINDINGS

2.1   RELEVANCE

EQ 1[5]   To what extent does the project meet the needs of the beneficiaries and support government policies on reconciliation?

EQ 2   Have all relevant circumstances and potential risks affecting the project strategy been taken into account to possibly update the intervention logic (including targets, indicators and assumptions)?

The SRP project is highly relevant, in the sense that it is a very well-thought-out response to a need that has itself been thoroughly and appropriately analysed and understood.

The overall project design is based on the country Peace and Conflict Assessment conducted by the UN in 2016. The research study identified the major key challenges in the reconciliation process referring to the various policy areas, among them such as:

> *"the need of a societal horizontal (inter-elite) and vertical (deeper social) consensus as prerequisites for a robust peacebuilding, strengthened government accountability, need to rebuild trust and cohesion between people of all communities to dispel mutual suspicion, space for memorialization by victims and people of all communities, to address unresolved issues of psycho-social trauma and issues of felt discrimination"* (e.g. re. the Tamil language).[6]

GIZ has a long-standing presence in Sri Lanka, where it had worked on reconciliation issues for at least a decade before initiating the SRP project. GIZ has an excellent knowledge of the actors involved in reconciliation, some of which had been its partners in earlier projects. As a major project implementer in Sri Lanka, GIZ is also familiar with government structures. As a result of its long-standing presence and record in relation to conflict resolution, GIZ is in a good position to consult with civil society and institutional actors about the design of the project.

The project design took account of a methodology to monitor reconciliation processes, developed in the early 2000s by the South African Institute for Justice and Reconciliation. This methodology is centred on public opinion surveys concerning a range of issues pertaining to reconciliation, such as notions of identity, ways of dealing with the past, access to justice, security, livelihoods and governance. These are structured and interlinked, resulting in a synthesis which the Institute for Justice and Reconciliation named "Barometer" – thus highlighting the methodology's ambition not just to assess the current situation regarding reconciliation, but also to identify patterns that may point to future trends and inform the project's strategic orientation.

The project design is also relevant as a result of its alignment with Sri Lanka's national approach to reconciliation, as implemented since 2015. This involved support for the reconciliation principles set out by the UN Human Rights Council, reflected in the central role given to the Office of National Unity and Reconciliation.

The division into units also helps the project adapt to a changing environment, not just in terms of practical challenges (such as dealing with delays, etc.) but also because it is conducive to

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5   EQ: Evaluation question

6   Nishan de Mel, Rajesh Venugopal, Peacebuilding Context Assessment Sri Lanka 2016

effective project management. Beyond the ability to deliver its workplan, each unit is in a position to review its own strategy on an on-going basis. The project is managed by a 13-strong management team[7] who, on top of contributing to the day-to-day management of the units, is also able to chart and review the project's overall strategic direction. This enhances the project's ability to adapt to its changing environment, and therefore its overall relevance.

The relevance of the project is strengthened further by the appropriate selection of partners. The project is working with Sri Lankan CSOs that have extensive experience in the fields in which they cooperate with GIZ. Organizational capacity issues were appropriately taken account of, in that GIZ reviewed the capacity of the partners from that point of view, and provides support to those that need it.

Project design

As the project document makes clear, the project was designed taking account "an agenda of good governance" underpinning the government established in August 2015. The concept of good governance is important to understanding the strategy and design of SRP. As the project document notes, the government established in 2015 initiated policy steps that were in sharp – even spectacular – contrast to those of the previous government. Beyond its obvious role as an electoral platform, the invocation of the principle of good governance was taken seriously by the government, as the steps taken in 2015 made clear.

The implication for SRP was that it, too, should take the good governance agenda seriously – at face value to some extent – even though GIZ was clearly aware that it was also a political and electoral tool. The project design team could therefore correctly assume that, even though the good governance agenda was somewhat vague and subject to electoral fortunes, it was an appropriate entry point for the project, whose relevance was enhanced by the steps taken since 2015.

Government engagement

For SRP, the government's professed readiness to implement a good governance agenda led to one of the strategic directions that underpins the relevance of the project: in-depth engagement with government departments.[8] Although that engagement is only formally part of the theory of change at outcome level in the overall SRP theory of change and in that of Unit 2 (institutional development and learning), government engagement is referred to at activity level in virtually all of the other units as well. It takes a different form in each unit – from language proficiency (Unit 7) to work with local psychosocial counsellors (Unit 5) and various other forms of engagement in other units, often at local level.

Government engagement is therefore a major element of the project's relevance. The project strategy is to effectively separate this engagement from the project's communication and advocacy dimensions, so as to develop a relatively apolitical approach. The project is dealing with a range of government departments addressing reconciliation, engaging through training, space for debate, awareness-raising initiatives, etc. This approach is appropriate to the conditions in which the government operates: based on British tradition, governance in Sri Lanka has historically been insular, treating citizens, especially minority groups, with a certain distance. It is therefore necessary, for the project objective to be achieved, to work with

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7   The SRP management team consists of: head of project, deputy head of project, peacebuilding advisor, head of administration and finance, junior advisor, director, British Council and seven technical advisors.

8   By "engagement" we mean the entire range of actions that the project takes in relation to government departments. This includes dialogue with senior civil servants such as Secretary-level officials; training sessions, seminars and other forms of debate fora and platforms. This also includes interaction with officials at local level. Engagement in this context differs from lobbying or advocacy in that SRP does not seek to get government departments to adapt specific measures or legislation – instead it is designing its work with departments and officials to build institutional capacity and impart skills, which may in turn contribute to supporting the reconciliation agenda.

government officials with a view to create the conditions for the kind of joint action with other stakeholders ("non-government and grassroots organizations" mentioned in the Specific Objective) to address reconciliation.

The implication of this engagement by GIZ is that it is not at the same time carrying out, in its dialogue with government, the fully-fledged form of advocacy which some stakeholders would like to see, such as demanding justice for victims, because doing so would compromise its ability to maintain the level of engagement with government that it has achieved.[9] GIZ has also chosen, wisely, to engage with the institutions mandated to address reconciliation and not, for example, with the judiciary (by fighting impunity for past human rights violations, etc.). This contributes to the project's relevance because taking the anti-impunity route would close down avenues for dialogue, although the approach also raises the issue that the project needs to deal with the relative lack of political strength of the institutions it is engaging with.

The government engagement approach therefore contributes substantially to the relevance of the project. It is based on a sound understanding of the needs of government departments in terms of understanding and skills development related to the reconciliation agenda, including openness to co-operation and dialogue with civil society. This understanding itself is based on GIZ and the British Council's long record of working with government officials at national and local level: this translated into in-depth understanding of government structures and of the dynamics of policy making, helping among other things to ensure that the project could keep its government engagement focus despite the repeated restructuring of the departments dealing with reconciliation issues.

Civil society engagement

Just as government engagement may be considered a cross-cutting (or "cross-units") component of the project, engagement with civil society is also a common thread across many of the project's units. The diversity and range of outputs and activities concerning civil society is commensurate with the diversity of civil-society stakeholders addressed – ranging from journalists and artists to students, youth groups, grassroots organizations, survivors of the conflict, etc. In many ways, the population at large is also addressed, for example through the Barometer survey, reporting by journalists trained by the project, as well as through the cultural activities of the project.

The civil-society dimension contributes to the project's overall relevance, helping to lay the groundwork for the reconciliation agenda. As in the case of government engagement, the long record of GIZ and British Council collaboration with civil society in Sri Lanka helps ensure that stakeholders' needs are well understood and appropriately addressed by the various units.

Specific objective

The key concern that hampers the relevance of the project is the over-ambitious and ambiguous wording of the Specific Objective and Outputs. The concerns are the following:

The Specific Objective is formulated as follows:

> "Government, non-government and grassroots organizations take joint action and responsibility of addressing key elements of the reconciliation process through effective and coordinated mechanisms."

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9   In this regard, the present mid-term evaluation differs from the Joint Monitoring Mission, whose report recommends that the "international community" should address transitional justice issues such as "truth-seeking, reparations, justice". While the evaluation team agrees that this would theoretically be a good thing, it does not recommend that SRP should engage in these aspects because political conditions are not ripe, and SRP addressing them could jeopardize its current government engagement (see Joint Monitoring Mission report, December 2019, p. 26).

The objective, expressed as such, is not fully achievable within the project's timeframe, because it fails to distinguish appropriately between the duties and obligations of the state and the rights and responsibilities of civil society:

- Government and civil society cannot be jointly "responsible" for addressing reconciliation because they operate under different legal and constitutional frameworks. For example, the Government is bound by the Constitution and is a subject of international law (including international human rights standards ratified by Sri Lanka) in ways that do not apply in the same way to civil society. In particular, responsibility for past human-rights violations cannot be shared by the state with civil society, and the state is solely responsible before implementing commitments before the Human Rights Council and other UN bodies.

- Similarly, civil society may take action on reconciliation, and should take responsibility for its action, but it cannot be *jointly responsible* for government action. In essence, the Specific Objective is worded in a way that assumes a level of government openness to collaboration with civil society, which is unrealistic in most national settings – all the more so in Sri Lanka, in view of the tradition of relative insularity of the civil service, resulting from (at a minimum) historical and policy factors.

- The reference to "mechanisms" is somewhat unclear, as it could be interpreted as implying the establishment of one or more specific processes for joint government/civil society action. While this is certainly a theoretical possibility, it should not be seen as the only way to deliver on the Specific Objective. Individual instances of joint action, or progress towards joint action, should also be understood as possible "mechanisms", provided they are effective and sustainable.

Achieving the Specific Objective as stated above would involve the government adopting wide-ranging legislation on issues such as fighting impunity for past human rights violations and providing adequate compensation to all survivors. Legislative steps in these and other fields would need to be complemented by civil society action. A pre-requisite for this would be a shared acknowledgement of the suffering caused to some groups by the conflict and of the need to address reconciliation as a matter of national interest. There are examples of countries and contexts where reconciliation processes have occurred, such as Colombia in the 2010s, Northern Ireland in the 1990s and 2000s, and Nepal since 2008, but even in those countries there have been setbacks after reconciliation processes were implemented. Despite the wide differences in conflict history and context, it is fair to say that in all of these cases cooperation between government and civil society on sensitive reconciliation-related matters (compensation, medical rehabilitation, livelihood support, etc.) was complex and fragile, not least because of actual or imputed socio-political polarization.

As a result, the evaluators propose that the Specific Objective should not be read as meaning that *only* joint activities between government, non-government and grassroots organizations will be considered as fulfilment of the Specific Objective. On the contrary, it should be clear that action taken individually by each stakeholder is encompassed by the formulation. The Specific Objective should also be understood as encompassing any joint action taken at local level. In effect, we propose that the project performance be assessed in terms of the extent to which the outputs lay the groundwork for such actions to take place.[10] We also believe that the Specific Objective should be understood as encompassing a variety of ways in which government and civil society can cooperate to address reconciliation.

Like the Specific Objective, the wording of the two outputs is also subject to interpretation. It is unclear, in Output 1, to whom institutional arrangements between government and civil

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10 In a comment on an earlier draft of this report, the EU Delegation noted that the purpose (Specific Objective) of the project was indeed to establish and institutionalize a mechanism for joint initiatives, and noted that Individual initiatives were important to the extent they contributed to establish such a mechanism. In the evaluators' view, this should be understood in a somewhat broader manner.

society would be "accountable". Similar questions arise under Output 2: how "strategic" initiatives are to be distinguished from others, and what the meaning of "systematic" facilitation is. For the purposes of this mid-term evaluation, we propose the following:

- We take the word "accountable" to mean "transparent" (information is publicly available);

- "Strategic" is to be taken as equivalent to "major", "innovative";

- "Systematically" is to be taken as equivalent to "consistently" but not as a commitment to facilitating *all* strategic initiatives.

Annexed to this report is a proposed set of revisions to the SRP logframe, which suggests rewording the Specific Objective and Outputs in ways that address the above issues. The proposed revisions also put forward additional indicators of achievements.

Theory of change and logical framework

The original DoA did not contain a formal **theory of change**. The SRP team designed one, based on the project's early development. While theories of change may follow a variety of models, SRP used one that is consistent with GIZ practice.[11] There are two elements in the theory of change:

- An overall theory of change for SRP, linking the anticipated *impact* of the project to its *outcome* (Specific Objective) and its *outputs*. The impact-level element repeats the Overall Objective of SRP as set out in the DoA, and it also, crucially, refers to the "eight dimensions of reconciliation" that are identified in the Barometer methodology underpinning the project. The Outcome reiterates the wording of the DoA and the Outputs level is also that set out in the DoA. At both Outcome and Output levels, the overall theory of change adds "Cross-Unit Outcomes" and "Cross-Unit Outputs".

- Each Unit theory of change links *Activities* to *Outputs* that contribute to the overall SRP outputs, to one or two *Outcomes* that also contribute to the overall project outcome.

The overall theory of change may be summarized as follows. This formulation, which highlights the dimensions of reconciliation, helps make explicit the assumption underlying the relationship between impact and outcome – namely that this relationship requires the eight dimensions of reconciliation to be addressed:

> *If Sri Lankan citizens – men and women of all communities, government and CSOs – have strengthened capacity to address the eight dimensions of reconciliation (identity & belonging, trust in others, constructive dealing with the past, active citizenship, equal opportunities, justice for all, security & wellbeing, accountable governance), then Sri Lanka's reconciliation processes will be strengthened.*

By following a similar reasoning, highlighting the unit-level outcomes and outputs, it is possible to propose an overall theory of change (Figure 1).

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11 The Final Report of the Joint Monitoring Mission, a Monitoring & Evaluation exercise carried out in early 2019 by GIZ, recommended that the SRP theory of change should be revised, but did not propose a revision.
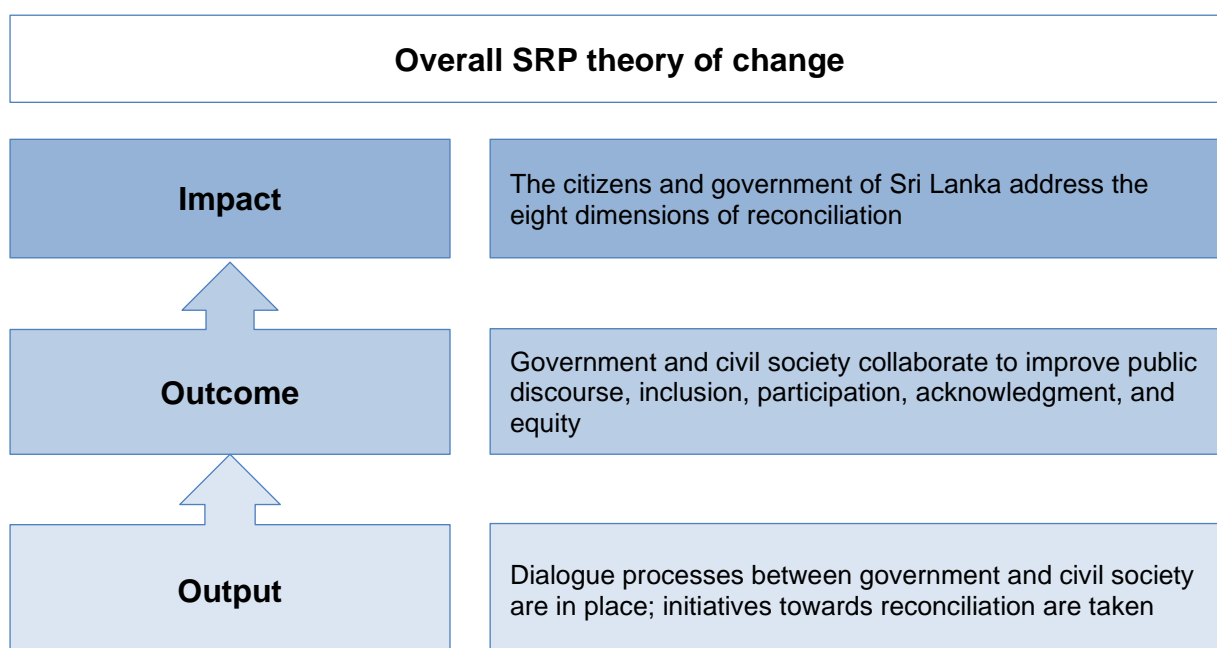
Figure 1. Proposed overall theory of change

This revised theory of change makes more explicit the nature of the two outputs described in the DoA: to establish dialogue processes between government and civil society, and to develop and support initiatives in support of reconciliation. It shows that government and civil society collaboration towards key aspects of reconciliation is the expected outcome, while the eight dimensions of reconciliation are part of the impact. The theory of change of the individual units feed clearly into this overall theory of change.

The **logframe**[12] is clear and consistent with the design of the project and the work scope of each unit. Experience to date shows that the logframe is also used appropriately as a monitoring tool. The assumptions listed in the logframe are consistent with those made explicit in the theory of change, albeit less detailed because they do not specifically refer to the eight dimensions of reconciliation. Nevertheless, the logframe is a faithful reflection of the project approach and sets out clearly how the Specific Objective is to be achieved. It further enhances the relevance of the project by demonstrating that its approach is based on a sound problem analysis.

As a result of its sound formulation, the logframe is also an appropriate monitoring tool for the project's implementation. Nevertheless, it is noted that the indicators are mostly of a quantitative nature, formulated in such a way that they leave relatively little room for a qualitative assessment. This may be a concern because, as the assumptions listed in the logframe (and the theory of change) show, the achievement of the project's objective depends largely on the achievement of qualitative change.

To help account for qualitative change, the evaluators are proposing possible qualitative indicators of achievement for each unit. These are set out in Table 1. The indicators proposed are meant as examples, which need to be further refined by the SRP team after internal

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12 In comments on an earlier version of this report, GIZ noted that the original logframe was not tied to a theory of change and that the current theory of change resonates with the complexity of the programme as it exists now. The evaluators agree with this assessment and only recommend to revise slightly the wording of the overall theory of change, along the lines suggested above.

discussion and discussions with partners. In order to avoid an overload of the SRP monitoring capacities, it is recommended to only add a few selected indicators to the existing logframe. The indicators suggested attempt mainly to detect changes in attitudes and/or perceptions towards the various and adverse ethnic groups, which is a key issue in reconciliation processes in general, and thus also in Sri Lanka as described in the UN country Peacebuilding Context Assessment (2016).[13]

Table 1. Proposed qualitative indicators for SRP units' activities.[14]

Unit 1 Tracking reconciliation	**Percentage of the participants of the local consultations** on the Barometer research results who confirm that this has strengthened the dialogue on reconciliation topics across ethnic communities.
	Percentage of civil society representatives (sample of 15 CSOs and think tanks) who assess the Barometer as a useful tool to promote a public discourse on reconciliation (on a scale from -2 to +2).
Unit 2 Institutional development and learning	**Percentage of community members** (sample to be defined with support from local project partners) who agree that the District Reconciliation Committees are proactively engaged to promote dialogue between communities.
	Percentage of community members (sample to be defined as above) who agree that the dialogue promoted by the District Officers/Reconciliation Committees is helping to enhance understanding (prejudice reduction; mutual acknowledgment; respect; positive interaction) between communities.
Unit 3 Policy and communication	**Percentage of youth** participating in communication and media campaigns for social cohesion who confirm that this has increased their respect of other communities.
	Percentage of media training participants who confirm that they are using their reporting skills to report on reconciliation-related issues.
	Percentage of media training participants who feel able to practise conflict-sensitive reporting.
Unit 4 Memory culture	**Percentage of Tamil students** participating in exchange programmes who report that they feel more acknowledge by their Sinhalese fellow students.
	Percentage of the Sinhalese students participating in exchange programmes who state that their understanding of Tamil students has improved (on a scale from -2 to +2)
	Percentage of Mobile Museum visitors who state that they have learned about the history of other communities.
	Percentage of Mobile Museum visitors who state that their understanding of the experience of other communities has improved (on a scale of -2 to +2).
	Percentage of Tamil & Muslim visitors to the Mobile Museum who feel acknowledged by the exhibition.
Unit 5 Psychosocial support	**Percentage of the participants in psychosocial services training** who state that they are applying acquired skills in their professional practice.
	Percentage of members of the target communities who state that they have access to psychosocial services.
Unit 6 Arts and culture	**Percentage of participants of arts and culture events** who state that the events help strengthen dialogue between communities.
	Percentage of participants who state that they have learned something about the culture/perspective/experience of other communities.

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13 See Nishan de Mel, Rajesh Venugopal, Peacebuilding Context Assessment, Sri Lanka 2016 (report commissioned by the United Nations and available on its website). The Peacebuilding Context Assessment refers (p. XII) to "the need to rebuild trust and cohesion between people of all communities, to dispel mutual suspicion."

14 These indicators are based on percentages. The evaluators are not proposing specific percentage thresholds that should be reached in each of them. Instead, they suggest that the percentages should be viewed collectively to assess overall SRP strengths and weaknesses.

	Percentage of Tamil and Muslim participants who state that the events are inclusive.
	Percentage of Tamil and Muslim audience of film screenings who state that they were treated equally with Sinhalese participants in the follow-up discussion.
	Percentage of participants in arts & culture events who state that the events contributed to reduce negative stereotypes between communities.
Unit 7 Reducing language barriers.[15]	**Percentage of public servants** from selected departments who complete Tamil language courses and are using new language skills to deliver basic public services.
	Percentage of public-service second-language teachers who are able to deliver communicative, learner-centred and professionally relevant language courses.

The SRP logframe does not fully cover the activities of the various units, although each unit has a monitoring process for its own activities. This is why we do not propose to include all the above indicators in the main SRP logframe (see the proposed revised SRP logframe in the Annex). However we believe that the above indicators may be of use at unit level to monitor progress.

Holistic nature of the project

The project is highly relevant in the terms set out in the evaluation questions: it responds to the needs of beneficiaries, supports government policies, and takes strategic risks into account:

- The needs of beneficiaries – the target groups set out in the DoA and, through them, potentially the main vulnerable social groups in Sri Lanka – stem from an analysis of the consequences of the conflict that is consistent with the analysis of the EU and the UN, as well as that of other observers. The Barometer methodology helps clarify the needs to be addressed and the underlying assumptions that have to be taken into consideration. The project theory of change and intervention logic, through its seven units, responds explicitly and in a targeted way to the identified needs.

- The project is fully in line with Government policy as it developed since 2015 and was expressed in Sri Lanka's support for the Human Rights Council resolution and in the implementation of the governance agenda referred to in the DoA. While government policies may be evolving since the 2019 elections, the government engagement aspect of the project, which is key to its relevance, appears set to be able to continue and develop.

- The assumptions underlying the project's approach are sound, and the policy and political risks are well understood, with mitigation strategies in place. The key risk in this field is lack of buy-in on the part of government and this is appropriately addressed in the government engagement modalities outlined above.

It is important to note that the relevance of the project is linked to its holistic nature, in the sense that all seven units contribute to the delivery of its outcome and are necessary to the achievement of its overall impact, as set out in the above overall theory of change. Even though the units work separately and address different target groups, they are clearly not independent projects and should not be treated as such. Indeed, the relevance – and the overall performance of the project under the various evaluation criteria – would possibly benefit from some additional synergies, as discussed in the conclusion of this report.

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15 The two indicators proposed here were suggested by the British Council in comments on an earlier draft of this report.

Relevance of individual units

To facilitate reading this section (and other unit-by-unit overviews in the rest of this chapter), Table 2, based on the project logframe and unit theories of change, provides key information about each of the seven SRP units (the DoA lists an eighth unit, dedicated to finance and administration, not covered here).

In general terms the relevance of the project is assessed, as done above, at project and not unit level. This is because the relevance of each unit only can only be understood to the extent the unit is part of the broader project. The holistic nature of the project, by definition, requires the relevance of the entire project to be considered. This is because each unit's work would be of only relatively limited relevance if it were considered in isolation.[16] Nevertheless, because each unit contributes differently to relevance, it makes sense to include a discussion of this aspect in this report. It remains the case that overall relevance (like impact, for example) should be assessed at project level.

The design of the units is largely consistent with needs identified by the Lessons Learnt and Reconciliation Commission and the UN's Sri Lanka Peace and Conflict Assessment. For example, Unit 5 drew from mapping exercises and research (Peace and Conflict Assessment) that identified the needs of the most vulnerable groups as well as available support mechanisms in the psychosocial support sector. Further examples are Units 4, 5 and 6, which draw on the identification of arts and culture – including dealing with the past – as a source of informal opportunities for reconciliation, among many other benefits in post-war contexts. The project also benefits from lessons from the Facilitating Local Initiatives for Conflict Transformation project, supported by GIZ. This is the case for example in relation to engagement with government institutions, as implemented in Units 1, 2, 3, and 7. The previous experience of GIZ and British Council involving a range of local partners helped ensure that SRP was designed on the basis of extensive consultations with Sri Lankan stakeholders. The project design's reliance on past experience did not preclude the adoption of innovative approaches: the Barometer survey approach is one such approach – tested in Africa but not widely used elsewhere. It is also important to note that the use of the Barometer – and more generally the monitoring of the government's commitment and action toward reconciliation was deliberately designed to place some pressure on institutions to move forward with that agenda. Other units also involved innovative approaches – from language proficiency assessments (Unit 7) to dealing with the past (Units 4-6).

The project document includes an appropriate overview of risks and mitigation strategies, which proved relevant in the wake of the Easter Sunday bombings of 2019. Through Unit 5, SRP was able to provide psychosocial support to the affected communities directly, through existing partners and networks. Some of the project's activities themselves gave rise to reactions and sometimes heated debates within Sri Lanka – including for example newspaper articles produced as part of SRP's support to journalism, or a film shown at the Jaffna film festival. These debates were expected and could not be said to constitute a risk to the project as a whole.

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16 This consideration does not apply in the same way to other criteria such as effectiveness, efficiency and sustainability, where each unit can be assessed against its own workplans, theory of change, staffing, budget, etc.

Table 2. Contribution and outputs of seven SRP operational units

Unit	Name	Main SRP output addressed	Contribution to SRP outcome	Key unit outputs
1	Tracking reconciliation	**Output 1:** "More effective and accountable institutional arrangements within and between stakeholders of state and civil society support the reconciliation process".	Better informed public discourse.	Government actions towards reconciliation are systematically tracked and reported. Attitudes and perceptions of citizens are systematically captured, analysed and disseminated.
2	Institutional development and learning		Government and CSOs deliver better coordinated, targeted reconciliation activities of higher quality.	Improved inter- and intra-ministry collaboration on effective and accountable reconciliation activities. Improved government and CSO connections in reconciliation-related planning and review processes.
3	Policy and communication		More inclusion and participation. More pluralistic and constructive public discourse.	Improved policy-making that is reflective of lessons learned and best practices. Improved skills and practices of people's networks.
4	Memory culture	**Output 2:** "Strategic initiatives to support the non-recurrence pillar of reconciliation (intra-communal, inter-communal and North-South) are systematically facilitated".	Different groups in society feel better represented and connected.	Multiple narratives of the past are acknowledged. People find constructive ways of dealing with the past and arriving at a peace of mind.
5	Psychosocial support		People's suffering is recognized, addressed and reduced. People can engage constructively with issues of the past and with daily challenges.	Communities, especially those affected by conflict, have access to quality psychosocial support.
6	Arts and culture		People use peaceful means to address shared issues, deal with conflict, and create inclusive communities.	Communities and individuals critically reflect on reconciliation through art and media. Communities, artists and media personnel challenge their assumptions and ways of thinking. Communities and artists engage in constructive and well-informed dialogue on reconciliation.
7	Reducing language barriers		All Sri Lankan communities have equal access to basic public services, regardless of the language they speak.	Public servants in critical areas of service delivery provide inclusive services in Tamil and Sinhala, especially in bilingual districts. Key institutions are able to fulfil their mandate and implement the Official Language Policy.

				Translators and interpreters are able to deliver professional services according to international standards.

In practice, the relevance of the project is being safeguarded in large part by its built-in flexibility. The project has identified a number of government entry points, including a range of ministries and local authorities: this, as well as the technical nature of the engagement, helps ensure the resilience of the project. The project is also able to put more emphasis on the involvement of CSOs and academic stakeholders with the Barometer, since the survey can be implemented independently while also reflecting to some extent the efforts of the governmental institutions regarding the reconciliation process. In addition, SRP has integrated a new focus into the work plan 2020: support and capacity building of the CSO partners to measure progress in reconciliation and impact of their own initiatives.[17]

The very diversity of entry points of the project (through its various units) may also be seen as hampering its relevance if the Specific Objective is considered only in a narrow sense of institutionalizing joint government/civil society processes explicitly to address reconciliation. As this report argues, this would be an overly narrow interpretation, which would not only be over-ambitious in the Sri Lankan context – it would also disregard the relevance of many project activities, mainly those falling under Output 2. In practice, however, the groundwork for joint government/civil society mechanisms is laid in a number of areas. Examples include the following.

- **Unit 1, Tracking reconciliation:** The development of the Barometer process resulted from detailed consultations between civil society and government, and that is set to become an on-going process.

- **Unit 2, Institutional development and learning:** Joint government/civil society workshops;

- **Unit 3, Policy and communication:** Media campaigns on joint government/civil society initiatives;

- **Unit 4, Memory culture:** Engagement with state education institutions in historical dialogue;

- **Unit 5, Psychosocial support:** Support to government counselling officers at provincial level;

- **Unit 6, Arts and culture:** Support national and local government art and culture initiatives;

- **Unit 7, Reducing language barriers:** Development of capacity for non-discriminatory local service delivery.

It may be advisable for the project team to consider whether and how, in the coming months, all units can further contribute to reinforcing these emerging processes so as to ensure that they all strengthen their contribution to the overall project's relevance.

Conclusion on relevance

The SRP project is generally very relevant, in the sense that it is based on a sound understanding of the concept of reconciliation and its relationship with the non-recurrence pillar of transitional justice (alongside truth-seeking, justice, and reparations) and on a comprehensive overview of the policy, political, cultural, linguistic, psychological and other aspects of reconciliation. The project design also benefited from GIZ's long experience of working in this and related conflict resolution areas in Sri Lanka, and its knowledge of the work of relevant civil society organizations. Contributing further to the relevance of the project is the well-thought-out strategy and practice of seeking sustained dialogue with government institutions, making good use of statements by the Government itself to advance the

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17 Workplan 2020, p. 8.

reconciliation agenda. This is also consistent with the EU's support, set out in the 2014-2020 Multi-annual Indicative Programme, for the UN call to engage in reconciliation.

The project's relevance is enhanced by its design, which provided for seven units, each led by an experienced advisor, to address the various strands of reconciliation. This helps ensure flexibility, each unit being able to plan its work in relative independence and therefore to take advantage of opportunities, while also ensuring that unity of purpose is maintain through the overall management team. Although the seven units are led by separate individuals, they are not independently managed because all of them are supervised by a senior management team: the project's division into units therefore presents no risk of hampering the relevance of the overall project or its capacity to achieve its Specific Objective and its outputs, subject to the interpretation detailed above. To date, the project has appropriately adapted itself to the challenges posed by the political environment, and remains able to face further issues that may be related to changes in the dominant political discourse.

2.2   EFFECTIVENESS

EQ 3   *To what extent are the project's objectives, outcomes and targets being met and an institutional change being promoted in strengthening reconciliation?*

EQ 4   *How satisfactory is the quality of the outputs?*

EQ 5   *To what extent do partner government, non-government and grassroot organizations take joint action and assume responsibility in addressing key elements of the reconciliation process?*

EQ 6   *Have project-related negative results occurred?*

As discussed in the relevance section, the Specific Objective and outputs as drafted are not fully achievable if they are interpreted in the narrow sense suggested in the wording of EQs 3 and 5. Nevertheless, the project is generally effective in the sense that it is on track to deliver most of the planned unit-level outputs, thereby contributing to *laying the groundwork* towards achievement of the two SRP outputs and of the overall project outcome by the end of the project period. The substantial amount of government and civil society engagement, including in terms of training and capacity building of civil servants in various fields – as well as of civil society partners and other beneficiaries – helps ensure on-going delivery of results.

Outputs, ranging from training curricula and sessions to publications and support to individual artists and to mentoring for journalists, have been reported by users and beneficiaries (and assessed by the evaluators) as being of a high standard. Beneficiaries interviewed reported cases when they utilized knowledge and skills acquired through the project, and gave positive comments regarding the quality of the training sessions. Furthermore, several of them reported that they were able to use acquired skills to influence their community.

Nevertheless, the project's effectiveness is also hampered by external factors such as political upheavals and the Easter Sunday bombings (as well as the Covid-19 crisis of 2020), which made the timely implementation of activities more difficult than originally envisioned. The key constraints hampering effectiveness have been the multiple changes in government counterpart ministries, which made it necessary to address successive sets of senior officials – though many of the working-level officials have largely remained the same. The changing political environment, including the impact of the Easter 2019 attacks, has led to an apparent reduction in senior civil servants' ability to engage with the project while Sri Lanka awaits the

firming up of its government. The current situation – between the presidential and parliamentary elections – thus brings uncertainty among institutional project partners, now compounded by the impact of the Covid-19 pandemic.

Other constraints on effectiveness are related to the institutional and organizational capacity of some partners. Their situation (institutional capacity, absorption capacity, etc.) has a direct bearing on the ability of the project to fulfil its objective and deliver its outputs. For example it proved necessary to provide some CSO partners with institutional capacity building to ensure that they could not only implement planned activities, but also ensure that these activities were fully in line with the project objective and contributed to the SRP outputs. The constraints and mitigation approaches in this regard are reviewed in the unit level analysis below, as well as in the efficiency section.

Overall, the evaluators conclude that the project is effective up to this point. They do note, however, that specific efforts should be made by SRP to continue working towards the institutionalization of "mechanisms" that may serve the reconciliation agenda. This is probably particularly challenging at the present time in relation to central government institutions, but may be more achievable with lower-level government institutions, academic bodies, professional associations, religious leaders, etc., and in relation to local authorities. At central level, platforms such as those referred to in Unit 2 may also provide a blueprint for subsequent institutionalization of a space for dialogue – though the historical and cultural obstacles to this, including in terms of civil service tradition, should not be under-estimated.

Effectiveness at unit level

Unit 1, Tracking reconciliation

Although the conflict in Sri Lanka ended a decade ago, the reconciliation process is still in its early stages, partly as a result of successive government's prioritization of economic development. Against this background, Unit 1 aims at establishing a monitoring mechanism that measures progress and thereby keeps reconciliation on the political agenda. Furthermore, the results are supposed to inform the key stakeholders involved (CSOs, government institutions, development partners) about the peacebuilding needs in the different sectors and thus enable more targeted measures. The unit is divided into three sub-components:

- **Internal monitoring of SRP** covering data collection, reporting to donors and the Steering Committee, based on data compiled by all units (including Unit 1 as part of the Barometer). In addition, the annual perception survey seeks the views of representatives of government, civil society and development partners to measure the outcome indicators of the SRP logframe.

- **Support to Government** to establish a reconciliation monitoring framework. There is little progress to date on this component, and the target is unlikely to be achieved at the end of the project. Although, SRP put a strong effort on keeping and intensifying relations with the partner Ministry, no agreement on a monitoring framework could be achieved mainly due to the ongoing re-structuring procedures with changing contact persons at the partner Ministry.

- **The Barometer** (annual survey of reconciliation as perceived by the public): overall, there is progress towards the target, but as the process is delayed there will be only two annual surveys instead of three until the end of the project period. The Barometer concept has been completed in early 2020, including concepts papers on the identified eight dimensions of reconciliation, subsequently translated into indicators and the survey questionnaire. The first representative survey, with 3,880 respondents, will be completed in September 2020. The second survey is planned for September and October 2021. The delayed process is due in part to the time-intensive preparation phase, with research and nationwide consultations, and in part to the volatile political

context requiring reflection to identify the right track for this visionary and far-reaching intervention (see also *Efficiency*).

It is significant for the long road toward reconciliation that many stakeholders interviewed took the view that reconciliation in Sri Lanka is still superficial, and that reconciliation activities to date have had little impact. The UN Peacebuilding Context Assessment (2016).[18] suggests a similar view. Unit 1 is addressing this key challenge by the establishment of a monitoring mechanism on the government's performance and the general perceived progress by the Barometer. These sub-components serve as tool to increase attention to the need of moving forward and put pressure on stakeholders (state and non-state) to increase their engagement (Interview statements CSOs).

In particular, the Barometer's concept and methodology development is based on a long and comprehensive process comprising research of similar exercises and of the Sri Lankan context, workshops with academics and activists to design the overarching framework, and consultations at the province and district levels in all 9 provinces, with the participation of a total of 243 (120 female, 123 male) selected relevant representatives of local stakeholders such as local government representatives, academics, CSOs and grassroots organizations to capture local perceptions. The results are concept notes on eight key domains of reconciliation relevant in the country context: justice for all, security and wellbeing, equal opportunities, accountable governance, trust in others, identity and belonging, dealing with the past and active citizenship. These concept notes are translated into indicators and the survey questionnaire. The annual quantitative representative survey will allow disaggregated analysis according to regions, ethnicity, religion, gender and age. It will be complemented by qualitative research conducted by independent researchers and those attached to universities including academics at the Open University.

The majority of the interview partners perceive the Barometer as useful instrument to better understand the complexity of reconciliation and to identify more precisely the needs of the various groups (as per disaggregated data of regions, gender, ethnicity etc.) and thus enable stakeholders to tailor their measures accordingly and avoid "superficial" peacebuilding initiatives. In addition, it is felt that the Barometer might be used as a basis for advocacy for increased stakeholder engagement, and thus as a tool to drive progress toward reconciliation.

On the other hand, the predominant opinion is that it will probably not have a remarkable influence on the government, in particular if the present government remains in power after the election in April 2020. However, in the volatile political context unexpected opportunities might open up again, as was the case in 2015 with the election victory of the United National Front for Good Governance. Interview partners felt that it is important to maintain the "process approach": this means that the Barometer should be used to bring stakeholders together, expand the circle and develop formats allowing inclusion of grassroots level participants. If such an approach is pursued, stakeholders believed that the Barometer can have further positive effects on a broader scale to increase the engagement of CSOs, academics, think tanks and grassroots organizations on reconciliation and peacebuilding needs, even if the government refrains from taking a central role in the process.

The consultations at province and district levels were organized as joint events in which government officials, researchers and CSO representatives discussed reconciliation concerns. A similar approach could be considered in the forthcoming phase, in which the survey results will be published and communicated to the population. SRP could explore the possibility of provincial and district level consultations being organized jointly by CSOs and government agencies. This could strengthen the relations and collaboration between these stakeholders, which is one envisaged outcome of the programme. SRP has envisaged to

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18 See: Nishan de Mel, Rajesh Venugopal, Peacebuilding Context Assessment Sri Lanka 2016, chapter 6 (pp 47-58). According to its introduction, "the objective of the PCA is to provide a descriptive and analytical summary of the contemporary challenges and opportunities with respect to peacebuilding in Sri Lanka". The PCA contributed to the formulation of the UN's Peacebuilding Priority Plan.

anchor the Barometer at a local institution on the long run, in order to enhance local ownership and the continuation after the end of the project (see also sustainability). For the time being negotiations are underway with the Open University as a possible hosting partner.[19]

Unit 2, Institutional development and learning

Unit 2 is organized around the delivery of coordinated, targeted reconciliation activities bringing government and CSOs together. This involves building the capacity of officials and CSO personnel; organizational development support, as well as support for joint action. In practice, the unit was able to engage extensively with government officials and to maintain sustained linkages to government institutions despite changes, exposing over 1,000 ministry officials (at the time of the mid-term evaluation) to learning sessions ("platforms"), training programmes and seminars on issues related to reconciliation. This is a significant achievement, considering the successive changes in institutional arrangements related to reconciliation. It can be said that the project is on track to achieve exposure to reconciliation issues of a critical mass of central government officials, in accordance with its theory of change, as a result of its excellent understanding of institutional dynamics and capacity to adapt to political and policy demands and constraints, including officials at senior levels (department heads and secretaries). The unit was also able to involve representatives of other ministries and civil society organizations in the platforms, thus providing them with a space for debate and, potentially, collaboration. The unit is therefore fulfilling its performance indicators at this point in the project, which are expressed in terms of number of platforms and number of participants, disaggregated by gender.

The institutional development component of the unit was less effective at national level, mainly as a result of the reshuffling of departments noted above and of changes in the level of political will on the part of authorities to engage on substance, as well as of the degree of uncertainty over policy in the wake of the Easter Sunday bombings and in the run-up to the 2019 election. Nevertheless the unit was able to engage with stakeholders at the sub-national level – mainly community and district levels, albeit on a smaller scale than originally envisioned.

The unit's theory of change states that it should "provide space for joint reflection of government and CSOs on reconciliation": some of the activities noted in reports did constitute such "spaces", for example when project partners engaged with local authorities and communities at local level. However, the notion that government and civil society would engage in joint "reflection" somewhat lacks clarity, particularly in view of the fact that the project overall theory of change and the outcome of Unit 2 are focused on joint action by government and civil society. The evaluators take the view that the expectation of such joint action is generally premature: activities that have occurred at local level, such as those concerning the participation of women in local governance, may be considered as laying the groundwork for future joint reflection and action, but are too limited in scope to constitute, in and of themselves, such action. It will be advisable in the coming period for Unit 2 to consolidate or merge the various platforms, with a view to focusing on what may become a more permanent mechanism.

Despite this limitation, the unit's work has clearly been appreciated by participants in its activities. A government official from Weligama told the evaluators:

> *"With the training and exposure visits we realized the Tamil community is also suffering and that we face the same problems in life. After the Easter bombing people drifted apart but we brought all communities together along with religious leaders. Sometimes religious leaders and politicians like to keep people apart and want to keep power to themselves. However, we will continue to bring people together."*

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19 As the Open University is established under the Ministry of Higher Education, anchoring the Barometer there would fulfil the requirement for SRP to establish joint government/civil society mechanisms addressing reconciliation.

Similarly, experienced Sinhala national integration programme officers told the evaluators that they have acquired a better understanding of the experience of the "other" communities through the training on cultural fluency. They have trained the local co-existence committees and organized collaborative gatherings in their respective areas. This has been particularly effective since the Easter Sunday bombings.

Unit 3, Policy and communication

Unit 3 seeks to influence public discourse in a more pluralistic direction, through work on policy advocacy, capacity building on policy development, as well as support to ethical journalism, student debates and online networking of organizations and individuals working on reconciliation. This included work on the visibility and communication strategy of the SRP project, in accordance with DEVCO guidelines.

In addition, the unit developed and implemented a communication and outreach strategy for the SRP project as a whole, online and offline. The strategy addresses issues including media engagement, online visibility, engagement with government communication and fighting hate speech. While the strategy meets the requirements set in the DoA and presents clearly the activities and achievements of SRP, there is room for further engaging non-partner civil society organizations, and the wider public, by developing specific messages aimed at particular target groups. While the strategy correctly identifies hate speech as requiring combatting, this task cannot be accomplished solely – or even mainly – through a communication approach: research and intensive networking are required, as well as the dissemination of reconciliation messages developed by SRP.[20]

The unit also works with journalists to promote reconciliation-related reporting in all relevant languages, with notable results – some of the reporting it supported has been echoed nationally and internationally. The unit also initiates awareness raising campaigns on social networks, also reflected in electronic and print media.

On the policy side, the National Policy on Reconciliation and Coexistence was launched in March 2018 by the Office of National Unity and Reconciliation, under the auspices the then President Sirisena. Following this, the unit has supported successive partner ministries in implementation using the policy as guidance. The technical input for policy revision, more recently, takes the form of a white paper that synthesizes government policies on social cohesion and reconciliation for future deliberation. Public participation in policy processes has been undertaken through grassroots networks and youth debates.

The unit also engaged with the government on the issue of hate speech. This was not part of its original workplan, but the issue gained in prominence in recent years. Addressing hate speech is doubtless of key importance in all countries, and is especially so in Sri Lanka where political polarization provides fertile ground for online abuse and incitement to discrimination and violence. Interviews with youth community leaders provide evidence that the social media campaigns implemented through Search for Common Ground and its partners such as Sarvodaya, and the SRP partnership with the National Fisheries Solidarity Organisation, have had a critical influence on young Sri Lankans. Youth leaders have enhanced their leadership skills and developed their capacities to engage in social media, organized collaborative actions, especially after the Easter Sunday bombings, such as joint memorial services and

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20 In comments on an earlier draft of this report, GIZ indicated that work on hate speech is underway: "We welcome this comment as the topic of hate speech has originally not been part of the DoA, and appreciate that the mid-term evaluation outlines the topic's importance. The following has already happened in this regard: since September 2019, SRP has been networking with actors working in the area of online hate speech and exploring potential partners for research into the subject. In January 2020, SRP formally partnered with Democracy Reporting International (DRI) for research on hate speech. In its 2020 Communication Strategy, SRP has included addressing hate speech through the project's own message campaigns on its social media pages and partner initiatives (DRI, Search for Common Ground)." The evaluation team welcome this development.

initiated language teaching classes to overcome language barriers. Youth leaders praised the "We Lanka Challenge", that took an innovative approach to approaching cultural dialogue and understanding. They have also used the training on the Right to Information Act as well as to obtain valuable information. Exchange visits to the North have also helped these youth to continue to engage with those communities in the North by sharing educational resources. One youth leader told the evaluators:

> *"In Kalurata – where there were tensions between Muslim and Sinhala communities following the Easter Attacks. Even small interactions between people had stopped, like greeting each other. As a multi-religious youth group we got involved and started joint activities to encourage people to interact with each other."*

The unit, being tasked with communication and therefore with "presenting" the project to stakeholders and the general public, should also address a related issue, which is that CSO and government partners may not all have a full understanding of the project as a whole, and of its holistic nature. Many of the interviewees were clearly able to speak positively about their experience of the project, but that was often limited to their experience of the work of one particular unit. Few partners know much about the work of units they do not liaise with. As a result, there may be a risk that the holistic approach of the project, which is valuable, is not seen by stakeholders. The SRP communication strategy of the project should address this concern, for example by systematically referring to the multi-pronged nature of the project.

It is to be expected that, as a result of work with DRI and Search for Common Ground, and particularly on the basis of data gathered in collaboration with the two organizations, SRP will be broaden its communication strategy further. As GIZ noted in comments on an earlier draft of this report, SRP already works in three ways to address hate speech in social media:

- Promoting content/pro-reconciliation messages on SRP project pages and on its partner social media pages for public engagement;

- Strengthening youth and CSO actors' skills to respond to, mitigate or counter hate speech through training and networking;

- Contributing to increased monitoring and sharing of research, lessons and best practices among multi-stakeholder networks, including the discussion of experiences from Myanmar.

Unit 4, Memory culture

The Memory Culture Unit (Unit 4) involved the design and implementation of the Mobile History Museum, launched in February 2019. Together with work on various initiatives of truth seeking and memory culture (community archiving, memory sites, memory walks) and a student exchange component, the unit seeks to enhance the acknowledgement of multiple narratives about history, and to support appeased ways of dealing with the past, thereby counterbalancing the predominant public discourse on history, including the conflict period.

As of the date of the evaluation, the status of the main activities was as follows:

- Based on comprehensive research, the Travelling History Museum (Mobile Museum) has been conceptualized and hosted at 4 locations (Moratuwa, Weerawila, Nittambuwa and Jaffna). All in all, the museum has attracted about 14,000 visitors, out which about 80% were school students with their teachers.

- A history student exchange programme between Jaffna and Colombo University has been conducted with 65 students (16 male, 49 female) studying historical sites and their role in identity building from different perspectives (e.g. Kataragama temple as sanctuary for Hindus and Buddhists).

- Eleven "memory walks" have been designed as guided city tours and implemented covering various historical aspects of co-existence and conflict with about 1,000 participants.

- A website, www.historicaldialogue.lk, has been created and is presenting a map of 170 memory sites of violent events with a connected Facebook page counting 1,073 subscribers (as of 2 April 2020).

- A book, *The Archive of Memories* was published in February 2020, comprising 70 collected individual memory stories representing different periods of Sri Lankan history since independence (also presented in the Mobile Museum).

- Two community archives have been supported to secure records and rights of the victims of violent events.

The Museum's design is widely praised by those who experienced it. The innovative, interactive visitor experience is reported to help ensure engagement and learning and is unique in Sri Lanka. However, some interview partners criticized the somewhat academic nature of the concept and recommended a stronger focus on making the museum more accessible to the general public, taking account of remote and conflict affected regions (e.g. Kilinochchi with the highest percentage of poor households[21]) and vulnerable groups (such as young people leaving school at 14).[22]

The community memorialization and walks organized by the unit and its partners were also appreciated, as was the historical dialogue approach aimed at encouraging a shared understanding of the past. Especially, the students exchange programme proved to be instrumental to create bridges between students of the Singhalese and Tamil communities and reduce negative stereotypes and social distance. For example, one Sinhalese participant said:

> *"It was the first time for me to have such a close contact with Tamils and I learned a lot about their views and experiences during the conflict. Since the workshop, I am still in contact with my buddy via WhatsApp."*

Despite the pro-active work of the SRP staff and partners, the unit was no yet able to make up for delays accumulated at the start of the project and those caused by external factors such as the Covid-19 pandemic and the volatile political context. As a result, the target indicators of the student exchange programme (further 280 participants by 2020) and the locations displayed by the museum (25 locations as per end of 2019) could not yet been approached. Therefore, it is also not clear that the indicators up to the end of the project will be met in the time remaining. The current thinking surrounding the Mobile Museum, focusing on outreach to more rural and conflict-affected areas of Sri Lanka, should be pursued, if necessary with a stripped-down version of the museum (as planned by SRP with the smaller version of the exhibition fitting into one container, which is easier to transport to all 25 districts than the complete version).

Unit 5, Psychosocial support

Unit 5 is well on track to meeting its project indicators (Output indicators 5 and 6) to contribute to the achievements of outcomes according to the project documents. For Indicator 5, the number of professionals, informally qualified persons, community-level counsellors trained in psychosocial services is on track with 36% increase since the beginning of the project (annual

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21 According to government statistics of 2016, 18 % of the population in Kilinochchi live in "absolute poverty"; at province level North and East provinces have the highest share of poor people, for more details see "Poverty Indicators, Department of Census and Statistics Household Income and Expenditure Survey - 2016" at http://www.statistics.gov.lk/poverty/Poverty%20Indicators_2016.pdf.

22 The youth unemployment rate is high, at about 21% for the age group of 15-24). See "Sri Lanka Labour Force Survey 2018, Department of Census and Statistics" at http://www.statistics.gov.lk/samplesurvey/LFS_Annual%20Report%202018-f.pdf.

target being a 20% increase). During the last year the unit trained 153 specialized and 413 non-specialized individuals in the sector. According to data provided by the unit, 48 out of 79 partners have been trained by the time of the mid-term evaluation, reaching the target of training of 2/3 of partner organizations by the end of 2020. Similarly, all planned activities have also been implemented, other than a baseline study on women's self-help, which requires immediate attention.

The Unit works with partner CSOs, providing them with advice and mentoring on psychosocial support techniques. It helps strengthening women's self-help groups as well as improving community access to counselling services. Some partners whose capacity for financial management and reporting is sufficient have also received funding for activities such as the provision of advice to government social workers at district level. The project also provides institutional capacity building for the partners. Partners were quick to agree that the SRP has helped to revive the psychosocial support sector. They appreciated the institutional (organizational) capacity building support extended by the project (staff trained in monitoring skills and assistance to develop human resources and financial manuals). Partners value the enhanced capacity they have obtained to in outreach (operational) and improved quality of the services across the sector's key actors (CSOs, Government and staff of other partners).

These partners implement four approaches as per Inter-Agency Standing Committee levels of intervention on psychosocial support: specialized services, focused non-specialized support, community and family support and basic services and security. At each stage, partners and stakeholders have expressed their appreciation of the unit's contribution in making services available to the most vulnerable. The women's self-help groups supported by ZOA share how they have overcome many hurdles and how the groups have helped them to look forward to life. In another instance, government counsellors appreciated mentoring they received and reported that their practices have improved. Notably the unit tracks the clients and their wellbeing in order to measure the effectiveness. At the time of the mid-term evaluation, 2,765 community members (2582 females, 183 males) accessed psychosocial support, including 465 who accessed specialized support from psychosocial practitioners; and 2,240 who accessed community-based support through women's self-help groups, established by partners trained through the Unit. The Unit holds regular meetings with partners and the partners value the constant dialogue and open channels of communication presented by the Unit.

One innovative approach implemented by the Unit has been the psychosocial support community of practice (see Box 1). The community of practice leads the way in co-ordinating activities while many partners (Asia Foundation, Family Rehabilitation Centre) have long standing relationships with government structures. According to the most recent reports, 151 mental health and psychosocial support practitioners (44 male, 107 female) representing diverse organizations participated in events hosted by the associated knowledge exchange community of practice.

No significant negative results have occurred within the unit's activities, particularly with reference to underlying sensitive issues of conflict. In the mentoring programme for government counsellors, some stakeholders have objected to the use of the term "supervision". The SRP team can easily attend to this matter with partners, as the activity itself has greatly contributed to the improvement of quality of service as feedback from the counsellors have revealed.

The Unit is clearly on track to achieving its contributions to the SRP's outcome, by ensuring that conflict-affected communities (in particular) have access to good quality psychosocial support. It is working to help ensure that the plight of victims of the civil conflict is recognized by the victims themselves as well as by their communities, which is a prerequisite for engagement with the past, and to face current challenges.

The Unit is working with government partners at local level (and, at national level, with relevant institutions such as the Office of Missing Persons and the Ministry of Education), particularly

with Counselling Officers in selected districts, by supporting their skills development and providing limited mentoring. The selection of government partners is wisely limited, taking into consideration the extreme political sensitivity of the situation of victims and vulnerable people and the need to ensure the confidentiality of psychosocial support.

Unit 6, Arts and culture

Unit 6 is on track to achieving the majority of it planned outputs and contribution to the SRP outputs and outcome, by helping ensure that communities have access to culture to understand shared challenges and address intra- and inter-community tensions. Under joint management by GIZ and British Council, to date it has supported 281 artists to promote reconciliation, which exceeds the target of 100 artists. There has been a 194% increase since 2018 in the number of citizens exposed to art and media content promoting reconciliation, as against the expected target of a 20% increase. Five new films have been produced while the expected target is 40 art projects. There is room for this number to increase by the end of the project, considering the many collaborations established with state and non-state organizations to produce art works. The unit has carried out six art festivals, although institutionalization of film festivals has not been established yet because this requires the identification of multi-year sources of funding – an issue on which the Unit is working but where no durable solution has yet been found. One academic conference on art, culture and reconciliation has also been held at the University of Colombo, although it is not included in the 2019 narrative report and contributes to the achievement of the Unit's contribution to the overall SRP outcome.

Box 1. The psychosocial support community of practice

The community of practice WhatsApp group has over 100 individual members and has shared over 66 technical resources and hosted 25 events on topics including Do No Harm in emergencies, which allowed practitioners to reflect on their experiences in the aftermath of the Easter Sunday attacks. During the Easter Sunday response, 76 resources were shared along with coordination information. As a first step towards initiating a district-based community of practice, 18 psychosocial practitioners in Batticaloa attended training on peer support.

Technical support was also provided to teams of practitioners collaborating on the development of new tools and products aimed at improving service coordination and service quality, including an extensive "4Ws" mapping process led by WHO to document mental health and psychosocial support services in Gampaha, Batticaloa and Mannar, with a special emphasis on the post-Easter Sunday response; and the Enhancing Assessment of Common Therapeutic factors ("ENACT") tool to measure counsellor core competencies, which was adapted for the Sri Lankan context and piloted in partnership with the Family Rehabilitation Centre.

Further basic capacity development was provided to 413 non-specialists through Psychological First Aid training in partnership with YMCA, Ministry of Education Sahodara Pasal/Patasalai programme and SRP Mobile Museums; training of volunteers to support community outreach of the Family Rehabilitation Centre; training of teachers and youth by Butterfly Peace Garden in their creative "Out of the Box" approach to support children; and technical support on the integration of psychosocial principles into other programs and transitional justice initiatives include the Office on Missing Persons.

Partners place high value in the support the Unit has provided to enhance their institutional and operational capacity. This sentiment was common across all stakeholders from young artists, film directors, artistic organizations and academics from across the country. In the interviews these stakeholders told that they were able to share their artistic expressions with a wide audience and to receive feed-back from different audiences with the unit's support.

For most stakeholders the unit provided technical and financial support enhancing organizational as well as individual capacities. For some stakeholders, project capacity

building provided a unique perspective where art could be used as a medium for reconciliation among communities and an opportunity for reflection on diversity and reconciliation. For other artists, capacity building was in the form of learning about copyrights, scriptwriting and other technical skills. Overall, young artists, dramatists, photographers and film-makers shared that the unit helped them to develop their technical knowledge as well as gain new perspectives on reconciliation. One of the important aspects were the dialogue sessions that helped audiences to engage with the artists and to come out "transformed". Forum theatre, film festivals all were followed by dialogues. During interviews beneficiaries wanted the partners and the Unit to expand their activities to more audiences. Regular focus group discussions with stakeholders/including direct beneficiaries have also been held. These have provided space for critical reflection on the role of art in reconciliation. Participants told the evaluators that they were able to discuss, for example, their experience of audience debates held on the occasion of film screenings, which demonstrated, in their view, the willingness of participants to engage in cross-community dialogue.

Overall, the unit has helped organize film festivals, dialogue sessions and art products jointly with state and non-state actors. Chrysalis, Centre for Policy Alternative, Janakaraliya, Rathnapura Arts collective and many more CSOs have been engaged in them. Notably, in view of the institutionalization agenda of the project, the Unit is working with state actors such as the universities of Peradeniya and Ruhuna, Eastern University, South Eastern University and the University of Visual and Performing Arts. The partnerships with the universities have generated productive dialogue on topics related to reconciliation. They have improved the leadership skills of students from all communities, networking among university departments as well as challenging students to reach out beyond their departments and even beyond the university walls. A film festival volunteer noted:

> "Within Sri Lankan universities, interactions between students from different language mediums (Sinhala, Tamil and English) is not common. The festival highlighted the need to reach across the divisions of language and ethnicity".

Particularly promising are approaches that go beyond one-off events and initiate local structures for ongoing community dialogue by involving local stakeholders (e.g., the Chrysalis project in which trained local youth are organizing regular local film screenings).

Unit 7, Reducing language barriers

Unit 7 has achieved solid groundwork in terms of institutional engagement with the Ministry of National Integration, Official Languages, Social Progress and Hindu Religious Affairs and subsequently with the Ministry of Public Administration and government language training institutions, and in terms of curriculum development. The Unit, managed by the British Council, has also developed a modern language proficiency assessment model, based on the Common European Framework of Reference for Languages. This moves away from assessing language proficiency on the basis of rote learning (grammar, vocabulary), focusing instead on core communicative, social and linguistic competences. As part of its engagement with the two ministries, the Unit has also been able to highlight the importance of translation as a professional – and not merely clerical – skill. On that basis, the Unit has also begun training language trainers, with a view to scaling up training substantially in the rest of the project period.

Despite the substantial groundwork achieved, however, the Unit is very significantly delayed in its activities compared to its original workplan. At the outset, a ten-month delay in initiating activities was caused by the slow process of GIZ and the British Council agreeing their contract terms. By the time the Unit started operating, it became clear that it was necessary to revise its work plan – in particular, it was decided on the basis of the findings of the baseline study, completed in 2019, not to pursue the development or expansion of a trilingual dictionary – essentially because automatic translation available online had reduced the need for such a tool. The delay caused by revision of the project approach was also triggered by mitigation of

risk of duplication with the Canadian-funded NLEAP project, which began at the same time (see below, section 2.7). The revision was carried out to ensure project value for money.

The reshuffling of government departments caused further delay, because of the time needed to agree practical arrangements with counterpart ministries and other institutions. There is also a concern that the Unit lacks the staffing necessary to scale up substantially the training activities, if and when these can be resumed after the Covid-induced lockdown.

The British Council clarified, in comments on an earlier draft of this report, that Unit 7 works exclusively with government departments and the civil service such as National Institute of Language Education and Training and, given the prerequisite to collaborate with government, is impacted by any changes of ministry and government personnel as well as government processes and timeframes. The most recent change has been the gazetting of the Official Languages Policy to the Ministry of Public Administration in January 2020. The unit sees this as a very positive move as it reduces the number of different ministries the project needs to engage with and it is the ministry with full responsibility for the civil service and all public officers (the projects target group), allowing the project to streamline and ramp up delivery to achieve the targets. In terms of resources, the project produces language trainers and master trainers, with additional resourcing requirement mainly focusing on the practical aspects of delivery (logistics, admin etc.). The resourcing issue was already being addressed at the time of the mid-term evaluation with recruitments (including for a course administration) completed by then – but the lockdown caused a freeze in the staff joining the unit. The British Council is aware of resourcing issues and has taken steps since before the mid-term evaluation to recruit the staff to support the scaling up of activities.

In practice, however, the evaluators believe that, due to cumulative delays and constraints on human resources, the Unit will not be able to execute its original workplan in the period available till the project's scheduled end. The Unit has completed work on a new curriculum for language training aimed at civil servants, emphasizing communication skills and addressing issues such as human rights, gender equality and other non-verbal skills. It has also adapted the British Council's training-of-trainers methodology and initiated training with language teachers. It will probably be able to train over 150 language teachers (47 have been trained by the end of 2019) in the new curriculum, thus making up in 2020 for some of the delays experienced previously. It should also be able to implement workshops on "gender, language awareness and good governance" for senior civil servants, which were originally planned for 2019. Nevertheless, even if the project is prolonged for several months, as is recommended by the evaluators (see next section), it is very unlikely that all the planned activities can be carried out, and in particular that the Unit will be able to achieve the critical mass of training that could ensure that "public servants in critical areas of service delivery provide inclusive services in Tamil and Sinhala", which was originally planned to be one the Unit's contributions to the overall SRP outcome. The two other contributions – supporting the Ministry of Public Administration and language training agencies to fulfil their mandate and implement the Official Language Policy,[23] and building the capacity of translators and interpreters – are more likely to be achievable, at least in large part, in the remaining project period. GIZ and the British Council should work together to review the original workplan and corresponding grant.

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23 Commenting on an earlier draft of this report, the British Council noted that a decision has been taken to offer an online version of the language training for public officers, in addition to the face-to-face option. This has the potential to scale up delivery, in collaboration with the Ministry of Public Administration, over the remaining timeframe of the project. In addition, as the Unit is now under the Ministry, all public service training comes within its remit, which will greatly speed up all admin processes for public officers to be released for training. The previous ministry (Ministry of National Integration, Official Languages, Social Progress and Hindu Religious Affairs) under which the unit sat until Jan 2020 had no authority to release public officers for training, which led to long drawn out release processes, slowing down delivery.

2.3   EFFICIENCY

EQ 7   *Have the implementation mechanisms selected (including choice of implementation modalities, entities and contractual arrangements) proved to be conducive to the achievement of the expected results?*

EQ 8   *To what extent do resources funded by the action, and actually made available, correspond to the needs of the action?*

EQ 9   *To what extent where more results achieved through synergies with the help of other donors and organizations?*

This section mostly addresses the project as a whole because all units except Unit 7 (which is led by the British Council) are managed in the same way by GIZ. Apart from aspects of Unit 7, efficiency is therefore assessed at project level.

In total, SRP costs and commitments until 31 October 2019 represented about 66% of the SRP budget: the project budget is €14.15 million; costs and expenditures until that date totalled about €9.3 million. This means that the project was broadly on track to spending its allocation by the end of the planned project period. The impact of the Covid-19 pandemic has since slowed down activities but many fixed costs (such as salaries, office costs, etc.) have continued to be paid. As a result, the cost structure of the project may be changing, but this impact was not yet felt at the time the mid-term evaluation took place. The above figures mean that SRP had (as at end-October 2019) some flexibility to allocate about 34% of its budget to adapt to needs until the end of the project period. The available amount has probably diminished as a result of the pandemic-related freeze on activities because fixed costs continued to be paid. On the other hand, the non-implementation of some activities during the freeze may involve some savings, which might also increase funds available until the end of the project period. Finally, the near-impossibility of completing all the activities planned under Unit 7 also mean that financial commitments will be lower than anticipated. The implications of this are discussed at the end of this section.

The project's efficiency is appropriate in the following ways.

The **budget** is in line with requirements. Apart from grants and subsidies[24] for partner CSOs, the main area of spending is in relation to staff and consultants, which is logical because the project is intrinsically knowledge-based and involves little capital expenditure: as a result, most costs are devoted to funding experts, staff and consultants. The expenditure is reflected in the level of skill and experience demonstrated by SRP staff members and other personnel (trainers, consultants, etc.). The other sizeable area of operational spending is related to "grants and subsidies" – the largest single amount being the grant to the British Council.

Expenditure to date is generally roughly in line with expectations, though the project is somewhat underspent considering that it is more than halfway through its implementation period.[25] This is to be explained in part by initial delays, and in part by the fact that workplans provide for major expenditures in the final 18 months or so of the project. In addition, there is substantial underspending on Unit 7 because of operational delays (see below and the section on *Effectiveness*).

Beyond the appropriate use of financial resources, the major factor contributing to efficiency is the high level of **expertise**, skill and commitment of the project team members. The

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24 Grants and subsidies are GIZ accounting terms that refer to partner funding.

25 As of March 2020, GIZ reported that costs (commitments) and expenditures amounted to 66% of the available budget. The figure was below 50% in October 2019.

management structure is well-suited to ensuring that the project is managed efficiently, with the management team able to address concerns in a timely manner, and being kept accountable by the Steering Committee and by the senior country management of GIZ in Sri Lanka.[26]

Similarly, the **internal monitoring** of SRP is on track. The reporting duties and deadlines are met, the logframe has been streamlined and updated, SRP units have been supported in collecting data, an "annual perception survey" (covering representatives of government, civil society and development partners) has been designed and conducted to assess the outcome indicators, and internal and external monitoring missions have been conducted. Furthermore, the additionally elaborated lessons-learned documents in cooperation with the units (e.g., Lessons Learned on Archiving) and the defining of additional indicators for internal monitoring purposes are showing the high level of engagement and the efficiency of the SRP project team. This is further supported by the presence of highly skilled advisors and teams in the various units.

The main factors that have hampered efficiency in the early months of the project's implementation have largely been addressed at this point. They included concerns about the capacity of some CSO partners to deal appropriately with the workload and with the financial and narrative reporting requirements. The units are – to varying degrees – working with CSO partners to implement activities. The partners' selection has been wise, the selected CSOs enjoy a good reputation in their field – many in fact had worked with GIZ in the past. The DoA provided for capacity building support to partner NGOs. Most of the support was focused on skills related to the project substance (psychosocial support, cultural issues, media, etc.) but it also included training related to project management, including familiarization with the EU's financial and narrative reporting procedures. According to SRP administrative staff and to CSO representatives, the training helped ensure that grants to CSOs were appropriately used and that financial reports met EU guidelines and GIZ requirements. Overall, the relationship between GIZ and its CSO partners has clearly contributed to the project's efficiency, in the sense that the range of project activities could not have been implemented without the substantial involvement of these partners.

Efficiency at unit level

Figure 2 shows the level of expenditure to date and the level of legal commitments of the project, broken down by unit. Costs (dark blue in the graph) refer to expenditure incurred by GIZ to date as part of SRP, while commitments (light blue) refer to outstanding legal obligations stemming from grant/subsidy agreements with partners, which were not yet disbursed as of the end of October 2019 but are expected to be disbursed by the end of the project period.

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26 The inclusive approach of SRP is reflected by interviewees, who confirm that the project is not regarded as biased. However, it might be appropriate to consider ways in which Sri Lanka's ethnic diversity could be better reflected among SRP staff.
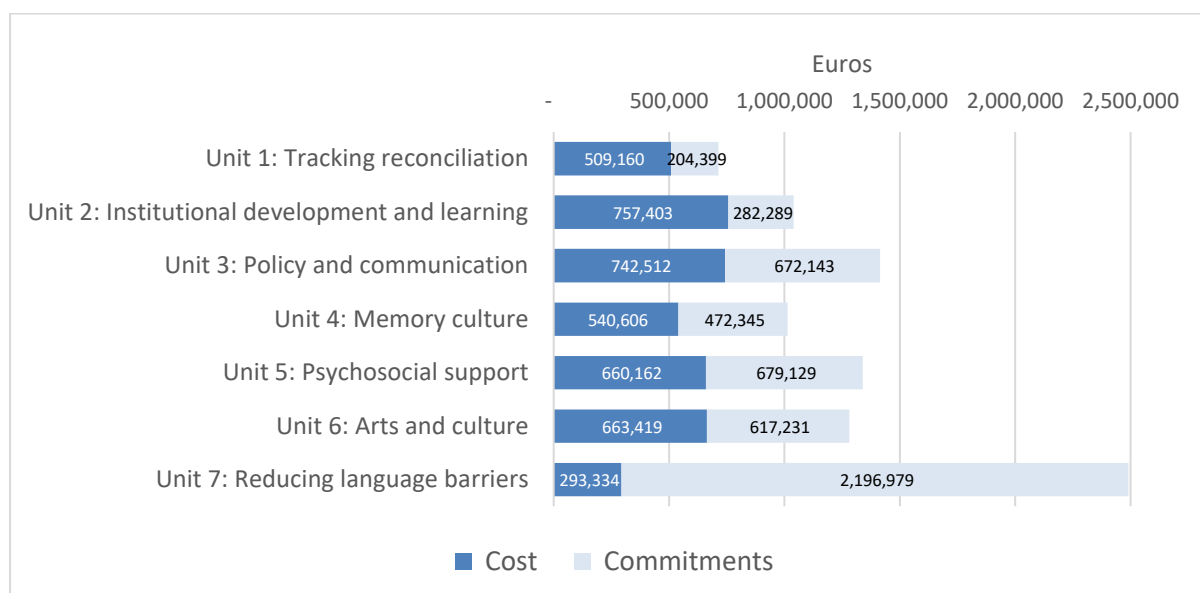
Figure 2. Costs and commitments of SRP project by unit, end October 2019. Source: SRP

Below we present an overview of efficiency aspects related to the above evaluation questions.

Unit 1, Tracking reconciliation

The sub-components on internal monitoring and tracking of government engagement are executed by the project staff. The Barometer has been conceptualized in cooperation with South Africa's Institute for Justice and Reconciliation, via a grant agreement. This represented the main area of partner-related expenditure for this unit. In general, the established arrangements are functional, and the work plans are implemented as envisaged. However, due to some difficulties with staff recruitment at the very beginning of the project, there have been delays in fully establishing the unit, which have contributed to a relatively late start of implementation of the Barometer. Another reason for delay is the volatile political context with the ongoing restructuring process on the part of the government, with changing contact persons and departments. The Easter Sunday attack in April 2019 also slowed implementation. Added to this is the high quality and unique character of the Barometer: as there was no previous experience of similar approaches, on which the activities could have been based, the unit had to do a lot of groundwork first to adapt the Barometer methodology to the Sri Lankan context and to consult a wide range of stakeholders. The Barometer component involves an advisory group made up of academics and researchers. This may help create linkages with national research institutions, research projects and individual academics. One academic, for example, is conducting qualitative research on the causes of the anti-Muslim riots in the aftermath of the Easter Attacks. These linkages may contribute to the sustainability of the Barometer (see next section). The evaluators could not identify other forms of synergies with donor interventions and projects.

In general, the unit has used the resources as planned, but due the government tracking component being on hold, some of the planned resources have neither been spent not committed (as of 31 October 2019). As it is unlikely that the government tracking will take place in future it could be appropriate to reallocate resources to other objectives, for example by allocating more funds to the dialogue and consultation processes for the publication of the Barometer research results in specific formats for grassroots-level audiences.

Unit 2, Institutional development and learning

The unit works directly with ministries and government institutes such as the Sri Lankan Institute of Development Administration, with which SRP has a grant agreement to help implement the workshop and training platforms. It also provides capacity-building support to the civil society organizations Butterfly Peace Garden and Ratnapura Arts Centre, and for conducting workshops on reconciliation (Viluthu, National Fisheries Solidarity Association). It also works with the Office of National Unity and Reconciliation on training for divisional reconciliation committees and organizes numerous other training sessions and workshops, aimed at institutions and CSOs, on reconciliation- and multiculturalism issues. While successive government reshuffles have led to loss of contact with some officials trained or involved in workshops at the beginning of the project, contacts with the majority of officials have been maintained. So far, the unit has exceeded expectations in terms of the number of beneficiaries of its training activities and participants in its workshops and learning/sharing platforms. The unit maintains a dialogue with senior civil servants (mostly at Additional Secretary level) who may rotate from one ministry to another during the course of the project but who have also been involved in some of the platforms.

Unit 3, Policy and communication

Part of the task of this unit is to "service" the rest of the project, providing visibility for its work and managing its overall messaging to stakeholders – CSOs in particular – and, through the press and social media, to the broader public. It supports communication by government partners on reconciliation and is involved in policy work, including for example a White Paper (November 2019) on reconciliation. It is working on an institutional action plan, using the Sustainable Development Goals as an entry point to strengthen the reconciliation agenda. The unit works closely with universities to encourage debate and support awareness-raising activities. Through various avenues the unit keeps track of the project's public outreach. Figures show that press and TV items may have been seen by over one million people each (based on viewership/readership figures), while social media items have cumulatively reached over 200,000 users. These are considerable figures for a project of this nature, and are in addition to the more direct outreach to CSOs, film festival audiences, museum visitors, etc. As such, the unit makes a substantial contribution to synergies among units within the project because it presents on different platforms and media the entirety of the project's work. While the unit has made good use of its resources to date, it is clear that it would benefit from additional resources. This is because the mid-term evaluation interviews have shown that government partners, CSOs and other stakeholders clearly understand the work of the unit/units they work with, but often lack an understanding of the entire SRP scope of work, and are therefore not fully aware of its multifaceted nature. This issue is addressed in the *Conclusions* section of this report.

Unit 4, Memory culture

The activities of Unit 4 are mainly implemented by the SRP team, except activities such as the elaboration of the walking tours and the edition of the coffee-table book, which are conducted by consultants. To date, only a few smaller local subsidies have been signed to complement the project's activities (International Center for Ethnic Studies project to develop a digital platform – the "Museum of Memory and Coexistence" – and the support of the Lionel Wendt Archive). In addition, the installation and dismantlement of the Mobile Museum is done by an event agency. Overall, these arrangements are functional and efficient. However, the high quality of the outputs, especially with regard to the conceptualization of the museum, required an intense planning phase, resulting in a delay to the implementation. The unit costs for the period until 31 October are 12.97% of the total programme cost. The project's expenditure is largely consistent with plans, with only a small discrepancy. Overall, the funding corresponds with the financial needs and the absorption capacity of the component.

Unit 5, Psychosocial support

The unit is on track overall on implementing activities in an efficient manner and has made good use of financial and human resources. The staff appointed for the unit are highly skilled veterans in the field of psychosocial support. Given the scope of the work and the number of partners, the number of staff members seems limited (2 senior and 1 junior team members). Adding staff would be particularly important to ensure that the unit retains its capacity to respond to the needs that arise through changing socio-political environment, and to maintain the quality of the partnerships. Interviews confirmed that stakeholders appreciate the timely delivery of financial and technical support as well as the speed and response capacity of the unit in addressing the needs of beneficiaries. All partners have improved their capacity for monitoring and reporting and meetings have been on schedule. The monitoring framework has been fine-tuned during implementation to track progress of activities and outputs, with quantitative and qualitative indicators. During interviews, partners expressed confidence in implementing planned activities. A key strength of the unit arises from the fact that there has been background research that has enabled comprehensive understanding of who is doing what in the sector of psychosocial support. This understanding has led to synergies with other international and local actors and facilitated activities to proceed without disturbance. The establishment of the community of practice by the project and the ongoing evaluation tools developed with partners as well as the ongoing mapping exercise of the sector with WHO will further add to this. Technical support was also provided to teams of practitioners collaborating on the development of new tools and products aimed at improving service coordination and service quality.

Unit 6, Arts and culture

The unit is well established, with adequate human resource, comprising experienced staff. The senior staff previously worked with the Facilitating Local Initiatives for Conflict Transformation project[27] in its Arts and Culture for Social Integration unit. This is reflected in the overachievement of the quantitative target indicators (see the *Effectiveness* section), which also shows the unit's high level of efficiency. However, attention should be paid to expedite the production of arts projects with stakeholders including the first round of the Artsathon,[28] which has been delayed somewhat. During interviews the majority of partners expressed their confidence in being able to implement activities on time. However, delays related to socio-political changes, especially with government and civil society partners, such as the Rupavahini Corporation, could lead to further delays, thus alternative arrangements should be explored. Synergies with other stakeholders is well entrenched in the unit, in the sense that work with state and non-state actors to design and implement activities enables the unit to increase its outreach.

Unit 7, Reducing language barriers

As Figure 2 makes clear, Unit 7 is in a different situation to the others. As part of that unit, GIZ as of end-October faced a contractual commitment of about €2.2 million, but actual disbursement will depend on the unit's implementation of the originally agreed workplan (amended to take account of the fact that the Trilingual Dictionary was not going to be developed as initially agreed). As mentioned in the *Effectiveness* section above, a number of planned activities have been implemented under Unit 7, but it is very unlikely that the original workplan, which assumed the implementation of an intensive programme of language training (as well as other workshops and activities) in the last 18 months of the project, will be able to be implemented in full by the end of 2021, or even if the project is extended into 2022 to

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27 Facilitating Local Initiatives for Conflict Transformation was a GIZ-supported project, one of the forerunners to SRP.

28 The Artsathon is an innovative approach for Sri Lanka in arts and reconciliation working with artists as social activists, specially designed for SRP, and leading to the disbursement of grants.

account for the pandemic-related period. The main reason for this virtual impossibility is the length of the accumulated delays, which (as mentioned above) stemmed mainly from two causes:

- The contract between GIZ and the British Council was negotiated by the two organizations at headquarters level, a process that only began in earnest after GIZ received its own grant contract from the EU and took several months – a period during which the Sri Lanka-based British Council staff was unable to start working.

- Activities such as the Baseline Study were able to start in late 2018 soon after the contract was signed. But negotiations on practical arrangements with the successive counterpart ministries and language training bodies (National Institute of Language Education and Training and Department of Languages) were also lengthy, meaning that the training activities themselves could not start before the middle of 2019.

A third factor impacting on Unit 7 is staffing: the unit has been understaffed due to recruitment delays and other personnel issues. It was only going to be fully staffed when the pandemic forced a further freeze on staff movement. While it is expected that the unit will be fully staffed when the pandemic-related constraints end, it is unlikely to be able to deliver a programme of activities that is much more intensive than was agreed prior to the pandemic.

2.4   SUSTAINABILITY

EQ 10   *What are the strengths and challenges of the project in ensuring sustainability – especially financial (budget availability); institutional (taken up by government); social (local ownership)?*

EQ 11   *To what extent are key stakeholders acquiring the necessary organizational and human capacities to ensure the continued flow of benefits?*

The project presents many elements of sustainability, in the sense that some key activities and processes implemented during the project period are likely to be carried over by institutional and civil society partners, if the project ends in late 2021 or somewhat later. There is a clear will on the part of the civil society stakeholders to continue addressing reconciliation, and several have told the evaluators that they intend to continue applying the skills and methods developed as part of the project to date. This also applies to the individual level: many of those who have benefited from training and awareness-raising activities as part of the project intend to continue using acquired skills and knowledge beyond the project period. This concerns, for example, journalists, teachers, students, psychosocial counsellors and national integration programme officers.

With SRP, as with most development assistance projects, the key factor hampering sustainability is the availability of funding beyond the project period. However, this issue is explicitly and proactively being addressed by the project team, and a number of routes are being explored to seek further financing for at least some aspects of the project.

The key risk to sustainability – beyond funding – comes down to political acceptance of the reconciliation agenda. This is to some extent subject to variation depending on electoral fortunes, as long as reconciliation is perceived as being a matter of electoral politics rather than one that is widely shared across the political landscape.[29] Political acceptance does not

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29   There are historical examples illustrating both aspects. The Franco-German reconciliation that followed the Second World War was initiated by political leaders and was gradually endorsed across the political spectrum in both countries (though this took time). Similar trends could be observed in Northern Ireland after the Good Friday Agreement (1998) and in Nepal after

preclude sustainability altogether because many initiatives can take place sustainably without it, but it may hamper institutionalization, in particular in cases in which government organizations are involved.

The project has wisely taken an innovative approach to strengthen its chances of achieving sustainability in its outputs and outcome. Each unit engages with institutions and with civil society, under a wide range of modalities, some of which have never been attempted before: the Barometer, Mobile Museum, etc. Other forms of engagement that are not unprecedented – psychosocial support, multilingualism, etc. – also involve innovative approaches such as training/mentoring of local counsellors and development of teaching curricula and linguistic-fluency-assessment techniques. Taken together, these innovations increase the likelihood that stakeholders will espouse them and maintain them beyond the project period.

Sustainability at unit level

Sustainability should properly be assessed at the project level, in terms of the sustainability of the Specific Objective and outputs. However, it is currently premature to identify cross-unit elements of sustainability. Accordingly, this section focuses on elements of sustainability at unit output level. It will be important, in the final project period, to create as much coordination as possible amongst units' outputs, so that the two project-level outputs, as well as its Specific Objective, are fulfilled. This is why the mid-term evaluation recommends that SRP should develop an exit strategy that offers a blueprint for such coordinated delivery of the outputs and outcome.

Unit 1, Tracking reconciliation

The Barometer, as a tool and methodology to analyse and assess attitudes and progress towards reconciliation, is a part of the project that, by design, can be implemented as a standalone activity. The project plans to institutionalize the Barometer locally at a national academic organization, the Open University, and thus ensure both local ownership and a permanent mechanism of advocating for the peace building needs in the country. At the time of the evaluation the talks and negotiations with the Open University are ongoing and not yet completed. A critical and challenging point is the financial resources necessary to conduct the annual survey, usually implemented by a survey company, and whether the University will be able to cover the costs without external support. As the government tracking component is on hold and could not be implemented, no further sustainable effects can be expected in this regard.

Units 2 and 3, Institutional development and learning, and Policy and communication

The numerous training sessions and workshops held by the unit provide participants with new professional skills pertaining to reconciliation and related policies. SRP is in discussions with the Federation of Sri Lankan Local Government Authorities, which represents local government, to organize further sessions. The cooperation with the Sri Lanka Institute of Development Administration has been formalized and is likely to continue throughout the project period. A government White Paper brings together reconciliation policies that the government has had to date (see the discussions on Unit 3 under *Effectiveness* and *Sustainability* above) and that Unit 3 is working on. If finalized and adopted, this White Paper would constitute a key element of SRP's sustainability. Both units depend for the sustainability of their outputs on government political will.

2006. By contrast, the peace agreement in Colombia, signed in 2016, remains contentious to this day: there are powerful forces on both sides refusing reconciliation on its terms.

Unit 4, Memory culture

The Mobile Museum is also in principle an element that could continue to be run as an independent activity – the project team having already developed initial blueprints in this respect. This includes specific steps such as the sale of "The Archive of Memories" book as a source of independent income and the renting of the "Memory Space" as a future permanent location. The sounding board, a reference group of academics, is already established and is meeting regularly, which can accompany and advise the Museum as well in future.

Unit 5, Psychosocial support

The psychosocial support unit has conducted an analysis on sustainability issues presented in a document titled "Sustainability dilemmas and strategies: PSS". The unit pursues a key approach towards sustainability by selecting partners who are already committed to psychosocial support work and have a sound relationship with government and non-government actors in the sector, such as the Asia Foundation, ZOA, Family Rehabilitation Centre and Butterfly Peace Garden. Thus, cultivating and supporting strategic alliances and partnerships not only promotes ownership but also increases the chances for the continuation of activities, as they are locally anchored. In addition, the Psychological First Aid tool has become popular, adopted for training by many long-term (ZOA) and other partners of the unit. It has been used by YMCA, the Ministry of Education, the Sahodara Pasal/Patasalai programme of the Office of National Unity and Reconciliation, and the SRP Mobile Museum. Another aspect are the established 245 women self-help groups (2,240 women, supported by ZOA), which have developed their capacities and might partly be able to meet independently in five conflict-affected districts in the Northern and Eastern provinces. A new curriculum integrating themes of psychosocial wellbeing into training on financial literacy has also been developed and piloted, aimed at the women's self-help groups.

It is important to note with regard to this unit that psychosocial support services may in part be provided by state agencies and personnel such as social workers and medical personnel. However, many victims and vulnerable people may be unable or unwilling to seek psychosocial support from public-sector health providers, because of privacy concerns. This is a field in which CSOs have a role that cannot be easily transferred to the public sector. This means that CSOs need to build sustainability plans that do not necessarily involve state institutions.

Unit 6, Arts and culture

The unit has also carried out a sustainability analysis and documented it. One of the key strategies is to invest in the institutional development of the unit's partners. This approach is expected to create a "multiplier effect", as these organizations take on the responsibility of mentoring other independent artists/groups in different parts of the country. Another important strategy is linking artists with partners and potential "hosts", such as universities, to make art accessible. Several partner organizations told the evaluators that they anticipate continuing with project activities after the end of the project period. For example, Chrysalis is willing to carry on with regional film festivals as they have gained confidence by conducting such activities with SRP support. In addition, training-of-trainers programmes such as those on cultural literacy have significantly amplified the staff capacity of partner organizations. This enables them to carry on with their commitment to use art in support of reconciliation. Furthermore, partners have developed and expect to develop organizational documents that will enable them to secure future funding. As some of these are artists' groups, it has taken them some time to evolve as organizations that can meet donor expectations. There is some expectation from the unit to further enhance the capacity of the organizations.

Unit 7, Reducing language barriers

As the British Council said in comments to an earlier draft of this report:

> *"Reducing language barriers is triggered by public officers being able to communicate with citizens in the delivery of public services in the language of their choice. (…) The unit has developed a placement test and training, teaching and learning materials that focus on language and social inclusion. These skills are considered core skills for public officers in all government departments."*

There are clear indications that the Ministry of Public Administration and the National Institute of Language Education and Training are willing to continue using the techniques and teaching materials developed by the project. Other institutions, such as the police, have also praised the teaching, techniques and methodology proposed by the unit. The training of master trainers already started and is due to continue throughout the project period, should help ensure that the approaches developed by the British Council remain in use.

2.5   IMPACT PERSPECTIVE

EQ 12   *What are the prospects for the project to influence the political, social and institutional context with regard to reconciliation? In which ways would such influence be observable?*

EQ 13   *Are there (is it likely there will be) any secondary or unexpected effect, positive or negative, of the SRP project beyond those included in the logical framework?*

Impact is very much a function of the project as a whole, this is why this section does not attempt to identify elements of impact at the level of each unit. While it is obviously premature to assess fully the project's impact, it is possible to identify elements of likely impact. One way to do so is to consider the counterfactual question: what would be different today if the project had not taken place? It is of course impossible to answer this hypothetical question with full certainty because other actors could theoretically have "stepped into the breach" if SRP had not taken place. There is also the perennial challenge of attribution: it is often difficult to assert that a given change comes from a project because change is often the result of several factors. Nevertheless, the following elements should be considered as part of the project's impact.

If implemented as planned, the Barometer should have a substantial impact in that it will provide a scientifically valid view of public attitudes towards reconciliation, which will – implicitly or explicitly – involve an expectation that the government should take action to address concerns. The Barometer has the potential to become a nationally owned tracking mechanism monitoring progress towards social cohesion and reconciliation and thus impact on stakeholders' commitment to social, cultural and political change. Even if the potential influence on government policies and institutions might be limited and highly dependent on future political developments, the Barometer can be used as tool to advocate for a comprehensive peace building process and keep reconciliation on the political agenda. In addition, it has the potential of being used as a format to bring people from different geographic regions, social spheres and environments together to discuss the status of reconciliation concerns for example by annual conferences and another round of locally organized consultations as envisaged by the programme under the dialogue and communication component.

The numerous forms of government engagement through training sessions, workshops, interaction with civil society, etc., on various aspects of reconciliation, may also lead to attitude changes among civil servants, in the form of a heightened understanding of the importance of reconciliation and of the ways in which a reconciliation agenda may be implemented.

On the policy side, the same may be said of the project's contribution to the government's policy work to address reconciliation, especially if a plan of action can be developed or initiated as well during the project period. On culture and arts, the project has created a unique web of links between diverse types of artists and institutions. The impact of this work could possibly be further enhanced by setting up a community of practitioners for arts and culture, along similar lines to that for psychosocial support.

More generally, it is likely that the development of language training curricula and outreach to the public through social networks and other elements may contribute to changes in attitudes on the part of civil servants and other target groups such as artists, which would outlast the duration of the project.

The holistic nature of the project – addressing aspects as diverse as institutional development, culture/language, support to the vulnerable, etc. – is likely to contribute to the reconciliation agenda remaining in the public sphere beyond the project period.

An exit strategy, suggested above in relation to sustainability, might help the project focus on key desired impacts in the remaining project period. Similarly, a revised and more detailed communication strategy for the project, identifying each type of project audience/target group, and specifying key messages to be delivered to each different audience, would likely help enhance the project's impact.

2.6 EU ADDED VALUE

EQ 14   *Is the SRP project able to achieve, as a result of EU support, results or outcomes that could not have been achieved in the same way through the support of other donors?*

The assessment of EU added value may be considered under two angles of EU support to the SRP project:

- **Financial support.** The EU-funded reconciliation work has been undertaken despite the relative complexity of this issue and despite the risk associated with potential accusations of interference in the country's internal affairs. The EU decided to use the opening provided by the political landscape of 2015 to incorporate reconciliation into its programming. While Germany provided funding as well, it is clear that few, if any, other bilateral donors would have provided the level of funding that came from the EU.

- **Ownership support.** The programme has taken account of lessons from previous projects in the governance sector, by prioritizing institutionalization and stakeholder ownership. The Delegation contributes to enhancing the visibility of some project activities, for example when its representatives attend public events organized by the SRP.

More generally, a case may be made that the EU is better placed as a donor for such a sensitive project than most bilateral development partners because it may be perceived as more politically neutral than other donors. The EU's long record of cooperation with government and civil society may also have improved its image of neutrality. The project remains very sensitive, however, and its implementation may still suffer if polarization takes a turn for the worse.[30]

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30   In comments on a previous draft of this report, GIZ wrote: "The extent of the EU's contribution allows for the Action to address reconciliation in a holistic manner (…). Other programmes tend to target one area that is relevant to reconciliation in Sri Lanka (e.g. NLEAP – languages) or one relevant stakeholder group (e.g. SCORE – only works with CSOs), but there is no other Action with an approach to reconciliation as comprehensive as SRP's. (…) The fact that communications and visibility are a high priority for the EU has allowed staff to get creative in this field, create innovative content and experiment with digital

2.7   COHERENCE AND COMPLEMENTARITY

EQ 15   *To what extent is the SRP project taking into account the activities of other donors and institutions working in similar fields in Sri Lanka?*

EQ 16   *To what extent is the SRP project consistent, and able to develop synergies, with other EU-supported projects and programmes in Sri Lanka?*

The project design was based on an extensive review by GIZ of the activities of other donors, outlined in the DoA. Earlier, the EU also included in its Multi-Annual Indicative Programme a detailed analysis of donor-funded projects and programmes. There has been no concern about overlap between the project and other donor-funded programmes and projects, except to a limited extent Canada's NLEAP project, which also addresses the development of bilingualism. However, unlike SRP Unit 7, NLEAP focuses at this point on institutional development at the National Institute of Language Education and Training and the Department of Languages rather than on curricula and teacher training. NLEAP and the unit are therefore largely complementary.

The UN in 2016 developed a Peacebuilding Priority Plan: one of four pillars of that plan is reconciliation, and includes components – such as advice to the government on the national reconciliation policy – on which SRP has also worked, but no substantial concern has been expressed about overlaps. In terms of institutional capacity building, UNDP has supported the Secretariat for Coordinating Reconciliation Mechanisms, but again, there were no reports of overlaps with the work of SRP.

In comments on an earlier draft of this report, GIZ added:

"Information exchange and – where possible – direct coordination with other foreign-funded actions can be distinguished along the following three lines. Firstly, within the Development Partner Working Group on Reconciliation, DPs share information on their respective support to reconciliation-related projects or NGO activities. The Programme Director of SRP serves as one of the two co-chairs of the DP-WG Reconciliation. Secondly, until July 2019 SRP's Partner Ministry called for coordination meetings every two months to coordinate and exchange on the activities implemented by their partner projects which are: SRP, the USAID funded SCORE project, the Canadian funded language project NLEAP, and the US funded INSPIRED project. These meetings were chaired by the Minister. In September 2019, the Ministry also organized a coordination meeting with all actors planning to support the District Reconciliation Committees. However, these regular meetings were discontinued in connection with the election campaign and have not yet been restarted. Thirdly, SRP maintains direct bilateral links with the above-mentioned reconciliation initiatives and others, such as UNDP, WHO and IOM. SRP also has regular coordination meetings with initiatives funded by the German Federal Foreign Office in order to find synergies and prevent duplications. Specifically, SRP maintains bilateral links with Democracy Reporting International (DRI) and Helvetas Intercooperation to coordinate respective activities in the fields of countering hate speech through social media."

"With regards to the strategic objectives of the EU's relationship with Sri Lanka as outlined under 1.1. of the Multiannual Indicative Programme 2014-2020 for Sri Lanka, SRP most directly contributes to two objectives: a more inclusive and comprehensive political reconciliation process; engaging with civil society and local authorities, as an

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communication tools. The EU was also open to SRP working on social media, which plays a big role in Sri Lanka. With these activities, SRP was able to reach target groups in very effective ways and share beneficiaries' stories and experiences to a broad public audience."

empowered civil society can contribute to more effective policies, equitable and sustainable development and inclusive growth. SRP's overall objective is to strengthen Sri Lanka's reconciliation process; it aims at doing so in a comprehensive manner, working in seven different clusters of activities. As it is SRP's specific objective that government, non-government and grassroots organizations take joint responsibility in addressing key elements of the reconciliation process, it is promoting an inclusive reconciliation process in which engaging with civil society is a key element. Regarding local authorities, SRP's institutional development arm seeks to also support the work of subnational structures, for example District Reconciliation Committees."

2.8   CROSS-CUTTING ISSUES

EQ 17   *To what extent are human rights mainstreamed into the SRP project design and implementation?*

EQ 18   *To what extent is gender equality integrated into the project design and implementation, including in relation to civil society/media engagement?*

As a project that seeks to strengthen reconciliation after a civil conflict, SRP also inherently contributes to the promotion and protection of human rights. It cannot be said that SRP was designed as a rights-based approach – it is by no means certain that such an approach would have been better, in a context of ethnic and religious polarization. However, the project was clearly designed with human rights in mind, as demonstrated for example by the reference to the Barometer methodology's eight dimensions of reconciliation, each of which can be expressed in human-rights terms. A similar reasoning applies to the cross-unit outcomes set out in the theory of change. It is also important to note that the project design demonstrates an awareness of the underlying causes of the conflict in Sri Lanka and of the extent to which past human-rights violations and abuses may hamper reconciliation as a result of numerous factors (ignorance, trauma, etc.). The project seeks to be inclusive, as demonstrated for example by the Barometer's approach, which involves an inclusive and participatory nationwide consultation process integrating. Vulnerable groups were able to participate and are partly cited in the concept notes on the reconciliation dimensions (e.g., identity and belonging). Other units also address issues of inclusivity, for example as work on arts and culture seeks to enhance vulnerable communities' sense of agency, or being actors of their own history. Similarly, the psychosocial support unit successfully mainstreamed human rights primarily by providing access to psychosocial support to vulnerable groups including children, youth and single mothers who have lived through the conflict and were directly affected by the war. This is reflected in partner reports that illustrate the rights-based approach taken by the unit.

The project has a remarkably thoughtful and comprehensive gender dimension, grounded in international documents such as those stemming from UN Security Council Resolution 1325 on women, peace and security, and taking account of relevant EU commitments. GIZ and the British Council themselves have comprehensive policies and programming guidelines on gender equality, which the project is implementing and monitoring, including at senior management levels.

In terms of project design the situation of women in the conflict and in its aftermath has clearly been taken into consideration, for example in the psychosocial support to women self-help groups, the prioritization of target groups, the selection of civil society partners, the contents and modalities of training sessions and workshops, etc. The gender strategy developed as part of the project design provides principles and monitoring standards used across all units.

In terms of project implementation, gender equality is monitored through gender-disaggregated indicators. Gender equality is addressed within each unit and adopted as a key consideration in partnerships: civil society partners are apprised of the project's gender strategy, and interviews demonstrate that they proactively address gender issues as part of the cooperation with SRP as well as internally. Further, the SRP monitoring and reporting is based on gender-disaggregated data collection. Nevertheless, there is still potential in some respects to strengthen the consideration of gender aspects. For example, the project could add a concept note on UNSCR 1325 to the thematic scope of the Barometer (Unit 1) and develop a walking tour on the situation of women in conflict (Unit 4).

3 LESSONS

The mid-term evaluation experts have identified the following elements as lessons – that is, aspects of the SRP project design and implementation that should be disseminated, and reproduced if relevant, in other similar projects or in a future SRP project phase.

3.1 OVERALL PROJECT DESIGN AND IMPLEMENTATION

Holistic approach. One of the most valuable features of SRP is its holistic nature – the fact that it addresses reconciliation from a wide range of angles. These include governance, institutional capacity building, advocacy, culture and arts, history, languages, as well as civil society engagement. It is essential that any successor project to SRP should preserve, to the extent possible, this holistic approach. Supporting the most vulnerable, such as the plantation community youth, was an effective tool to give voice to marginalized communities.

Theory of change. While a formal theory of change is not an explicit prerequisite in the EU and German Foreign Ministry grant process, it is advisable to make a theory of change explicit at the very beginning of the project's conceptualization, in order to have a clear vision of the underlying assumptions and of the corresponding project strategic approach. This also helps facilitate continuous monitoring and adjustments if conditions are changing or initial assumptions need to be questioned.

Risk mitigation. In reconciliation processes following protracted conflict situations such as that experienced by Sri Lanka, a relapse into earlier conflict phases and sudden changes in the political power constellations should always be considered as possible. To mitigate this risk, it is important to plan for such a scenario.

Project inception. SRP involved innovative approaches for which little previous experience was available. It was also a fairly large project with a substantial budget and management requirement. It is important for these two reasons to plan for an inception phase to build up staff and management before actual implementation of activities. In this regard, the recruitment of staff members who have extensive experience in the subject matters covered by the various project units enabled successful delivery and flexibility in an environment of uncertainty.

Government engagement. One important element of this project is the sophistication of its government engagement strategy. The project team expands substantial resources understanding government dynamics and cultivating links with relevant officials to address reconciliation issues, while also shaping activities in such a way as to ensure that they bring tangible benefits to participants (acquisition of skills, dissemination of good practices, etc.). A related lesson is the need to develop parallel advocacy and capacity building strategies (see below).

Capacity building. The project has been very effective in this aspect, both in relation to government institutions and to civil society partners. This is a major asset, which a future project should build on, by developing an explicit strategy – for example one that would seek to strengthen resilience among civil society partners, and encourage openness to civil society dialogue among institutional partners.

3.2 UNIT-LEVEL ELEMENTS

The items below broadly fall within individual SRP units. However, as lessons, they may apply to other units as well.

Advocacy & communication strategy (Unit 3). It is important for the project to develop an advocacy strategy and communication strategy, advocacy being the part of the strategy seeking to influence government policy, while communication concerns messages directed at a broader range of targets. This means that the project should make as explicit as possible the range of policy changes it seeks in relation to the government. In addition, identifying CSO partners who have a longstanding commitment to issues of reconciliation addressed by the project as well as strong relationships with communities and government has strengthened the project's impact and sustainability.

Memory, culture and arts (Units 4 and 6). The key lesson in this respect is that mainstreaming an understanding of reconciliation in arts and culture is a long-term process of trial and error, requiring flexibility and empathy on the part of the project. It has had impressive achievements to date on the "supply" side (museum, film festival, support to individual artists), but fostering "demand" is a longer process. The museum is particularly suitable for developing a special format suited to the most conflict-affected areas, in which as many units as possible can contribute contents that meets local needs. This may also help and enhance synergies between the units. In addition, exchange programmes have proven particularly effective in bringing members of different ethnic groups closer together, including the members of communities formerly in conflict, and to reduce negative stereotypes. Community memorialization is an important tool that enables communities to record histories that have effectively been erased in official documents and other records. Further, in the absence of multiple narratives of history and records of conflict in school textbooks and official documentation of history, taking multiple narratives of history to various segments of society is imperative to keeping the Sri Lankan community attuned to the different experiences of the "other".

Community of practitioners (Unit 5). Establishing links among like-minded persons and creating a community of practitioners is an effective mechanism to ensure project impact and sustainability.

Language (Unit 7). The project, despite its difficulties in achieving the expected results related to bi- or trilingualism, is highlighting the fact that multilingual communication is a professional – and not just clerical – skill, that should be fostered throughout government. The professionalism of the project – developing new curricula and proficiency assessment methods – should also be maintained in a future phase.

4 CONCLUSIONS AND RECOMMENDATIONS

4.1 CONCLUSIONS

On the basis of interviews and documents received, the following conclusions may be developed.

RELEVANCE

There is likely to be continued interest on the part of government institutions to engage with the project at local and national levels. The variety of entry points (government and civil society engagement partners, as referred to in the *Relevance* section of the previous chapter) used till late 2019, together with the tangible benefits drawn by these partners from SRP's engagement with them, should therefore help the project achieve a degree of resilience, provided the project team takes account of the dominant political discourse since the 2019 presidential elections.

The multiplicity of different approaches through the seven units itself contributes to the project as a whole's continuing to meet needs. In that sense, the nationwide spread of project activities is also relevant. Each individual unit contributes to the overall relevance of the project. This owes much to its thoughtful design, its holistic approach and its focus on vulnerable groups, as well as to the quality of its gender strategy.

In essence, three factors could hamper the continued relevance of the project:

- One external risk concerns the continuing **polarization of the political environment**. As a result, the path towards implementation of the reconciliation agenda is narrow, and future relevance might be hampered if government engagement cannot be maintained at the current level, both with central and local authorities. The project has effectively mitigated this risk, to date, through a multiplicity of forms of engagement and development of a broad range of interlocutors, and by bringing tangible benefits to departments (such as policy advice, training, dialogue platforms with civil society, etc.). The project needs to remain vigilant and flexible to anticipate, and respond to, any changes in the political environment.

- Another, lower, risk, is that partners involved in a particular SRP unit, or possibly the broader public, focus solely on one unit's outcomes and **lose sight of the project's overall objective** and outputs. This is mitigated by the visibility of a broad range of unit-level outputs. However, as the project makes on-going adjustments to its communication strategy, it will be important that it develops more key messages highlighting the overall objective of strengthening reconciliation processes.

- A project management risk is posed by possibly **diverging interpretations of the Specific Objective** and outputs. As detailed in the report, some of the wording of these items may raise unrealistic expectations. The theory of change as it stands, as well as the overall logframe, indicators and unit workplans, helps mitigating this risk because it provides clear and realistic milestones for the project to achieve in the course of its implementation. Nevertheless, it would be advisable to ensure that the SRP management team and donors agree that these items are interpreted along lines suggested in this report.

EFFECTIVENESS

The project is effective, in the sense that it is well on its way to delivering the planned outputs and meeting its Specific Objective (subject to interpretation as mentioned above). The main factors that have helped to ensure its effectiveness are its sound design, the appropriate selection of (and support to) civil society partners, the ability of the team to maintain in-depth engagement with government, and the high level of expertise of the SRP staff and managers. The quality and timeliness of unit outputs have also contributed to effectiveness.

The key limitations to effectiveness have been related to the political environment (the mid-term evaluation took place before the Covid-19 pandemic caused a freeze in most project activities). There were also specific factors affecting the implementation of Unit 7: accumulated delays in the activities of this unit make it unlikely that planned outputs can be delivered within the project period. However, in this and in each of the other units, high-quality groundwork has been conducted to date, which this project (and any successor) should be able to build on.

Although effectiveness is not as such particularly at risk at this point (except to the extent the pandemic places all projects at risk), it will be important for the project to pay particular attention to creating as many synergies and as much coordination and cooperation as possible across units, so that the project can eventually deliver the project-level outputs and outcome that are expected.

EFFICIENCY

The project is also remarkably efficient, in the sense that it makes very good use of its financial and human resources, and that its management is accountable and reactive. The project team as a whole demonstrates a high level of skill and commitment. Its skills and expertise are widely recognized by partners, and doubtless contribute to the credibility of the project with both government and civil society. Activities have mainly been implemented within planned budgets. Despite delays, most units are on course to achieve the planned outputs. The organizational capacity-building support provided to a number of civil society partners has contributed to the partners' – and therefore the project as a whole – being able to deliver detailed narrative and financial reports, which appear to date to be meeting the EU's reporting requirements.

SUSTAINABILITY

Interviews with stakeholders make clear that the project is likely to achieve substantial elements of sustainability, by imparting skills and knowledge, and establishing coordination processes that partners may be able to carry over beyond the end of the project period. Virtually every SRP unit has the scope to deliver sustainable results, and these are likely to contribute to the strengthening of reconciliation processes referred to in the Specific Objective. However, it is important that expectations relating to the legacy of the project are clarified, and an exit strategy is formulated, to encourage more inter-unit synergies, and clear public messages about the reconciliation agenda over the longer term.

IMPACT

Similarly, there are possible elements of impact, including changes in attitudes towards reconciliation and national integration, that the project is well placed to contribute to.

COHERENCE AND COMPLEMENTARITY

The project does not overlap substantially with other donor-supported activities, though it is clear that some NGOs are working in similar areas, for example psychosocial support and transitional justice (the project does not work on transitional justice as such, but its memorialization and monitoring work is relevant to transitional justice and the fight against impunity). It will be important to explore whether future donor projects could develop synergies with SRP, for example in the field of judicial reform and even security sector reform (if such projects are planned).

CROSS-CUTTING ISSUES

It is clear from project documents and reports that gender equality has been prioritized since the start. So have gender balance in terms of project management, uptake of the history of gender-based violence in memorialization, and gender equality in the Barometer methodology (through gender-disaggregated data). Similarly, the project is mindful of vulnerability in terms of ethnicity and other aspects of identity, and the same questions about mainstreaming should be considered during the field visit. There is still some scope to expand work on gender, as noted above.

4.2   RECOMMENDATIONS

TO THE SRP MANAGEMENT TEAM

It will be important for the team to review the project's theory of change, with a view to consider whether its design, key inputs and expected outcomes may be adapted to the current context. A suggestion in this respect is included in this report.

Some elements of the logical framework should be reviewed, particularly to provide more qualitative indicators. Suggestions to that effect are included in this report.

The SRP management team and the Steering Committee should agree on the interpretation of the wording of the Specific Objective and the Outputs. Suggestions to that effect are included in this report.

UNIT-LEVEL RECOMMENDATIONS

Unit 1, Tracking reconciliation

Given the fact that the government tracking component is suspended, the project could consider using the national Sustainable Development Goals report as a starting point to re-establish dialogue with the government: in the government's 2017 report, the section on Goal 16 is completely blank. Here SRP could offer to establish a monitoring framework and the Barometer to help filling this gap.

In order to take greater account of gender and conflict, the project should consider the possibility to add a concept note on the United Nations Security Council resolution 1325 to the thematic scope of the Barometer.

In order to continue and expand the national dialogue and consultations process of the Barometer on reconciliation, the project should explore how the circle of participants could be

enlarged, including formats to systematically reach out to the grassroots level. This way the Barometer itself could be used to create linkages between groups of different ethnic and geographic backgrounds in the sense of a dialogue space or a "peace constituency" in the country.

In order to increase the potential influence of Barometer, the project should identify additional institutions affiliated with or recognized by the government, which could be addressed and integrated into the process.

Unit 2, Institutional development and learning

The unit should seek to enhance the coordination and synergies between the various platforms and spaces it has developed, with a view to seeking to integrate them into an overall "mechanism", possibly in partnership with a relevant learning or training institution.

The unit should also seek to institutionalize the reflection and cooperation spaces on reconciliation, which have been opened with CSOs and local authorities.

Unit 3, Policy and communication

The unit should highlight, in its future communication work, the holistic nature of the project, by developing messages targeting the public (and selected groups) that emphasize the long-term and multi-faceted dimension of the reconciliation agenda.

The communication strategy should also support partners' advocacy on issues related to the underlying causes of the conflict in Sri Lanka including discrimination, socio-economic rights, as well as gender equality.

Unit 4, Memory culture

In order to increase the relevance, effectiveness and impact of the Mobile Museum, the project should continue with the idea of a smaller container travelling museum and develop a systematic plan to reach out to remote areas and to marginalized groups, including conflict affected ones. This might require an adaption of the contents.

The unit should explore if and how there could be a specific format of the museum for the conflict-affected regions, for example a specific "local storytelling café" or roundtable discussion for neighbours across communities. This could be interlinked or accompanied with some of the activities of Units 2, 3 and 6. The district reconciliation committees could become involved to facilitate such roundtable discussions; Unit 3 could broadcast radio shows or targeted messages and campaigns; Unit 6 could organize as many cultural events as before. Options of cooperation and synergies with the GIZ vocational training project in the North and East could, for example, be explored.

In order to increase the effects on the audience of the museum, it is advisable to offer more guided tours for younger students for a better understanding of the contents and teacher training courses for preparation and follow-up lessons in the classroom.

In order to take greater account of gender aspects, the project could consider developing a walking tour on the role of women in coexistence and situations of loss and violence in a specific district or neighbourhood. Unit 4 could assess options on how CSOs and state institutions such as universities and district administration could become more directly and independently responsible in organizing joint events in the context of the travelling museum (outcome target of the project).

Regarding the university exchange programme, it has been proved to be instrumental for building bridges across communities. It could/should be explored if and how this potential could be used in other areas (for example arts and culture youth projects).

Unit 5, Psychosocial support

Given the critical need of the sector, the unit should further enhance the capacity of partners.

The unit should provide partners with support to scale up services and broaden the geographical reach.

It should improve the quality of government structure service provision by including education sector counsellors through the Asia Foundation or through alternative means.

It should build up detailed sustainability plans with partners.

Unit 6, Arts and culture

The unit should develop a visual framework such as a pyramid, flow chart or graph to present the unit's approaches, clarifying which partner is using which approach.

Given that the unit has potential to develop beyond the scope of the project and that partnerships of the unit are with organizations that are inherently diverse, the possibility of establishing a community of practice among artists groups should be explored.

The unit should provide targeted opportunities for youth from the most vulnerable groups e.g., directly war-affected youth, youth from border villages and youth from rural areas to come forward as artists, film-makers or dramatists.

The unit should strengthen its approach towards particularly promising approaches that go beyond one-off events and initiate local structures for ongoing community dialogue by involving local stakeholders (for example the Chrysalis project in which trained local youth organize regular local film screenings).

It should explore ways of using the photographs taken by the plantation youth beyond the photography exhibition planned for this year. It can become an activity that evolves into and archive that showcases life experience of the plantation communities. The activity can also be adopted in locations of other vulnerable communities as well.

Unit 7, Reducing language barriers

The unit should take stock of its situation with GIZ and develop an activity plan that is commensurate with available human resources and takes account of the availability of potential language teachers, and of the administrative constraints faced by the Ministry of Public Administration and the National Institute of Language Education and Training.

On the basis of this realistic workplan and of any extension of the project duration granted by the EU Delegation, GIZ should consider the feasibility and appropriateness of reallocating part of Unit 7 funds to other project units, with a view to reinforcing the project's overall impact.

TO THE EU DELEGATION

The EU should grant an extension to the project so as to ensure that originally planned results can be delivered and to provide as seamless as possible a transition towards the new programming period. In particular, it will be important to ensure that the reconciliation agenda is maintained throughout the transition toward the new programming period.

The EU should also consider including a second SRP phase in its flagship programming from 2022 onwards. Such a second phase should maintain the current project's holistic nature and build on results achieved to strengthen institutionalization, while also facilitating advances in other areas of peacebuilding such as justice and governance.

ANNEXES

List of annexes

In accordance with the ToR of the mid-term evaluation, the following documents are annexed to this report:

1. Evaluation team
2. Evaluation matrix
3. SRP logical framework, including proposed revisions
4. List of people consulted and schedule of consultations
5. List of key documents consulted
6. Mid-term evaluation terms of reference

Notes

- As the SRP project is nationwide in Sri Lanka, no map of project locations is provided.
- The evaluation methodology is outlined in Chapter 1 of the report.
- The responses to the evaluation questions are set out in the body of the report.

ANNEX 2   EVALUATION MATRIX

EQ = Evaluation question; JC = Judgment criteria

For sources of evidence, see end of table.

Evaluation questions/judgement criteria		Indicators
Relevance		
EQ 1	To what extent does the project meet the needs of the beneficiaries and support government policies on reconciliation?	
JC 1.1	The project was discussed with relevant stakeholders prior to design being finalized, and is consistent with Sri Lanka's national strategy and international commitments.	National strategy Justice sector strategy
JC 1.2	The project design took into account lessons learned from previous similar activities in Sri Lanka and the region at the time of its design.	Uptake of recommendations of monitoring missions Continuation of approved partnership and projects from the previous EU/GIZ project (Facilitating Local Initiatives for Conflict Transformation)
JC 1.3	The project partners have been selected strategically and on the basis of objective criteria relevant to the project objective	Evidence of partner selection procedures according to project relevant criteria
JC 1.4	The project design is reflecting/considering the needs of the final target beneficiaries and the most vulnerable, including the conflict-affected groups of the country according to the LNOB principle.	Prior needs assessment and target group analysis conducted Consideration of available studies and analysis on demographics, poverty and vulnerability
EQ 2	Have all relevant circumstances and potential risks affecting the project strategy been taken into account to possibly update the intervention logic (including targets, indicators and assumptions)?	
JC 2.1	The project documents are considering the potential risks and assumptions in a comprehensive way.	NIP Degree to which Description of Action is reflecting risks and assumptions Existence of Do no harm analysis/Peace and Conflict Analysis
JC 2.2	The project concept was adapted to changes in line with requirements	Extent to which changes have led to project adaptions
JC 2.3	The project management and steering is responding to unexpected circumstances in the project environment	Degree of flexibility of project steering
Effectiveness		
EQ 3	To what extent are the project's objectives, outcomes and targets being met and an institutional change being promoted in strengthening reconciliation?	
JC 3.1	The project is likely to achieve its outcomes in accordance with the Project Document	% of planned activities implemented % of indicators already reached

Evaluation questions/judgement criteria		Indicators
JC 3.2	The project helped enhance the organizational and operational capacity of its partners to contribute more effectively to reconciliation	Reported extent to which stakeholders increased their capacities and feel enabled to support the peace process
EQ 4	How satisfactory is the quality of the outputs?	
JC 4.1	The outputs are instrumental to initiate attitude and behavioural change relevant to reconciliation	Extent of reported attitude/behavourial change by stakeholders (partners, target groups, allies)
JC 4.2	There is evidence that the project team holds a continuing dialogue with stakeholders.	Reported quality of consultative dialogue with partners & stakeholders
JC 4.3	The project and implementing partners have a clear monitoring and reporting system.	Meetings held on schedule Results documented
EQ 5	To what extent do partner government, non-government and grassroot organizations take joint action and assume responsibility in addressing key elements of the reconciliation process?	
JC 5.1	Degree of coordination among programme components and stakeholders	Number of joint activities % of increased dialogue &networking
JC 5.2	State and not state actors are taking into account the needs of the most conflict affected groups of the population	Number of activities in which state and non state actors are taking responsibility to meet the needs of the most conflict affected groups and regions
EQ 6	Have project related negative results occurred?	
JC 6.1	The project did not produce unintended negative results	Extent to which unintended effects were observed
JC 6.2	If unintended negative results occurred the project responded adequately	Evidence of projects response to occurred negative results
Efficiency		
EQ 7	Have the implementation mechanisms selected (including choice of implementation modalities, entities and contractual arrangements) proved to be conducive to the achievement of the expected results?	
JC 7.1	Taking into account its activities, outcomes and impact, the project makes good use of the financial and human resources available.	% of budget spent to date Degree to which project is following the best value for money approach re. the procurement of services & goods and selection procedures of partners Ability of the project implementers to recruit and retain appropriately skilled staff; coherence of the staff complement with the project workload
JC 7.2	Institutional arrangements help ensure that project management mechanisms put in place by the implementers were appropriate to deliver management that was timely, flexible and accountable.	Evidence of (timely) implementation according to work plan Degree of reported satisfaction with administration and management procedures by project staff and partners
EQ 8	To what extent do resources funded by the action, and actually made available, correspond to the needs of the action?	

Evaluation questions/judgement criteria		Indicators
JC 8.1	The expenses are in line with the envisaged costs for the respective outputs	% of realized outputs at planned costs
JC 8.2	Project partners implement activities according to plan.	% of activities completed Partner perceptions of their ability to implement plans
EQ 9	To what extent where more results achieved through synergies with the help of other donors and organizations?	
JC 9.1	The project took steps to create synergies with other donors and organizations	Extent of joint initiatives for creating synergies
JC 9.2	The project coordinated its activities to avoid doubling with those of other donors and organization	Coordinating mechanism in the sector
Sustainability		
EQ 10	What are the strengths and challenges of the project in ensuring sustainability – especially financial (budget availability); institutional (taken up by government); social (local ownership)?	
JC 10.1	There is evidence that the project activities and objectives are being integrated into partners' strategies and development plans.	Degree of integration of project approaches and activities into partner strategies and plans
JC 10.2	The stakeholders in the project are willing and able to follow up on project activities, where applicable.	Existence of follow-up plans
JC 10.3	The project has an explicit exit strategy	Existence of a formal exit strategy (or plans to develop one)
EQ 11	To what extent are key stakeholders acquiring the necessary organizational and human capacities to ensure the continued flow of benefits?	
JC 11.1	The partners started already to use project inputs (ideas/ knowledge/approaches) for own initiatives and activities	Evidence of partner initiatives making use of project's inputs/ideas/knowledge
JC 11.2	The project has taken measures taken to ensure the continuation of project activities beyond the project period.	Project's strategic approach towards sustainability (e.g. exit strategy)
Impact perspective		
EQ 12	What are the prospects for the project to influence the political, social and institutional context with regard to reconciliation? In which ways would such influence be observable?	
JC 12.1	The project activities and outputs help enhance the skills of partners relevant to reconciliation and peace building.	Extent of improved capacities showing a potential to create change on a long-term perspective (e.g. governmental structures/programmes/budget lines)
JC 12.2	The project helps enhance coordination among partners and creates linkages between local, regional and national geographic and hierarchical levels	Evidence of created coordination mechanism/structures also between local, regional and national geographic and hierarchical levels and state and not-state actors
EQ 13	Are there (is it likely there will be) any secondary or unexpected effect, positive or negative, of the SRP project beyond those included in the logical framework?	

Evaluation questions/judgement criteria		Indicators
N/A		
EU added value		
EQ 14	Is the SRP project able to achieve, as a result of EU support, results or outcomes that could not have been achieved in the same way through the support of other donors?	
JC 14.1	There is evidence that SRP is able to take advantage of the EU's unique position and comparative advantage to achieve results that could not have been achieved by other implementers.	Examples based on interviews
Coherence and complementarity		
EQ 15	To what extent is the SRP project taking into account the activities of other donors and institutions working in similar fields in Sri Lanka?	
JC 15.1	Awareness of other similar activities, past of current.	Existence of a mapping of other similar projects/activities
EQ 16	To what extent is the SRP project consistent, and able to develop synergies, with other EU-supported projects and programmes in Sri Lanka?	
JC 16.1	The project design explicitly seeks to achieve synergies with other similar actions	Evidence of liaison/coordination between SRP and other projects.
Cross-cutting issues		
EQ 17	To what extent are human rights mainstreamed into the SRP project design and implementation?	
JC 17.1	A human rights-based approach was taken in designing the project, including consideration of the indivisibility and universality of all human rights.	% of activity reports that reflect human rights considerations
JC 17.2	The project activities systematically and explicitly addressed human rights issues, including (but not limited to) the fight against impunity.	As above
EQ 18	To what extent is gender equality integrated into the project design and implementation, including in relation to civil society/media engagement?	
JC 18.1	The project activities systematically and explicitly address issues of gender equality, including in terms of the gender impact of conflict.	% of activities reflecting a consideration of gender
JC 18.2	The programme encourages target institutions to address gender equality issues in the context of their plans to follow up on the project activities.	% of stakeholders adopting specific gender guidelines.

Sources of evidence	
Project proposal, identification report and grant agreement.	
Project documentation (progress reports, etc.)	
EU country strategy	
Other project-related documentation (management committee meeting notes, etc.)	
Publications by other stakeholders.	
Research on conflict by relevant international NGOs	
Research reports by national NGOs	
Interviews with representatives of direct and indirect stakeholders	
Interviews with other government officials, parliamentarians, NGO representatives, etc.	
Interviews with other donors, UN agencies representatives, development banks, etc.	

ANNEX 3   SRP LOGICAL FRAMEWORK, INCLUDING PROPOSED REVISIONS

This is a proposed revision of aspects of the SRP logframe, taking into consideration the findings of the mid-term evaluation. The logframe should be updated by removing results for activities that have already been cancelled, such as Artlink and tri-lingual dictionary (we assume this has been done already). In the proposed qualitative results (university exchange, etc.) it is generally important to take account of the ethnic balance of participants such as students.

Also, it is assumed that indicators used by individual units will be incorporated into the logframe as a matter of course. For example, Unit 5 monitors the number of PSS clients who report that their mental wellbeing has improved. Further proposed changes are highlighted as follows:

Blue text: proposed additions

Blue strikeout: proposed deletions.

	Indicators	Baseline	Target	Means of verification	Assumptions
Overall objective					
Sri Lanka's reconciliation process is advanced	Significant progress in implementing the Lessons Learnt and Reconciliation Commission recommendations	Status of the Commission implementation	Full implementation of Commission recommendations	Reports of Verité Research	
	Improved score of transformation according to BTI Index	BTI Index score for democracy 4.67; management 4.51 in 2016	Positive trends in BTI Index	BTI Index report	
	Percentage of respondents (disaggregated by sex and ethnicity) who perceive 'significant progress' on reconciliation (EURF level 2 No.5)	Baseline data to be available in 2017 with the development of the 'Barometer'	At least 2/3 of respondents in 2019 and 2021 confirm 'significant progress' on reconciliation	Annual reconciliation barometer	
Specific objective					

	Indicators	Baseline	Target	Means of verification	Assumptions
Government, non-government and grassroots organizations take ~~joint~~ action, jointly and individually, ~~and responsibility of~~ to address~~ing~~ key elements of the reconciliation process through effective ~~and coordinated~~ mechanisms.	Number of initiatives addressing reconciliation issues jointly implemented by government, non-governmental and grassroots organizations (GAP-II, 7.5)	TBD during the first year of implementation	Number of initiatives increased by 20 % annually	Project's Quarterly Reports to the Steering Committee Meetings	National and international political arena remains conducive for reconciliation

Support of citizenry to the reconciliation agendas a political priority remains stable at least at current level |
	Number or % of representatives from Government, civil society and development partners assessing the institutional mechanism supporting reconciliation as 'effective' and 'accountable'	TBD in first quarter 2017	At least 2/3 of respondents of an annual survey (representatives of government, civil society and development partners) assess the institutional arrangements supporting reconciliation as 'effective' and 'accountable'	Baseline Survey 2017 and subsequent Annual Perception Survey 2018, 2019, 2020	
	% of participants engaged in project supported activities confirm that inter/ intra group (ethnic, religious, generational, gender etc.) trust and confidence has increased (EURF level 2 No.5)	TBD in 2017	At least 2/3 of respondents confirm positive trends in trust and confidence	Project documents (end of activity /post activity evaluation)	
	Number of women in leadership positions (CSO, CBO, administrative, political) in reconciliation processes (GAP II 17.4) facilitated by the project	TBD during the first year of implementation	Increase by 10 % of women in leadership positions in initiatives addressing reconciliation by 2020	Project records	
Output 1					

	Indicators	Baseline	Target	Means of verification	Assumptions
More pro-active involvement of government and CSO representatives in reconciliation processes. ~~More effective and accountable institutional arrangements, between stakeholders of State and Civil Society, support reconciliation processes~~	Number of learning and dialogue platforms with participation of CSOs and government officials addressing reconciliation	TBD by the first year of implementation	Number of platforms increased by at least 20 % annually	Quarterly Reports to Steering Committee	Willingness of Government and Civil Society to jointly address reconciliation remains high Influence of voices of factions of extremists remain within manageable limits Public engagement and participation in reconciliation is functional and not undermining joint Collaborations Coordination mechanisms among government institutions on reconciliation is functional and not undermining joint collaboration
	Number of participants of the learning and dialogue platforms using their knowledge and skills (disaggregated by gender)	Zero	2/3 of the planned 1200 participants use their knowledge and skills (gender disaggregated data)	Post attendance survey; Tracer Studies	
	Percentage of community members who agree that the District Reconciliation Committees are pro-actively engaged to promote dialogue across between ethnic communities.	Unknown	Derived from Barometer (suggest 30%).	'Annual Barometer'	
	Percentage of civil society representatives and government officials who assess the Barometer as useful tool to promote a public discourse on reconciliation (on a scale from -2 to +2).	No methodology for tracking reconciliation in existence (2016)	By March 2018 methodology for tracking reconciliation endorsed by institutions involved in reconciliation	Records of the Ministry of National Integration and Reconciliation accepting methodology document and the decision on its adoption	
	Status of the 'Annual Barometer'	No Barometer available in 2016	'Annual Barometer' published between 2018-2020	'Annual Barometer'	
	Status of the Communication and Outreach Strategy	No strategy available in 2016	Strategy developed and used	Strategy Document/ Independent media analysis	

	Indicators	Baseline	Target	Means of verification	Assumptions
	Status of Reconciliation policies	Draft Policy on Reconciliation/ National Policy Framework on Social Integration available in 2016	National Policy on Reconciliation is developed in a consultative manner by 06/ 2017, action plan prepared by 12/2017and implementation reviewed annually	National Policy document, records on participation of different stakeholders at the Ministry of National Integration and Reconciliation	
Output 2					
Strategic Initiatives to support the non-recurrence pillar of reconciliation (intra-communal, inter-communal and North-South) are ~~systematically~~ facilitated	Number of public officers (gender/ethnic disaggregated data) located in the target areas able to provide services in the language of citizens' choice (GAP-II 9.6, 17.4)	Results of Language Gap Assessment conducted in July 2016	At least 1200 public officers able to provide service in the language of the citizen's choice by end of 2020	Records of the Ministry of National Coexistence, Dialogue and Official Languages	Public service centres and staff at point of delivery are supportive of implementation of bilingualism
	Number of beneficiaries (men/women) served in their choice of language (GAP 9.6) (EURF 16.3)**	TBD by the end of the first year of implementation	20 % increase annually in the number of beneficiaries	Records at Ministry of National Coexistence, Dialogue and Official Languages	Coordination among psychosocial service providers improves and better sharing of coverage, needs and referral and follow up among state and non-state actors support access for target communities as well as capacity and quality of support provided
	Number of official translators, interpreters meeting the newly developed framework of professional standards based on international standards	TBD upon completion of the first batch in 2017	At least 200 official translators and interpreters by 2020	Records at OLD/ National Institute of Language Education and Training; Translation/interpretation certification results	Increase in information through exchanges contribute to behavioural change
	Number of individuals accessing the upgraded online and offline Trilingual Dictionary	Baseline to be established based on existing data from GIZ	20 % annual increase between 2017 and 2020	Web analytics and distribution reports	Public interest and outreach in engaging with arts and culture linked to reconciliation

	Indicators	Baseline	Target	Means of verification	Assumptions
	Number of professionals informally qualified persons, community level counsellors trained in psychosocial services (disaggregated by gender) (GAP-II, 9.6)	TBD according to Asia Foundation Study 2016	20 % increase annually between 2017 and 2020	Records of training providers partnering with the project	
	Number of representatives of Partner organizations and their networks trained in psychosocial service delivery and outreach (disaggregated by gender)	TBD based on Asia Foundation Study 2016	At least one representative from 2/3 of the partner organizations and their networks trained by the end of 2020	Quarterly reports to the steering committee meetings	
	Number of students of history from at least 4 different universities successfully complete the History and Community Programme (disaggregated by gender and ethnicity)	As of May 2016, 280 students and 12 lecturers from 2 universities have completed the History and Community Programme	By 2020, the number of students (gender/ethnic disaggregated data) doubled to 560 representing 4 universities, with a core group of at least 12 alumnae carrying the programme forward	Quarterly reports to the steering committee meetings	
	Percentage of Tamil and Muslim students participating in exchange programmes who report that they feel more acknowledged by their Sinhalese fellow students.	N/A	Suggest 50%	Participants' evaluations of exchange programmes	
	Number of locations/ school communities serviced by the mobile museum	Conceptualization of mobile museum ongoing (2016).	5 locations/school communities serviced by the mobile museum by end of 2017 and each following year another 10 locations	Quarterly Reports to the Steering Committee Meetings	

	Indicators	Baseline	Target	Means of verification	Assumptions
	Percentage of Mobile Museum visitors who state that their understanding of the experiences of the respective other ethnic communities has improved (on a scale of -2 to +2).	N/A	Suggest 30%	Visitors' response to survey.	
	Number of local artists / media personnel using art and media for public messaging promoting reconciliation (disaggregated to assess proportion of members of vulnerable communities).	TBD in 2017	At least 200 media personnel and 100 artists using art and media for reconciliation by 2020	Baseline Study and training reports	
	Number of citizens exposed to art and media content promoting reconciliation in target areas	Baseline to be conducted during inception on samples of target groups	At least 20 % annual increase	Cultural events reports and media outreach reports	
	Number of art projects on reconciliation supported by ARTLINK programme every year	By 2016 twelve art projects supported through ART LINK (micro-grant scheme)	By 2020 a total of at least 40 art projects supported	Quarterly Reports to the Steering Committee Meetings	
	Status of an academic conference/ arts festival (WINGS) addressing diversity and reconciliation	First WINGS conference and arts festival presently planned for 2016	Annual WINGS conference and arts festival institutionalized under the leadership of Arts Council	The WINGS Website hosted by Arts Council; other media coverage	

ANNEX 5   KEY DOCUMENTS CONSULTED

Project documents, including:

- Description of the action
- Logical framework
- Theory of change
- Financial overview and reports
- History of SRP partner ministry changes
- First and second narrative reports
- International Center for Ethnic Studies-GIZ museum narrative report, November 2019
- Family Rehabilitation Centre mid-term evaluation presentation, March 2020

Evaluative reports

- Joint monitoring mission report, February 2019
- ROM report, February 2019

EU document

- EU Sri Lanka multi-annual indicative programme 2014-2020

UN documents

- UN Sri Lanka peacebuilding context assessment, March 2016
- Human Rights Council, 30th Session, Resolution adopted by the Human Rights Council on 1 October 2015 (A/HRC/RES/30/1)
- Human Rights Council, 32nd Session, June 2016: Promoting reconciliation, accountability and human rights in Sri Lanka (A/HRC/32/CRP.4)
- Human Rights Council, 40th Session, Resolution adopted by the Human Rights Council on 21 March 2019 (A/HRC/RES/40/1)
- Human Rights Council, 37th, 41st and 42nd Session: Joint oral statements by NGOs
- Report of the Secretary-General's panel of experts on accountability in Sri Lanka, 31 March 2011
- Human Rights Indicators, Guide for the implementation and measurement, OHCHR, 2012 (HR/PUB/12/5)

Government of Sri Lanka documents

- Sri Lanka peacebuilding priority plan, August 2016
- Sri Lanka's Transitional justice and reconciliation process, Presentation by the Secretariat for Coordinating Reconciliation Mechanisms, November 2017
- Office on Missing Persons, Interim report, August 2018

Reports and academic articles

- Reconciliation in post-war Sri Lanka, Seeni Mohamed Aliff, Southeastern University of Sri Lanka, June 2016 (www.researchgate.net/publication/307905734)

- After Sri Lanka's Easter bombings: Reducing risk of future violence, International Crisis Group Asia Report 302, September 2019

- The failed promise of reconciliation in Sri Lanka, by Mario Arulthas, The Diplomat, 11 October 2018

ANNEX 6   SPECIFIC TERMS OF REFERENCE: MID-TERM EVALUATION OF 'STRENGTHENING RECONCILIATION PROCESSES IN SRI LANKA'

ACA/2017/385-379/2

FWC SIEA 2018 - LOT 3 Human Rights, Democracy and Peace

EuropeAid/138778/DH/SER/multi

Contracting Authority: European Union Delegation to Sri Lanka and the Maldives

1.   BACKGROUND

1.1   RELEVANT COUNTRY SECTOR BACKGROUND

In 2009, Sri Lanka emerged from a three-decade-long conflict between the Government of Sri Lanka and the Liberation Tigers of Tamil Eelam, a Tamil militant organization. The violent end of the conflict perceived and celebrated by the majority population as a military victory for the state armed forces imposed afterward significant challenges on the articulation of a peace process.

The Government's response to demands of reconciliation became more evident after 2015 when a new National-Unity-Government formed on an agenda of good governance and reconciliation initiated a process of institutionalisation of the peace process. An important first step in this direction was the approval of the 19th Constitutional Amendment aimed at reducing the power of the executive president and strengthening the Parliament.

In November 2015 Sri Lanka co-sponsored the United Nations (UN) Human Rights Council (HRC) Resolution 30/1 which paved the way for initiating a process of transitional justice and reconciliation focused on four pillars of Truth-Seeking, Justice, Reparation and Non-recurrence. To implement the Resolution the Government established an inter-ministerial mechanism tasked to provide guidance on transitional justice and coordinate activities of various players engaged in reconciliation. A National Reconciliation Policy has also been formulated though a comprehensive Action Plan for implementation is still missing.

On the other hand, the legacy of the conflict and its contentious end continues to have implications on the progress of transitional justice, challenging the peace and reconciliation agenda and the commitments showed by the government. A culture of impunity continues to threaten the credibility

of political commitments to redress past human right violation; unresolved issues of psycho-social trauma intersect with groups such as female-headed households, families of disappeared or former combatants making them more vulnerable to an increasingly challenging context; a pattern of ethnic and religious polarization affects the multi-level national political consensus and impact on the political will to address crucial issues of peacebuilding.

The 2018 Local Government elections and major electoral gains for the Joint Opposition for instance had already started to put strain on the partners of the Unity Government. Violence towards minorities, particularly Muslims was seen in various parts of the country (Kandi, Ampara) even before the Easter Sunday attacks, and exacerbated after it. Though these events do not bode well, responses from GoSL and civil society still indicate strong condemnation of violence seeking solutions to promote social tensions in the country.

The Presidential Elections held on 16 November 2019 made obvious that Sri Lanka is still split along ethnic lines. The country's new president and former wartime defence secretary, Gotabaya Rajapaksa, was the clear victor in Sinhalese majority areas, while his rival Sajith Premadasa scored better with minorities, particularly Tamils and Muslim in the North and East of the island. This further underscores the relevance of initiatives aimed at strengthening reconciliation and social cohesion in the country.

1.2   THE ACTION TO BE EVALUATED.[31]

Title of the Action to be evaluated	Strengthening Reconciliation Processes in Sri Lanka
Budget of the Action to be evaluated	EU contribution: EUR 11 750 000 Foreign Office of the Federal Republic of Germany: EUR 2 400 000
CRIS number of the Action to be evaluated	ACA/2017/385-379
Dates of the Action to be evaluated	Start: 31.10.2017 End: 30.10.2021

The logic of intervention is shaped by:

- The need for horizontal (across government entities and with civil society) and vertical legitimacy (linking government with society and grassroots) for a shared framework on national reconciliation. This means supporting and structuring this legitimacy with strong governance arrangements and mechanisms.

- The need to deal with the past, including historical dialogue and memorialisation, as well as psycho-social assistance extended to people and communities affected by violence; addressing the language barriers that have been a primary cause of conflict; inform pragmatic and rights-based actions to help affected communities access much needed public services, justice, security and livelihoods.

The effort to ensure a coherent and solid response and to reach the general and specific objectives, involves activities grouped across two outputs:

1. More effective and accountable institutional arrangements within and between stakeholders of state and civil society support reconciliation processes

2. Strategic initiatives to support the non-recurrence pillar of reconciliation (inter/intra communal, North-South) are systematically facilitated.

The above outputs areas involve **seven clusters** of activities under the titles of:

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31 The term 'Action' is used throughout the report as a synonym of 'project and programme'.

1. **Tracking Reconciliation**. This cluster consists of developing a 'so-called' reconciliation barometer involving an island-wide public opinion survey on national reconciliation as a means of 'feeling the pulse' of a living and dynamic process, in collaboration with several researchers from universities and think tanks;

2. **Learning and Institutional Development**, seeking to establish sustainable, institutionalised capacity development of stakeholders along with training and dialogue platform;

3. **Policy and Communication**; which aims to increase public engagement in the reconciliation process, involving the media (including social media), government, civil society and development partners

4. **Historical Dialogue**; aiming to create space to acknowledge the past and discuss history and memory, inter alia through a mobile museum exploring multiple perspectives of history and other outreach events such as memory walks and discursive spaces;

5. **Psychosocial Support**; to build capacity, develop referral systems, and promote emerging/promising practice in the field.

6. **Arts and Culture**; which aims to develop the capacity of organisations and build networks in this area, while supporting arts & culture initiatives on reconciliation, the production of related content, and coordinating forums such conferences and film festivals;

7. **Languages**, which involves developing the bilingual capacity of public service officers, improving and facilitating access to bilingual services and increasing the number of registered bilingual translators and interpreters.

The SRP is regulated by a National Steering Committee which meets twice a year and is co-chaired by the Ministry of National Integration, Official Languages and Social Progress and the European Union. The Committee comprises of 12 members including relevant ministries and government departments and representatives of civil society organisations and development partners involved with reconciliation issues holding the role of observers.

1.3   *STAKEHOLDERS OF THE ACTION*

The SRP seeks to support good governance and reconciliation activities that address the entire population comprising of Sinhalese, Tamil, Muslim and other communities all over the country. The focus is on national government entities mandated to support reconciliation as well as civil society organisations interacting with government on the agenda of reconciliation and social cohesion. The action involves also high level of pubic engagement through dialogues, surveys and arts and culture activities broad-based in social and geographical terms.

The Ministry of National Integration, Official Languages and Social Progress is the current (following three cabinet ministerial changes during implementation) ministry tasked with identifying critical issues for reconciliation and hence it is also allocated as the political partner and interlocutor. The Secretary of the Ministry is the co-chair of the National Steering Committee. The Office of National Unity and Reconciliation (ONUR) – under the Ministry – is considered the 'implementing arm'. Implementation of UNHRC Resolution 30/1 is supposed to be overseen by the Prime Minister Chaired Action Group (involving Ministry of Resettlement, Justice, Defence and National Integration. The Office together with the Secretariat for Coordinating Reconciliation Mechanism (SCRM) is tasked to formulate and implement the provision of the Resolution through a coordinated approach to avoid duplication and ensure policy coherence. Over the last 3 years, the latter two organisations fall to an extent short of expectations in terms of implementation reflecting the complexity and political sensitivity of issues to be addressed and the need of strong political will which gradually decreased as the time for elections approaches.

Implementation of the action is trusted to GIZ on behalf of the Federal Ministry for Economic Cooperation and Development and the German Foreign Office of the Republic of Germany and to the British High Commission represented for this action by the British Council. Distribution of tasks between the two implementing agencies has been arranged according to individual mandates, and

expertise. While GIZ is implementing the first five clusters of activities as described above, the sixth cluster (Arts &Culture) is implemented jointly by GIZ and the British Council, and the seventh cluster (languages) is implemented by the British Council. Other multilateral organisations involved with the sector are Canada and USAID respectively implementing the National Language Project (NILEAP) and the Social Cohesion and Reconciliation (SCORE) projects. Working level collaboration is continuously encouraged and promoted by the SRP with implementing agencies involved on the same sectors.

A crucial partner to the programme and achievement of its results, CSOs in Sri Lanka have maintained a complex relationship with politics. The nature and extent of space they enjoy has often been determined by policies and ideologies of dominant political parties in power. They have performed crucial functions as interlocutor between the government and people and as service providers in times of need, particularly in the war affected regions and during periods of crises. They continue to be engaged with project activities both from the programmatic and political (advocacy) aspects of implementation.

Though geographic focus of the SRP is the Northern, North-Western and Eastern Provinces, interventions expand island-wise especially in the area of cross-community where social cohesion is at risk.

1.4 OTHER AVAILABLE INFORMATION

The SRP undertakes a Joint Monitoring Mission on yearly basis. The aim is to serve as a guide to support the National Steering Committee and the project management for prioritization and decision-making. It is considered as an internal review, where the project is scrutinized in terms of progress, working assumption an adaptive management. The first JMM took place in November 2018. A Result Oriented Monitoring mission (ROM) was carried out contemporarily with the JMM. Overall implementation has been considered satisfactory by both assessments and recommendations have been included in the Annual Work Plan 2019. Final report of both missions will be made available to the mid-term evaluation experts.

2 DESCRIPTION OF THE EVALUATION ASSIGNMENT

Type of evaluation	Mid-term Evaluation
Coverage	The entire Strengthening Reconciliation Processes in Sri Lanka action comprising of its seven clusters of activities as described above.
Geographic scope	Sri Lanka including activities implemented at national and island-wide area
Period to be evaluated	The evaluation will cover the entire period of implementation from its start (31.10.2017) until the present.

2.1 OBJECTIVES OF THE EVALUATION

Systematic and timely evaluation of its programmes and activities is an established priority[32] of the European Commission[33]. The focus of evaluations is on the assessment of achievements, the

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32 COM(2013) 686 final "Strengthening the foundations of Smart Regulation – improving evaluation" - http://ec.europa.eu/smart-regulation/docs/com_2013_686_en.pdf; EU Financial regulation (art 27); Regulation (EC) No 1905/200; Regulation (EC) No 1889/2006; Regulation (EC) No 1638/2006; Regulation (EC) No 1717/2006; Council Regulation (EC) No 215/2008

33 SEC (2007)213 "Responding to Strategic Needs: Reinforcing the use of evaluation", http://ec.europa.eu/smart-regulation/evaluation/docs/eval_comm_sec_2007_213_en.pdf ; SWD (2015)111 "Better Regulation Guidelines", http://ec.europa.eu/smart-regulation/guidelines/docs/swd_br_guidelines_en.pdf ; COM(2017) 651 final 'Completing the Better

quality and the **results.**[34] of Actions in the context of an evolving cooperation policy with an increasing emphasis on **result-oriented approaches and the contribution towards the implementation of the SDGs.**[35]

From this perspective, evaluations should look for evidence of why, whether or how these results are linked to the EU and the German Foreign Office intervention and seek to identify the factors driving or hindering progress.

Evaluations should provide an understanding of the **cause and effect links** between: inputs and activities, and outputs, outcomes and impacts. Evaluations should serve accountability, decision making, learning and management purposes.

The main objectives of this evaluation are to provide the relevant services of the European Union, the German Foreign Office and the interested stakeholders with:

- An overall independent assessment of the past performance of the 'Strengthening Reconciliation Processes in Sri Lanka' project to be evaluated, paying particular attention to its intermediate results measured against its expected objectives; and the reasons underpinning such results.

- Key lessons learned, conclusions and related recommendations in order to improve current and future Actions.

- In particular, this evaluation will serve to understand the performance of the Action, its enabling factors and those hampering a proper delivery of results in order to adjust its design.

The main users of this evaluation will be the relevant EU, German Foreign Office, GIZ, the British High Commission and British Council services; National Institutions especially the Ministry of National Integration, Official Languages and Social Progress and members of the National Steering Committee including Civil Society Representatives.

2.2 REQUESTED SERVICES

2.2.1 Scope of the evaluation

The evaluation will assess the Action using the five standard DAC evaluation criteria, namely: relevance, effectiveness – including early signs of impact – efficiency and sustainability. In addition, the evaluation will assess two EU specific evaluation criteria:

- The EU added value (the extent to which the Action brings additional benefits to what would have resulted from other implementing organisations' intervention only);

- The coherence of the Action itself, with the EU strategy in Sri Lanka and with the EU policy and other EU Members State Actions.

The evaluation team shall furthermore consider how cross cutting issues have been taken into consideration. In particular the evaluation will assess the appropriateness of the strategy used to promote gender equality and girls' and women's empowerment and its effectiveness. It will also assess whether environment and climate change were mainstreamed; the relevant SDGs and their interlinkages were identified; the principle of Leave No-One Behind and the rights-based approach have been adequately reflected in the design implementation of the Action, its governance and monitoring.

Regulation Agenda: Better solutions for better results', https://ec.europa.eu/info/sites/info/files/completing-the-better-regulation-agenda-better-solutions-for-better-results_en.pdf

[34] Reference is made to the entire results chain, covering outputs, outcomes and impacts. Cfr. Regulation (EU) No 236/2014 "Laying down common rules and procedures for the implementation of the Union's instruments for financing external action" - https://ec.europa.eu/neighbourhood-enlargement/sites/near/files/pdf/financial_assistance/ipa/2014/236-2014_cir.pdf.

[35] The New European Consensus on Development 'Our World, Our Dignity, Our Future', Official Journal 30th of June 2017. http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=OJ:C:2017:210:TOC

2.2.2 Indicative evaluation questions

The specific evaluation questions as formulated below are indicative. Based on the latter and following initial consultations and document analysis, the evaluation team will discuss them with the EU Operational Manager, and propose in their Inception Note a complete and finalised set of Evaluation Questions with indication of specific Judgement Criteria and Indicators, as well as the relevant data collection sources and tools.

Once agreed through the approval of the Inception Note, the Evaluation Questions will become contractually binding.

The following indicative evaluation questions will be covered cluster-wise (list of clusters are indicated in section 1.2 above)

Relevance:

- To what extent the project meets the needs of the beneficiaries and support government policies on reconciliation?

- Have all relevant circumstances and potential risks affecting the project strategy been taken into account to possibly update the intervention logic (including targets, indictors and assumptions)?

Effectiveness:

- To what extent are the projects' objectives, outcomes and targets being met and an institutional change being promoted in strengthening reconciliation?

- Is the quality of the outputs satisfactory?

Efficiency:

- Have the chosen implementation mechanisms (including choice of implementation modalities, entities and contractual arrangements) proved to be conducive for achieving the expected results?

- Do partner government and non-government and grass root organisations take joint actions and responsibility in addressing key elements of reconciliation process? (Also measured as effectiveness)

- Do resources funded by the action and actually made available, correspond to the needs of the action?

Early signs of impact:

- What are the prospects for the project to impact on the outer political, social and institutional context with regard to reconciliation and in which terms?

Sustainability:

- What are the strengths and challenges of the project in ensuring sustainability – especially financial (budget availability); institutional (taken up by government); social (local ownership)

- Are key stakeholders acquiring the necessary institutional and human capacities to ensure the continued flow of benefits?

2.3 *PHASES OF THE EVALUATION AND REQUIRED OUTPUTS*

The evaluation process will be carried out in four phases:

- Inception and desk review
- Field phase
- Synthesis

- Dissemination
- The outputs of each phase are to be submitted at the end of the corresponding phase as specified in the synoptic table in section 2.3.1.

2.3.1   Synoptic table

The following table presents an overview of the key activities to be conducted within each phase and lists the outputs to be produced by the team as well as the key meetings with the Contracting Authority and the Reference Group. The main content of each output is described in Chapter 5.

Phases of the evaluation	Key activities	Outputs and *meetings*
Inception/ desk phase (both Home-based and country-based)	In-depth document/secondary data collection and analysis Preliminary stakeholder analysis Review of the Intervention Logic, and description of the Theory of Change (based upon available documentation) Methodological design of the evaluation and field phase (Evaluation Questions with judgement criteria, indicators and methods of data collection and analysis)	Initial meeting(s) with Contracting Authority and Reference Group (teleconference) Inception Note preferably supported by a slide presentation.
Field phase	Gathering of primary evidence with the use of interviews, focus groups, surveys, meetings with stakeholders. etc. Data collection, analysis and initial synthesis	Kick off meeting with EU Delegation, and Reference Group Field Note Debriefing with the EU Delegation, and Reference Group, supported by a Slide Presentation of key findings and recommendations of the field phase
Synthesis phase	Final analysis of findings (with focus on the Evaluation Questions) Formulation of the overall assessment, conclusions and recommendations Reporting	Draft Final Report Executive Summary according to the standard template published in the EVAL module Final Report
Dissemination phase (see section 2.3.5)	*See section 2.3.5*	*See section 2.3.5*

2.3.2   Inception phase/desk phase

This phase aims at structuring the evaluation and clarifying the key issues to be addressed.

The phase will start with initial background study, to be conducted by the evaluators from home. A list of relevant documents to be reviewed by the evaluation mission will be transmitted by the EU Delegation to the Team Leader.

Further to a first desk review of the political, social and institutional context, the evaluation team, will assess and if necessary review the Intervention Logic of the Action to be evaluated.

Furthermore, based on the Intervention Logic, the evaluators will develop a narrative explanation of the logic of the Action that describes how change is expected to happen within the Action, all along its results chain, i.e. Theory of Change. This explanation includes an assessment of the evidence

underpinning this logic (especially between outputs and outcomes, and between outcomes and impact), and articulates the assumptions that must hold for the Action to work, as well as identification of the factors most likely to inhibit the change from happening.

Based on the Intervention Logic and the Theory of Change the evaluators will finalise i) the Evaluation Questions with the definition of judgement criteria, targets and indicators, the selection of data collection tools and sources, ii) the evaluation methodology, and iii) the planning of the following phases.

The methodological approach will be represented in an Evaluation Design Matrix [36], which will be included in the Inception Report.

The methodology of the evaluation should be gender sensitive, contemplate the use of sex- and age-disaggregated data and demonstrate how actions have contributed to progress on gender equality.

The limitations faced or to be faced during the evaluation exercise will be discussed with the EU Operational Manager and mitigation measures described in the Inception Note.

On the basis of the information collected, and analysis carried out the evaluation team should prepare an Inception Note (its content is described in Chapter 5 to be transmitted to the EU Operational Manger and discussed during a teleconference meeting involving the EU Delegation and the Reference Group. The Inception Note including also the work plan for the overall evaluation process will be presented and agreed in this phase. The work plan will be in line with this ToR. Any modifications shall be justified and agreed with the Reference Group.

For this teleconference session half-day presence of the team leader is required. The meeting aims at arriving at a clear and shared understanding of the scope of the evaluation, its limitations and feasibility. It also serves to clarify expectations regarding evaluation outputs, the methodology to be used and, where necessary, to pass on additional or latest relevant information.

2.3.3   Field phase

The Field Phase starts after approval of the Inception Note by the EU Operational Manger.

The Field Phase aims at validating / changing the preliminary answers formulated during the Desk phase and further completing information through primary research.

If any significant deviation from the agreed work plan or schedule is perceived as creating a risk for the quality of the evaluation or not respecting the end of the validity of the specific contract, these elements are to be immediately discussed with the EU Operational Manager and, regarding the validity of the contract, corrective measures undertaken.

The field phase will start with a kick-off meeting involving the EU Delegation, and the Reference Group in the EU Delegation (Colombo office).

During the field phase, the evaluation team shall ensure adequate contact and consultation with, and involvement of the Reference Group, the different stakeholders and with the relevant government authorities and agencies as appropriate. Throughout the mission the evaluation team will use the most reliable and appropriate sources of information, respect the rights of individuals to provide information in confidence, and be sensitive to the beliefs and customs of local social and cultural environments.

At the end of the field phase, the evaluation team will summarise its work, analyse the reliability and coverage of data collection, and present preliminary findings in a de-brief meeting with the Reference Group.

At the end of the Field Phase a Field Note supported by a Slide Presentation will be prepared; its content is described in Chapter 5.

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[36]   The Evaluation Matrix is a tool to structure the evaluation analysis (by defining judgement criteria and indicators for each evaluation question). It helps also to consider the most appropriate and feasible data collection method for each of the questions,

2.3.4   Synthesis phase

This phase is devoted to the preparation by the contractor of **two distinct documents**: the **Executive Summary** and the **Final Report**, whose structures are described in the Annex III; it entails the analysis of the data collected during the desk and field phases to answer the Evaluation Questions and preparation of the overall assessment, conclusions and recommendations of the evaluation.

The evaluation team will present, in a single Report with Annexes, their findings, conclusions and recommendations in accordance with the structure in Annex III; a separate Executive Summary will be produced as well, following the compulsory format given in the EVAL module (see Annex III).

The evaluation team will make sure that:

- Their assessments are objective and balanced, statements are accurate and evidence-based, and recommendations realistic and clearly targeted.

- When drafting the report, they will acknowledge clearly where changes in the desired direction are known to be already taking place.

- The wording, inclusive of the abbreviations used, takes into account the audience as identified in art. 2.1 above.

The evaluation team will deliver the **Draft Final Report** to the EU Delegation.

The EU Delegation Operational Manager consolidates the comments expressed by the Reference Group members and sends them to the evaluation team for the report revision, together with a first version of the Quality Assessment Grid (QAG) assessing the quality of the Draft Final Report. The content of the QAG will be discussed with the evaluation team to verify if further improvements are required, and the evaluation team will be invited to comment on the conclusions formulated in the QAG (through the EVAL Module).

The evaluation team will then finalise the **Final Report** and the **Executive Summary** by addressing the relevant comments. While potential quality issues, factual errors or methodological problems should be corrected, comments linked to diverging judgements may be either accepted or rejected. In the latter instance, the evaluation team must explain the reasons in writing. After approval of the final report, the QAG will be updated and sent to the evaluators via EVAL Module.

2.3.5   Dissemination phase

The Mid-term evaluation is an occasion for disseminating the results of the analysis that has been conducted by the evaluators. It is therefore expected that the evaluation team produces publishable materials. The production of any material should be coordinated with the EU Delegation Operational Manager. Material for dissemination may be an edited version of the final report – a Printable version of the report – cut down for the original version to make it more manageable and easy to read by interested stakeholders and wider public. The reports and all material for publication must comply with the EU Communication and Visibility Guidelines.[37].

2.4   SPECIFIC CONTRACT ORGANISATION AND METHODOLOGY (TECHNICAL OFFER)

The invited Framework Contractors will submit their specific Contract Organisation and Methodology by using the standard SIEA template B-VII-d-i and its annexes 1 and 2 (B-VII-d-ii).

The evaluation methodology proposed to undertake the assignment will be described in the Chapter 3 (Strategy and timetable of work) of the template B-VII-d-i. **Contractors will describe how their proposed methodology will address the cross-cutting issues mentioned in these Terms of Reference and notably gender equality and the empowerment of women**.

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[37]   Guidelines accessible on: https://ec.europa.eu/europeaid/node/17974

2.5   MANAGEMENT AND STEERING OF THE EVALUATION

2.5.1   At the EU level

The evaluation is managed by EU Delegation to Sri Lanka Operational Manager; the progress of the evaluation will be followed closely with the assistance of a Reference Group consisting of members of EU Services from the EU Delegation, implementing agencies (Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and British Council), and representatives of the Ministry of National Integration, Official Languages and Social Progress.

The main functions of the Reference Group are:

- To define and validate the Evaluation Questions.

- To facilitate contacts between the evaluation team and the EU services and external stakeholders.

- To ensure that the evaluation team has access to and has consulted all relevant information sources and documents related to the Action.

- To discuss and comment on notes and reports delivered by the evaluation team. Comments by individual group members are compiled into a single document by the Evaluation Manager and subsequently transmitted to the evaluation team.

- To assist in feedback on the findings, conclusions, lessons and recommendations from the evaluation.

- To support the development of a proper follow-up action plan after completion of the evaluation.

2.5.2   At the contractor level

Further to the Requirements set in the art. 6 of the Global Terms of Reference and in the Global Organisation and Methodology, respectively annexes II and III of the Framework contract SIEA 2018, the contractor is responsible for the quality of: the process; the evaluation design; the inputs and the outputs of the evaluation. In particular, it will:

- Support the Team Leader in its role, mainly from a team management perspective. In this regard, the contractor should make sure that, for each evaluation phase, specific tasks and outputs for each team member are clearly defined and understood.

- Provide backstopping and quality control of the evaluation team's work throughout the assignment.

- Ensure that the evaluators are adequately resourced to perform all required tasks within the time framework of the contract.

2.6   LANGUAGE OF THE SPECIFIC CONTRACT

The language of the specific contract is to be English. However, Sinhala and Tamil will be essential for field work and interact with beneficiaries. Hence, the Evaluation team will have to include at least one expert with excellent Sinhala speaking and reading skills and at least one expert with excellent Tamil speaking and reading skills (see below) and make arrangements for a high-standard Sinhala/Tamil-English translation/interpretation service as required. Knowledge of Sinhala/Tamil may not necessarily coincide with the skills expected from the language expert.

3   EXPERTISE REQUIRED

3.1   NUMBER OF EXPERTS AND OF WORKING DAYS PER CATEGORY

The table below indicates the minimum number of evaluators and the minimum number of working days (overall and in the field), per category of experts to be foreseen by the Contractor.

Category of experts	Minimum number of evaluators	Total minimum number of working days (total)	(Out of which) minimum number of working days on mission (total)
Cat I	1	30	20
Cat II	3	(25X3) 75	(20X3) 60

In particular, the Team Leader (to be identified in the Organisation and Methodology and in the Financial Offer) is expected to be a Cat I expert, possess a demonstrable senior evaluation expertise coherent with the requirements of this assignment and not provide less than 30 working days, out of which 20 in the field.

3.2   EXPERTISE REQUIRED

	Requirement
Category and duration of equivalent experience	
Category I: at least 12 years' experience in designing and/or managing and/or evaluating multi-stakeholders programmes in the area of peacebuilding and/or reconciliation and/or transitional justice in fragile or post conflict contexts	Team Leader (Cat I)
Category II: at least 6 years' experience in designing and/or managing and/or evaluating multi-stakeholders programmes in the area of peacebuilding and/or reconciliation and/or transitional justice in fragile or post conflict contexts	All three Cat II experts
Education	
Conflict management and resolution expert: Master's degree or equivalent.[38], (PhD an advantage) with specialisation in conflict and development or other relevant fields (Cat. I expert)	Team Leader (Cat I)
Good governance expert: Master's degree or equivalent (see footnote 8) with specialisation in institutional capacity development (Cat. II expert)	At least one expert
Peacebuilding expert: Master's degree in social science or equivalent (see footnote 8) with specialisation in relevant topics related to transitional justice, or reconciliation or non-recurrence of conflict (Cat II)	At least one expert
Language expert: Master's degree or equivalent (see footnote 8) with specialisation in cross-language dynamics, including multilingual communities (Cat II)	At least one expert

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[38]   10 years of professional experience, in addition to the professional experience required, is considered as an equivalent for a master degree or combined, a bachelor degree with 5 years of professional experience

Experience (to be evaluated as a team)	
In **evaluation** of peacebuilding and reconciliation programmes in different international contexts – with a minimum of 10 evaluations as Team Leader	Team Leader
In **tracking progress of reconciliation** involving processes for institutionalisation of measuring reconciliation including through public opinion survey (so-called 'reconciliation barometer'), knowledge on baseline data management, collection and collation, tools and indicators to measure progress in this field	At least one expert
In **culture and art** for conflict transformation and social integration; involving also using art & culture events to promote dialogue around reconciliation.	At least one expert
In **memorialisation,** to rebuild social relations, ideally through archiving initiatives or other ways of reaching out to the general public and encouraging discourse on historical dialogue	At least one expert
In **language** as a factor in different international peacebuilding and reconciliation contexts, including in multilingual communities. Additional experience in language teaching methodologies will be an advantage.	At least one expert
In **psychosocial support** in conflict affected areas specifically in capacity building in this field, the development of referral systems and the promotion of emerging/promising practice in the sector	At least one expert
In **policies-making and framework mechanisms** and practices as well as communication (oral, print, digital), aiming also at increasing public engagement in reconciliation processes.	At least one expert
In Project Cycle Management, Logical Framework Approach, results-based approach, performance monitoring. Familiarity with EU approaches will be a strong advantage	At least two expert
In **gender issues** mainstreaming in development and post conflict contexts	At least one expert
Practical or research **experience in the region**, ideally in Sri Lanka	At least two experts
Language and other skills of the team	
Excellent **English writing and speaking** skills (native or evidence of proficiency level C2 standard) – with evidence of publications for the Team Leader	At least 3 experts including Team Leader
Excellent speaking and reading **knowledge of Tamil**	At least 1 expert (Cat II – not necessarily coinciding with the skills required for the language expert.
Excellent speaking and reading **knowledge of Sinhala**	At least 1 expert (Cat II – not necessarily coinciding with the skills required for the language expert)

Languages levels are defined for understanding, speaking and writing skills by the Common European Framework of Reference for Languages available at:

https://europass.cedefop.europa.eu/en/resources/european-language-levels-cefr

and shall be demonstrated by certificates or by past relevant experience.

The European Union pursues an equal opportunities policy. Gender balance in the proposed team, at all levels, is highly recommended.

3.3   *PRESENCE OF MANAGEMENT TEAM FOR BRIEFING AND/OR DEBRIEFING*

The presence of member(s) of the management team is not mandatory for briefing or debriefing purposes.

4   LOCATION AND DURATION

4.1   *STARTING PERIOD*

Provisional start of the assignment is mid-January 2020.

4.2   *FORESEEN DURATION OF THE ASSIGNMENT IN CALENDAR DAYS*

Maximum duration of the assignment: 90 calendar days.

This overall duration includes working days, week-ends, periods foreseen for comments, for review of draft versions, debriefing sessions, and distribution of outputs.

4.3   *PLANNING, INCLUDING THE PERIOD FOR NOTIFICATION FOR PLACEMENT OF THE STAFF.*[39]

As part of the technical offer, the framework contractor must fill in the timetable in the Annex IV to be finalised in the Inception Note. The 'Indicative dates' are not to be formulated as fixed dates but rather as days (or weeks, or months) from the beginning of the assignment (to be referenced as '0').

Sufficient forward planning is to be taken into account in order to ensure the active participation and consultation with government representatives, national / local or other stakeholders.

4.4   *LOCATION(S) OF ASSIGNMENT*

The assignment will take place in Colombo, with field visits in selected Provinces of Sri Lanka and in districts to be identified during inception phase.

5   REPORTING

5.1   *CONTENT, TIMING AND SUBMISSION*

The outputs must match quality standards. The text of the reports should be illustrated, as appropriate, with maps, graphs and tables; a map of the area(s) of Action is required (to be attached as Annex).

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[39]   As per art 16.4 a) of the General Conditions of the Framework Contract SIEA

List of outputs:

	Number of Pages (excluding annexes)	Main Content	Timing for submission
Inception Note	10 pages	Intervention logic Stakeholder map Methodology for the evaluation, incl.: • Evaluation Matrix: Evaluation Questions, with judgement criteria and indicators, and data analysis and collection methods • Consultation strategy • Field visit approach (including the criteria to select the field visits) • Data/issues gaps to be addressed, and hypotheses to be tested during the field visits Analysis of risks related to the evaluation methodology and mitigation measures Work plan	End of Inception Phase
Field Note	15-20 pages	Activities conducted during the field phase Difficulties encountered during the field phase and mitigation measures adopted Key preliminary findings (combining desk and field ones) including preliminary answers to each Evaluation Questions.	End of the Field Phase
Draft Final Report	30 pages	Cf. detailed structure in Annex III	End of Synthesis Phase
Draft Executive Summary – by using the EVAL online template	N/A	Cf. detailed structure in Annex III	End of Synthesis Phase
Final report	30 pages	Same specifications as of the Draft Final Report, incorporating any comments received from the concerned parties on the draft report that have been accepted	2 weeks after having received comments to the Draft Final Report.
Executive Summary – by using the EVAL online template	N/A	Same specifications as for the Draft Executive Summary, incorporating any comments received from the concerned parties on the draft report that have been accepted	Together with the final version of the Final Report

5.2 USE OF THE *EVAL* MODULE BY THE EVALUATORS

It is strongly recommended that the **submission of deliverables** by the selected contractor **be performed through their uploading in the EVAL Module**, an evaluation process management tool

and repository of the European Commission. The selected contractor will receive access to online and offline guidance in order to operate with the module during the related Specific contract validity.

5.3 COMMENTS ON THE OUTPUTS

For each report, the Evaluation Manager will send to the Contractor consolidated comments received from the Reference Group or the approval of the report within 14 calendar days. The revised reports addressing the comments shall be submitted within 14 calendar days from the date of receipt of the comments. The evaluation team should provide a separate document explaining how and where comments have been integrated or the reason for not integrating certain comments, if this is the case.

5.4 ASSESSMENT OF THE QUALITY OF THE FINAL REPORT AND OF THE EXECUTIVE SUMMARY

The quality of the draft versions of the Final Report and of the Executive Summary will be assessed by the Evaluation Manager using the online Quality Assessment Grid (QAG) in the EVAL Module (text provided in Annex V). The Contractor is given – through the EVAL module - the possibility to comment on the assessments formulated by the Evaluation Manager. The QAG will then be reviewed following the submission of the final version of the Final Report and of the Executive Summary.

The compilation of the QAG will support/inform the compilation by the Evaluation Manager of the FWC SIEA's Specific Contract Performance Evaluation.

5.5. LANGUAGE

All reports shall be submitted in English.

5.6 NUMBER OF REPORT COPIES

Apart from their submission – preferably via the EVAL Module – , the approved version of the Final Report will be also provided in 5 colour paper copies printed back to front. The Evaluation team is expected to provide an electronic version as requested by the Contracting Authority at no extra cost. Each printed copy should include a pen drive with all corresponding versions of the report, annexes and all its primary and secondary data collected.

5.7 FORMATTING OF REPORTS

All reports will be produced using Font Arial or Times New Roman minimum letter size 11 and 12 respectively, single spacing, double sided. They will be sent in Word and PDF formats.

ANNEXES

ANNEX I: SPECIFIC TECHNICAL EVALUATION CRITERIA

SPECIFIC TECHNICAL EVALUATION CRITERIA

[Request for Services n. …….]

FWC SIEA 2018 - LOT 3 – Human Rights, Democracy and Peace

EuropeAid/138778/DH/SER/multi

1.   TECHNICAL EVALUATION CRITERIA

The Contracting Authority selects the offer with the best value for money using an 80/20 weighting between technical quality and price.[40].

Technical quality is evaluated on the basis of the following grid:

Criteria	Maximum
Total score for organisation and methodology	50
Rationale and understanding of ToR and the aim of the services to be provided	15
Backstopping and role of involved members of the consortium	10
Strategy, organisation of tasks including timetable	25
Score for the expertise of the proposed team	50
Overall total score	*100*

2.   TECHNICAL THRESHOLD

Any offer falling short of the technical threshold of 75 out of 100 points, is automatically rejected.

3.   INTERVIEWS DURING THE EVALUATION OF THE OFFERS

During the evaluation process of the offers received the Contracting Authority reserves the right to interview by phone one or several members of the proposed evaluation teams.

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[40]   For more details about the 80/20 rule, please see the PRAG, chapter 3.3.10.5 - https://ec.europa.eu/europeaid/funding/about-funding-and-procedures/procedures-and-practical-guide-prag_en

2.   **ANNEX II: INFORMATION THAT WILL BE PROVIDED TO THE EVALUATION TEAM**

- Legal texts and political commitments pertaining to the Action(s) to be evaluated

- Indicative Programmes (and equivalent) for the periods covered

- Relevant national / sector policies and plans from National and Local partners and other donors

- Action identification studies

- Action financing agreement and addenda

- Action's quarterly and annual progress reports, and technical reports

- European Commission's Result Oriented Monitoring (ROM) Reports, and other external and internal monitoring reports of the Action (Joint Monitoring Mission report)

- Relevant documentation from National/Local partners and other donors

- Guidance for Gender sensitive evaluations

- Any other relevant document

Note: The evaluation team has to identify and obtain any other document worth analysing, through independent research and during interviews with relevant informed parties and stakeholders of the Action.

3.   ANNEX III: STRUCTURE OF THE FINAL REPORT AND OF THE EXECUTIVE SUMMARY

The contractor will deliver – **preferably through their uploading in the EVAL Module - two distinct documents**: the **Final Report** and the **Executive Summary**. They must be consistent, concise and clear and free of linguistic errors both in the original version and in their translation – if foreseen.

The Final Report should not be longer than the number of pages indicated in Chapter 6. Additional information on the overall context of the Action, description of methodology and analysis of findings should be reported in an Annex to the main text.

The presentation must be properly spaced and the use of clear graphs, tables and short paragraphs is strongly recommended.

The cover page of the Final Report shall carry the following text:

> *''This evaluation is supported and guided by the European Commission and presented by [name of consulting firm]. The report does not necessarily reflect the views and opinions of the European Commission''.*

Executive Summary	A short, tightly-drafted, to-the-point and free-standing Executive Summary. It should focus on the key purpose or issues of the evaluation, outline the main analytical points, and clearly indicate the main conclusions, lessons to be learned and specific recommendations. It is to be prepared by using the specific format foreseen in the EVAL Module.

The main sections of the evaluation report shall be as follows:

1. Introduction	A description of the Action, of the relevant country/region/sector background and of the evaluation, providing the reader with sufficient methodological explanations to gauge the credibility of the conclusions and to acknowledge limitations or weaknesses, where relevant.
2. Answered questions / findings	A chapter presenting the answers to the Evaluation Questions, supported by evidence and reasoning.
3. Overall assessment *(optional)*	A chapter synthesising all answers to Evaluation Questions into an overall assessment of the Action. The detailed structure of the overall assessment should be refined during the evaluation process. The relevant chapter has to articulate all the findings, conclusions and lessons in a way that reflects their importance and facilitates the reading. The structure should not follow the Evaluation Questions, the logical framework or the evaluation criteria.
4. Conclusions and recommendations	
4.1 Lessons learnt	Lessons learnt generalise findings and translate past experience into relevant knowledge that should support decision making, improve performance and promote the achievement of better results. Ideally, they should support the work of both the relevant European and partner institutions.
4.2 Conclusions	This chapter contains the conclusions of the evaluation, organised per evaluation criterion. In order to allow better communication of the evaluation messages that are addressed to the Commission, a table organising the conclusions by order of importance can be presented, or a paragraph or sub-chapter emphasizing the 3 or 4 major conclusions organised by order of importance, while avoiding being repetitive.

4.3 Recommendations	They are intended to improve or reform the Action in the framework of the cycle under way, or to prepare the design of a new Action for the next cycle. Recommendations must be clustered and prioritised, and carefully targeted to the appropriate audiences at all levels, especially within the Commission structure.
5. Annexes to the report	The report should include the following annexes: • The Terms of Reference of the evaluation • The names of the evaluators (CVs can be shown, but summarised and limited to one page per person) • Detailed evaluation methodology including: options taken, difficulties encountered and limitations; detail of tools and analyses. • Evaluation Matrix • Intervention logic / Logical Framework matrices (planned/real and improved/updated) • Relevant geographic map(s) where the Action took place • List of persons/organisations consulted • Literature and documentation consulted • Other technical annexes (e.g. statistical analyses, tables of contents and figures, matrix of evidence, databases) as relevant • Detailed answer to the Evaluation Questions, judgement criteria and indicators

4.   ANNEX IV: PLANNING SCHEDULE

This annex must be included by Framework Contractors in their Specific Contract Organisation and Methodology and forms an integral part of it. Framework Contractors can add as many rows and columns as needed.

The phases of the evaluation shall reflect those indicated in the present Terms of Reference.

Activity	Location	Indicative duration in working days.[41]		Indicative dates
		Team leader	Evaluator …	
Inception phase: total days				
•				
•				
Field phase: total days				
•				
•				
Synthesis phase: total days				
•				
•				
Dissemination phase: total days				
•				
•				
TOTAL working days (maximum)				

41 Add one column per each evaluator

5. ANNEX V: QUALITY ASSESSMENT GRID

The quality of the Final Report will be assessed by the Evaluation Manager (since the submission of the draft Report and Executive Summary) using the following quality assessment grid, which is included **in the EVAL Module**; the grid will be shared with the evaluation team, which will have the possibility to include their comments.

Action (Project/Programme) evaluation – Quality Assessment Grid Final Report			

Evaluation data			
Evaluation title			
Evaluation managed by		Type of evaluation	
CRIS ref. of the evaluation contract		EVAL ref.	
Evaluation budget			
EUD/Unit in charge		Evaluation manager	
Evaluation dates	Start:	End:	
Date of draft final report		Date of response of the services	
Comments			
Project data			
Main project evaluated			
CRIS # of evaluated project(s)			
DAC sector			
Contractor's details			
Evaluation team leader		Evaluation contractor	
Evaluation expert(s)			

Legend: scores and their meaning
Very satisfactory: criterion entirely fulfilled in a clear and appropriate way
Satisfactory: criterion fulfilled
Unsatisfactory: criterion partly fulfilled
Very unsatisfactory: criterion mostly not fulfilled or absent

The evaluation report is assessed as follows.

Clarity of the report		
This criterion analyses the extent to which both the Executive Summary and the Final Report: • Are easily readable, understandable and accessible to the relevant target readers • Highlight the key messages • The length of the various chapters and annexes of the Report are well balanced • Contain relevant graphs, tables and charts facilitating understanding • Contain a list of acronyms (only the Report) • Avoid unnecessary duplications • Have been language checked for unclear formulations, misspelling and grammar errors • The Executive Summary is an appropriate summary of the full report and is a free-standing document		
Strengths	**Weaknesses**	**Score**
Contractor's comments	**Contractor's comments**	
Reliability of data and robustness of evidence		
This criterion analyses the extent to which: • Data/evidence was gathered as defined in the methodology • The report considers, when relevant, evidence from EU and/or other partners' relevant studies, monitoring reports and/or evaluations • The report contains a clear description of the limitations of the evidence, the risks of bias and the mitigating measures		
Strengths	**Weaknesses**	**Score**
Contractor's comments	**Contractor's comments**	
Validity of Findings		
This criterion analyses the extent to which:		

• Findings derive from the evidence gathered • Findings address all selected evaluation criteria • Findings result from an appropriate triangulation of different, clearly identified sources • When assessing the effect of the EU intervention, the findings describe and explain the most relevant cause/effect links between outputs, outcomes and impacts • The analysis of evidence is comprehensive and takes into consideration contextual and external factors		
Strengths	**Weaknesses**	**Score**
Contractor's comments	**Contractor's comments**	
Validity of conclusions		
This criterion analyses the extent to which: • Conclusions are logically linked to the findings, and go beyond them to provide a comprehensive analysis • Conclusions appropriately address the selected evaluation criteria and all the evaluation questions, including the relevant cross-cutting dimensions • Conclusions take into consideration the various stakeholder groups of the evaluation • Conclusions are coherent and balanced (i.e. they present a credible picture of both strengths and weaknesses), and are free of personal or partisan considerations • (If relevant) whether the report indicates when there are not sufficient findings to conclude on specific issues		
Strengths	**Weaknesses**	**Score**
Contractor's comments	**Contractor's comments**	
Usefulness of recommendations		
This criterion analyses the extent to which the recommendations: • Are clearly linked to and derive from the conclusions • Are concrete, achievable and realistic • Are targeted to specific addressees		

• Are clustered (if relevant), prioritised, and possibly time-bound • (If relevant) provide advice for the Action's exit strategy, post-Action sustainability or for adjusting Action's design or plans		
Strengths	**Weaknesses**	**Score**
Contractor's comments	**Contractor's comments**	
Appropriateness of lessons learnt analysis (if requested by the ToR or included by the evaluators)		
This criterion is to be assessed only when requested by the ToR or included by evaluators and is not to be scored. It analyses the extent to which: • Lessons are identified • When relevant, they are generalised in terms of wider relevance for the institution(s)		
Strengths	**Weaknesses**	
Contractor's comments	**Contractor's comments**	
Final comments on the overall quality of the report		**Overall score**

6. ANNEX VI: LOGICAL FRAMEWORK MATRIX (LOGFRAME) OF THE EVALUATED ACTION(S)

APPENDIX 1 LOGFRAME FOR 'SUPPORT TO RECONCILIATION PROCESSES IN SRI LANKA' – ACA/2017/385-379

Meeting indicators on impact level will not be part of the responsibility of GIZ. Indicators will be monitored with regard to data availability. The activities, expected outputs and all indicators, targets and baselines included in the log frame matrix are indicative and may be updated during the implementation of the Joint Action without an amendment to the financing decision. The indicative log frame matrix will evolve during the lifetime of the Action: New lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators

Overall Objective	Indicators	Baseline	Target	Means of Verification	Assumptions
Sri Lanka's reconciliation process is advanced	Significant progress in implementing the LLRC recommendations	Status of the LLRC implementation	Full implementation of LLRC recommendations	Reports of Verité Research	
	Improved score of transformation according to BTI Index	BTI Index score for democracy 4.67; management 4.51 in 2016	Positive trends in BTI Index	BTI Index report	
	Percentage of respondents (disaggregated by sex and ethnicity) who perceive 'significant progress' on reconciliation (EURF level 2 No.5)	Baseline data to be available in 2017 with the development of the 'Barometer'	At least 2/3 of respondents in 2019 and 2021 confirm 'significant progress' on reconciliation	Annual reconciliation barometer	

Specific Objective	Indicators	Baseline	Target	Means of Verification	Assumptions
Government, Non-Governmental and grassroots organizations take joint action and responsibility in addressing key-elements of the reconciliation process through an effective and coordinated mechanism	Number of initiatives addressing reconciliation issues jointly implemented by government, non-governmental and grassroots organizations (GAP-II, 7.5)	TBD during the first year of implementation	Number of initiatives increased by 20 % annually	Project's Quarterly Reports to the Steering Committee Meetings	National and international political arena remains conducive for reconciliation Support of citizenry to the reconciliation agendas a political priority remains stable at least at current level
	Number or % of representatives from Government, civil society and development partners assessing the institutional mechanism supporting reconciliation as 'effective' and 'accountable'	TBD in first quarter 2017	At least 2/3 of respondents of an annual survey (representatives of government, civil society and development partners) assess the institutional arrangements supporting reconciliation as 'effective' and 'accountable'	Baseline Survey 2017 and subsequent Annual Perception Survey 2018, 2019, 2020	
	% of participants engaged in project supported activities confirm that inter/ intra group (ethnic, religious, generational, gender etc.) trust and confidence has increased (EURF level 2 No.5)	TBD in 2017	At least 2/3 of respondents confirm positive trends in trust and confidence	Project documents (end of activity/post activity evaluation)	
	Number of women in leadership positions (CSO, CBO, administrative, political) in reconciliation processes (GAP II 17.4) facilitated by the project	TBD during the first year of implementation	Increase by 10 % of women in leadership positions in initiatives addressing reconciliation by 2020	Project records	

Output 1	Indicators	Baseline	Target	Means of Verification	Assumptions
More effective and accountable institutional arrangements within and between stakeholders of State and Civil Society support reconciliation processes	Number of learning and dialogue platforms addressing reconciliation	TBD by the first year of implementation	Number of platforms increased by at least 20 % annually	Quarterly Reports to Steering Committee	Willingness of Government and Civil Society to jointly address reconciliation remains high
	Number of participants of the learning and dialogue platforms using their knowledge and skills (disaggregated by gender)	Zero	2/3 of the planned 1200 participants use their knowledge and skills (gender disaggregated data)	Post attendance survey; Tracer Studies	Influence of voices of factions of extremists remain within manageable limits
	Status of a mutually agreed methodology for tracking reconciliation	No methodology for tracking reconciliation in existence (2016)	By March 2018 methodology for tracking reconciliation endorsed by institutions involved in reconciliation	Records of MoNIR accepting methodology document and the decision on its adoption	Public engagement and participation in reconciliation is functional and not undermining joint Collaborations
	Status of the 'Annual Barometer'	No Barometer available in 2016	'Annual Barometer' published between 2018-2020	'Annual Barometer'	Coordination mechanisms among government institutions on reconciliation is functional and not undermining joint collaboration
	Status of the Communication and Outreach Strategy	No strategy available in 2016	Strategy developed and used	Strategy Document/ Independent media analysis	
	Status of Reconciliation policies	Draft Policy on Reconciliation/ National Policy Framework on Social Integration available in 2016	National Policy on Reconciliation is developed in a consultative manner by 06/ 2017, action plan prepared by 12/2017and implementation reviewed annually	National Policy document, records on participation of different stakeholders at the MoNIR	

Output 2	Indicators	Baselines	Target	Means of verification	Assumptions
Strategic Initiatives to support the non-recurrence pillar of reconciliation (intra-communal, inter-communal and North-South) are systematically facilitated	Number of public officers (gender/ethnic disaggregated data) located in the target areas able to provide services in the language of citizens' choice (GAP-II 9.6, 17.4)	Results of Language Gap Assessment conducted in July 2016	At least 1200 public officers able to provide service in the language of the citizen's choice by end of 2020	Records of the Ministry of National Coexistence, Dialogue and Official Languages	Public service centres and staff at point of delivery are supportive of implementation of bilingualism
	Number of beneficiaries (men/women) served in their choice of language (GAP 9.6) (EURF 16.3)**	TBD by the end of the first year of implementation	20 % increase annually in the number of beneficiaries	Records at Ministry of National Coexistence, Dialogue and Official Languages	Coordination among psychosocial service providers improves and better sharing of coverage, needs and referral and follow up among state and non-state actors support access for target communities as well as capacity and quality of support provided
	Number of official translators, interpreters meeting the newly developed framework of professional standards based on international standards	TBD upon completion of the first batch in 2017	At least 200 official translators and interpreters by 2020	Records at OLD/NILET; Translation/interpretation certification results	Increase in information through exchanges contribute to behavioural change
	Number of individuals accessing the upgraded online and offline Trilingual Dictionary	Baseline to be established based on existing data from GIZ	20 % annual increase between 2017 and 2020	Web analytics and distribution reports	Public interest and outreach in engaging with arts and culture linked to reconciliation
	Number of professionals informally qualified persons, community level counsellors trained in psychosocial services (disaggregated by gender) (GAP-II, 9.6)	TBD according to Asia Foundation Study 2016	20 % increase annually between 2017 and 2020	Records of training providers partnering with the project	

Number of representatives of Partner organizations and their networks trained in psychosocial service delivery and outreach (disaggregated by gender)	TBD based on Asia Foundation Study 2016	At least one representative from 2/3 of the partner organizations and their networks trained by the end of 2020	Quarterly Reports to the Steering Committee Meetings
Number of students of history from at least 4 different universities successfully complete the History and Community Programme (disaggregated by gender and ethnicity)	As of May 2016, 280 students and 12 lecturers from 2 universities have completed the History and Community Programme	By 2020, the number of students (gender/ethnic disaggregated data) doubled to 560 representing 4 universities, with a core group of at least 12 alumnae carrying the programme forward	Quarterly Reports to the Steering Committee Meetings
Number of locations/ school communities serviced by the mobile museum	Conceptualisation of mobile museum ongoing (2016).	5 locations/school communities serviced by the mobile museum by end of 2017 and each following year another 10 locations	Quarterly Reports to the Steering Committee Meetings
Number of local artists / media personnel using art and media for public messaging promoting reconciliation.	TBD in 2017	At least 200 media personnel and 100 artists using art and media for reconciliation by 2020	Baseline Study and training reports
Number of citizens exposed to art and media content promoting reconciliation in target areas	Baseline to be conducted during inception on samples of target groups	At least 20 % annual increase	Cultural events reports and media outreach reports
Number of art projects on reconciliation supported by ARTLINK programme every year	By 2016 twelve art projects supported through ART LINK (micro-grant scheme)	By 2020 a total of at least 40 art projects supported	Quarterly Reports to the Steering Committee Meetings

	Status of an academic conference/ arts festival (WINGS) addressing diversity and reconciliation	First WINGS conference and arts festival presently planned for 2016	Annual WINGS conference and arts festival institutionalized under the leadership of Arts Council	The WINGS Website hosted by Arts Council; other media coverage	