# STRATEGY FRAMEWORK FOR SOCIAL COHESION AND RECONCILIATION IN SRI LANKA

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Office For National Unity And Reconciliation

# National Strategic Action Plan for Social Cohesion and Reconciliation (NSAP)

**CONTENTS**

## 1. Introduction

Acknowledging Sri Lanka's histories and the need to usher in permanent peace, reconciliation and social cohesion, the Office of National Unity and Reconciliation (ONUR), under the guidance of the Government of Sri Lanka and the Ministry of Justice, has drafted this National Strategic Action Plan for Social Cohesion and Reconciliation. The document herein is a result of years of the government's and ONUR's consultations with peers, stakeholders, and Sri Lankans from all walks of life including the conflict affected.

The National Strategic Action Plan for Social Cohesion and Reconciliation, building on existing work, lays down a comprehensive line of action for appropriate approaches to social cohesion in the island. It notes down strategic areas to look at and action to be taken while acknowledging both internal and external strengths and limitations of the implementing government structures. Owing to its overarching subject matter and the potential to further such

for future deliberations and implementation, this document will act as the national framework for peace, reconciliation, and social cohesion in the island. While affirming action to be taken, the National Strategic Action Plan for Social Cohesion and Reconciliation will streamline the sourcing and the provision of funds whilst directing development partners to also contribute to attaining shared objectives as stipulated by the vision and mission statements of this document.

## 2. Overview and Rationale

The Government of Sri Lanka, the Ministry of Justice (MOJ) along with its statutory bodies have undertaken the formulation of a National Strategic Action Plan (NSAP) for Social Cohesion and Reconciliation in Sri Lanka, for cabinet and parliamentary approval. The document presented herewith contains key elements of the strategic visions, appraisals and analyses as relevant to its operations, stakeholders, and guidance on future feasibility of operations pertaining to the NSAP and wider related activities. The NSAP has been developed to aid in the fostering of unity, understanding, and healing amongst the diverse communities in the island, as Sri Lankans strive for lasting peace and harmony. Social cohesion work in relation to such will focus on ensuring preventative, corrective, and transformative action in ensuring equity and access to all. This rationale is based on the understanding that a lack of or perceived lack of equity and equal access to resources are a key predicator to the disruption of peace and social relationships.

The need for building trust to foster strong social relations between individuals and societal groups, a shared vision for the future, and developing responsive and legitimate governance institutions that actively support inclusive economic development remain alive and vigorous amongst all Sri Lankans. This involves recognizing, respecting, and valuing differences, acknowledging, and resolving conflicts non-violently, while supporting the establishment of necessary state infrastructure for the delivery of basic physical, legal, and economic security to the population, while building confidence. Acknowledging that specific target groups needing urgent interventions exist, the NSAP considers the entirety of Sri Lanka's populace as a target group during its initial appraisals, opening up avenues for a detailed appraisal of target groups and specific interventions as processes and strategies mature.

With such in mind, the NSAP studies the involvement of state and non-state stakeholders as relevant to social cohesion and reconciliation, bringing in coherence to future activities laid out (see Appendix II). This document sought inspiration from the National Policy on

Reconciliation and Coexistence, Sri Lanka (2017); Office of National Unity and Reconciliation's (ONUR) Reconciliation Strategic Plan - 2022 – 2026; the National Policy Framework for Social Integration; the National Action Plan for Social Integration;[1] the White Paper "Towards a policy for Coexistence, Social Cohesion, Reconciliation and National Unity: A Synthesis of the Social Integration and Reconciliation" policy documents (2021),[2] during its drafting stages. As such, this document lays foundation to understanding the necessity to initiate activities to ensure equitable resource allocation and disbursement, the need for staffing and systems review and development, based on the impact on social cohesion and policy implementation, review and monitoring of implementation mechanisms.

Apart from inspiration sought from above existing works and literature, this document was aided by the consultative processes that ONUR and the MOJ undertook to seek multi stakeholder inputs including from development partners. Benefitting from the technical expertise and long-standing partnerships with such stakeholders, the NSAP offers a sustainable path to attaining social cohesion and reconciliation as relevant to visions and objectives of the Sri Lanka government, stakeholders, and all Sri Lankans.

## 3. Vision

All Sri Lankans co-existing in harmony and unity, while diversity and shared identity is respected and celebrated.

## 4. Mission

Promote and catalyse a multi-stakeholder effort to create an empathetic society that mutually respects fundamental rights, freedom, and rule of law, equality, and diversity.

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[1] Introduced by the Ministry of National Languages and Social Integration, the National Action Plan for Social Integration (2012) takes a rights-based approach to highlighting the responsibilities of rights-holders and duty-bearers to enhance social justice and inclusion. The framework aims to "foster a shared national vision for a society for all, founded on Sri Lankan values, and belonging and equity" by emphasising the importance of participation and inclusion.

[2] Produced by the State Ministry of Human Rights and Law Reforms in partnership with GIZ-SRP Programme, the white paper offer a comparative analysis of the content, language and governance mechanisms of the National Policy Framework on Social Integration and the National Policy on Reconciliation and Coexistence. The white paper provides "recommendations for the government to offer better conceptual clarity, create wider ownership, and reflect best practices from previous efforts in policymaking."

**5. Need Analyses**

The SWOT and PEST analyses (see Appendices IV and V) forming the Need Analysis were conducted with the understanding that the NSAP is developed to address the expectations and aspirations of all Sri Lankans concerning reconciliation and social cohesion. While the preliminary Need Analysis presented has been carried out under the above context, it also indicates of the necessity to broaden such an analysis to further identify and acknowledge the need for a NSAP and to justify the implementation of such to all stakeholders and all Sri Lankans.

**5. a. SWOT Analysis**

The SWOT analysis provided (see Appendix IV) provides a concise snapshot of the strengths, weaknesses, opportunities, and threats faced by the NSAP. It highlights key strengths such as the codified existence of agencies in the likes of ONUR to implement the NSAP and take forward the drive for social cohesion. The analysis also highlights the opportunities in the present context with the government's renewed commitment to reconciliation and social cohesion with state mechanisms, ministries, and agencies proactively seeking to further the reconciliation agenda in the island. Concerning weaknesses and threats, key negatives are highlighted on the political volatility of the country post economic crisis and post Aragalaya context. The analysis also recognises the dwindling confidence of the public on the government to take forward key initiatives amidst the presence of spoilers. The identification of both external (opportunities and threats) and internal factors (strengths and weaknesses) allows for a balanced assessment of pros and cons present.

**5. b. PEST Analysis**

Highlighting the complex external environment influencing the furthering of social cohesion and reconciliation in Sri Lanka, the PEST analysis (see Appendix V) brings into discourse some of the key factors that will influence strategy and implementation of the NSAP. With tested resilience of Sri Lanka's democratic structures offering hope, the analysis highlights the economic precarities in terms of the cost-of-living crisis and the island's indebtedness as factors to consider. Social issues such as high youth unemployment and brain drain along with technology related hindrances such as low digital literacy provides important context to drawing up the NSAP, keeping in mind the factors that will affect future implementation efficacy.

### 5. c. Stakeholder Analysis

Accepting that all Sri Lankans remain the key beneficiaries of the NSAP and all social cohesion initiatives, it is important to ascertain key stakeholders who will aid in the implementation of the programmes. It is also important to remember that the NSAP is an inclusive document, subject to being agreed upon by different social strata, including the political fraternity, institutions, and communities at interpersonal and individual levels. Further, in-depth community consultation processes at grassroots level with comprehensive partner collaborations will be sought after to enhance inclusivity and to transfer ownership of social cohesion initiatives to the Sri Lankan populace. While the existing Reconciliation National Action Plan (ONUR) includes rich inputs from a range of stakeholders, it also acts as a precursor to necessitate a wider consensus for the process at grassroots level by familiarising the masses on the ongoing discussions involving reconciliation and social cohesion. This aids in identifying the interest and influence that key groups hold over the established operations.

Once such is ascertained, engagement strategies for identified stakeholders will be drawn up to maintain productive relations with adequate communication, outreach, and dialogue, and to seek assistance where necessary. For such purposes, key state partners and implementers such as the MOJ, ONUR, the Office of Reparations (OR) and the Office of Missing Persons (OMP) have been identified as stakeholders with veto power, with specific target groups such as women and youth and partners providing a complimentary role to develop and implement action. This includes institutionssuch as religious institutions and universities being classified as primary stakeholders. External actors providing support and facilitation services make up the secondary stakeholders and include the media, civil society, international organisations (IOs), development partners and the private sector (see Appendix III).

Further, as strategies adapted into action acknowledge the existence of multiple stakeholders involved at various levels to ensure their engagement and coordination when running programmes, there is a need to provide a coherent strategy and coordination framework, to organize the multiple government and civil society initiatives. This will aid in overcoming existing lapses in inter agency communication and any perceived overlaps in mandates particularly amongst stakeholders with veto power.

## 6. Capacity Assessment

Concerning capacities, it is important to ascertain the role of the MOJ and its statutory bodies when guiding the processes of the NSAP. The leadership provided must be aligned with the vision and mission of the Strategy Framework for Social Cohesion in Sri Lanka[3] (see Appendix I). As with the stakeholder analysis presented, it is important to identify key implementing bodies and stakeholders with veto power who are directly involved in administration and implementation, and whose actions and mandates have a direct bearing on the NSAP.

Planning and strategy based on goals to be attained will aid in determining what levels of capacity is needed. Capacity building programs drawn up using findings will target staff, policymakers and stakeholders to increase their receptivity to change and new lines of action. This will be further fed by the SWOT analysis conducted above (and with timely revisions to the needs assessment) to identify the weaknesses, threats, and opportunities to strengthen implementing bodies and mechanisms and to overcome any policy discrepancies. Budgeting, human resources, facilities, and infrastructure needed will be sought from the MOJ, the treasury and related consolidated funds and state administrative services. Specialised human resources, volunteers and shared expertise with the civil society and development partners will be explored. Existing international resources such as Sustainable Development Goals (SDG) that promote a more equitable society and the sustainment of resources sans exhaustion will function as key tools when determining action and the specialist staff needed for implementation. The end goal of such will be the strengthening of Sri Lanka's reconciliation and social cohesion mechanisms and interventions. For such purposes, it is beneficial to assess capacities with an understanding of the resources available before determining actions.

## 7. Strategic Options

Strategic options and activities are built on the mission and vision statements mentioned above and pay attention to the strategic areas developed. They include thematic areas such as: 1. Access and Equity, with regards to preventive, corrective and transformative strategies to address and redress issues of non-inclusion, 2. Systems and Structures relating to strengthening internal and external cooperation and instruments for policy implementation, enabling stability

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[3] The Social Cohesion Strategy Framework focuses on preventative, corrective and transformative action in ensuring equity and equal access. The framework while highlighting four strategic areas for implementation provides important rationale for the formulation of the National Strategic Action Plan for Reconciliation & Social Cohesion by means of this document.

and transcending susceptibility to changing personnel and environs, 3. Capacity & Human Resource Development concerning shaping of knowledge, attitudes and skills on concepts enabling social cohesion to develop active engagement of stakeholders and personnel in the processes and 4. Management & Organisation of personnel, processes, and resources to ensure equity of access and participation. Using the developed Strategy Framework for Social Cohesion's guidance, the stakeholder analysis, and the capacity assessment, realistic strategies will be developed to further and sustain social cohesion and reconciliation in the island. This is complemented by the visualisation of future activities that function as both a guide and targets to assist the works relating to the implementation of the NSAP (see Appendix I).

**8. Strategic Orientation**

While strategizing future activities will benefit the overall implementation of the NSAP, key implementing bodies will pay particular attention to ascertaining the direction taken based on the assessments and analyses conducted. MOJ and related statutory and implementing bodies will seek inspiration from the groundwork conducted to aid in programme design with regards to social cohesion. The strategic documents will address the past, manage the present, and plan for the future. This will include specific programmes designed to address grievances of target groups and to identify and define both existing and upcoming target groups that require urgent interventions, whilst also looking at the root causes for their creation and reasons for their continued existence. Hence, the NSAP readies stakeholders for a long-term systematic change amongst target groups as well as the designing of new programmes and agendas to suit future trends and issues pertaining to social cohesion.

Further, to align their strategic orientation, implementing bodies will also look at external resources provided by development partners and continue programmes carried out hand in hand with known development partners in the likes of International Non-Government Organisations (INGOs), which have played a positive role in furthering social cohesion action and discourse in the island. Additionally, a performance measuring and management mechanism as means of an effective and efficient monitoring and evaluation system within the state structure for timely action will be of absolute importance to take forward initiatives under the NSAP and to also ensure sustainability, viability and acceptance of all related activity by the stakeholders, victims and the masses.

## 9. Organisational Implications

As the plans are implemented by the MOJ, its various statutory bodies under the Ministry's mandate and stakeholders holding veto power, there needs to be a clear division of mandates and tasks. This division of mandates and structures and the level of involvement of implementing bodies will further follow the strategy drawn up, with roles assigned to specific bodies and staff including the delegation of tasks and mandates at all levels. To aid such, the NSAP spells out individual mandates and assign areas of relevance to the corresponding agency. An overhaul of existing cadre and organisational structures in bodies such as the OR, OMP or ONUR will need to be justified by the requirement for skilled personnel competent in handling actions laid out in the strategic documents. Such is also warranted as historically; as it has been proven a complex task to identify qualified personnel who grasp what reconciliation and associated terminology is and what is means to different strata of the society. While the NSAP will provide adequate guidance for future activities relating to social cohesion, ground level realities, external pressures relating to political, social, and economic issues will call for a flexible approach when implementing activities to absorb future threats and identify emerging target groups for interventions.

## 10. Operational Planning

Appendix II presents the action matrix for the NSAP as pertaining to relevant stakeholders and activities. As discussed above, the NSAP provides a guide to for the next 10 years of implementing the social cohesion agenda of the Sri Lankan government. Such activities and the NSAP itself will be subject to periodical reviews owing to the fluidity of Sri Lanka's political, economic, and social challenges and with the aim of gaining a better understanding on how resources will be allocated. Planning and strategic documents will also include performance indicators for both agencies and the cadre to measure the efficacy of action taken in line with the NSAP to better understand the results. Warranted changes in this regard will be backed by evidence-based research and action, to ensure compliance with strategic documents and to maintain the quality of action taken. Concerning budgets and funding, funds sought from the government consolidated fund will make up majority of the specific budgets for each agency, with additional funds sought from development partners and IOs for specific projects implemented in unison. Operational planning will include a systematic procedure to introduce new activity, strategies, and practises from the NSAP to the cadre and to help them adapt accordingly. Here again, the use of development partners and capacity building initiatives will enhance management approaches within the MOJ and its statutory bodies.

## 10. a. Risk Analysis

In guaranteeing the resilience of the NSAP, it is beneficial to gain a clear understanding of the risks involved during their design and implementation. While the SWOT analysis provides a broader understanding of risks involved as means of weaknesses and threats to the exercise, wider consultations with key stakeholders are needed. The stakeholders in this regard will also involve the management and the staff of relevant ministries and bodies to identify potential risks to sustaining operations and following action plans, and to gain insights on solutions and recommendations. Here, it is important to acknowledge the complex nature of attaining and accepting reconciliation and social cohesion in the island and understand that lengthened processes with slow-paced results will be a norm. Given Sri Lanka's unique political and governance practices, it will be important to establish a hierarchy of risks to prioritise preventative action and to shield grander strategies and action from external shocks. This while contributing to policy and praxis consistency, will also encourage stakeholders to sustain their engagements with the MOJ and its statutory bodies when implementing the NSAP. Risk assessments conducted by both internal and external parties will be subject to periodic review, understanding the dynamic and sensitive nature of work relating to social cohesion and reconciliation.

## 10. b. Resource Planning

Resources in terms of cadre and physical assets remain some of the core strengths of the state in mobilising activity relating to social cohesion. While there have been certain instances of resource wastage and corruption prior, it will be beneficial to identify and allocate resources according to the NSAP to better meet objectives, within budget, and on time. As resource planning includes human resources, such an exercise will help in introducing specialised staff to relevant bodies and to justify the need for capacity development of existing cadre. Bettered management of resources will ensure their longevity and complement the long-term nature of the proposed plans by guaranteeing the necessary facilities to attain long-term goals.

## 10. c. Monitoring and Evaluation (M&E)

Monitoring, evaluation, and oversight remains crucial for the implementation of the NSAP as it involves taxpayer funds and the contributions of multiple stakeholders. M&E exercises will give insights into how activities are conducted and if their intended objectives are met. It will also cast light into further action needed in terms of problems identification, updated risks, and

resource allocation. M&E and oversight tools will be applied at multiple levels of statutory bodies, through independent-external audits, state audits and via parliamentary oversight committees. The creation of an apex body or a secretariat either internal or external to the MOJ to monitor and evaluate progress, coordinate activity, mobilise resources and explore potential avenues for expansion will be mooted in this regard where the necessity for such a body is needed. An apt and thorough M&E and oversight mechanism is necessary to instil confidence in stakeholders and in the public of the broader social reconciliation process. Transparency in relevant dealings with regards to the formulation of reports and the accessibility of such in the public domain, a streamlined Right to Information (RTI) process and periodic oversight reviews will facilitate greater partnerships and increase support from policymakers and the public alike to the social cohesion processes.

# Strategy Framework for Social Cohesion and Reconciliation in Sri Lanka

# Strategy Framework for Social Cohesion and Reconciliation in Sri Lanka

**VISION**

All Sri Lankans co-exist in harmony and unity, while diversity and shared identity is respected and celebrated

**MISSION**

Promote and catalyse a multi-stakeholder effort to create an empathetic society that mutually respects fundamental

**Strategic Areas**

*Access and equity*
Preventive, corrective, and transformative strategies to address and redress issues of non-inclusion.

This would include the identification of vulnerabilities and vulnerable groups based on differences or hierarchies that curtail access to social power. Strategies would take into consideration the study of instances of or potential for exclusion and the development of means for addressing exclusion and redressal strategies to ensure non-exclusion in access to resources, services, and justice including that which results from

*Systems & Structures*
Strengthening internal and external cooperation and instruments for policy implementation, enabling stability and transcending

This would include identifying personnel, networking and collaboration needs and opportunities, and working in partnership towards the development and enactment of instruments for legal binding of relevant policy implementation.

*Capacity & Human Resource Development*
Shaping of Knowledge, attitudes and skills on concepts enabling social cohesion to develop active engagement of stakeholders and personnel in the processes.

This would include basic awareness and updating on concepts of marginalisation, non-exclusion, and discrimination for personnel, so that service delivery and resource allocation are provided within an enabling environment that fosters social growth and social cohesion. Capacity development will include increasing civic knowledge, understanding and engagement on roles and responsibilities to hold elected and other officials accountable towards their public duties. This will build on public support for social change and non-recurrence of violence. Learning could be taken forward by communicating reliable information as well as questioning of

*Management & Organisation*
The management and organisation of personnel, processes, and resources to ensure equity of

This would include the a) review and responsive management towards updating current strategies, b) identifying, monitoring, mitigating conflict triggers and c) sourcing and allocation of resources for policy and action plan implementation.

## Strategy Framework for Social Cohesion and Reconciliation in Sri Lanka

## Introduction

This Strategy Framework focuses on preventative, corrective and transformative action in ensuring equity and equal access. The strategy focus on where equity and access to resources is compromised to individuals or communities, based on their differences. These differences may be based on race, ethnicity, religion, gender, ability, caste, or privileges drawn from hierarchies or backgrounds that create inequity in access to social power and thereby access to resources, services, and justice. The framework builds on the premise that lack of equity and equal access have been shown to be key predicators to the disruption of peace and social relationships.

### *Conceptual Background for Goals and Objectives*

The strategy framework for Social Cohesion focuses on **building trust to foster strong social relations** between individuals and societal groups, **a shared vision for the future, and developing responsive and legitimate governance institutions**, which actively support inclusive economic development. This would involve **recognizing, respecting and valuing differences,** and **acknowledging and resolving conflicts** non-violently. The framework incorporates the recognition of the **need for power sharing, equity, and access** at all levels to enable social cohesion.

### *Process for Capacity Development Strategies*
(1) Developing knowledge, skills, and attitudes in recognising and managing conflict or the disruption of social cohesion, within one's own community would form the basis for capacity development. This would be followed by (2) transferring of this learning through developing spaces to empathise with and recognise conflict across groups with differences. (3) Platforms would be developed to enable and promote active engagement of society towards goals for the common good and would be utilised as (4) spaces for collective, constructive, debates and discussions and through re-organising existing alliances.

### *Methodology for development*
This document provides a synthesis of and builds on existing documents pertaining to social cohesion and reconciliation, including: the National Policy on Reconciliation and Coexistence, Sri Lanka (2017); ONUR's Reconciliation Strategic Plan - 2022 – 2026; the National Policy Framework for Social Integration; the National Action Plan for Social Integration; the White Paper "Towards a policy for Coexistence, Social Cohesion, Reconciliation and National Unity: A Synthesis of the Social Integration and Reconciliation policy documents (2021)"; as well as feedback and guidelines for implementation of the District Reconciliation Committees. While the United Nations identify four pillars of transitional justice i.e., Truth, Justice, Reparations and guarantee of non-recurrence, this strategy framework focuses specifically on the components of Justice, Reparation and guarantee of non-recurrence that are related to social cohesion.

## Context and Rationale

The context that frames this strategy framework and the requirements it seeks to fulfil, is understood based on the study of the background and history of Sri Lanka. It includes a study of strengths, weaknesses, opportunities, and threats to work on social cohesion, capacities, stakeholders, and the institutional and policy environment within which this strategy framework fits and that it seeks to impact.

Lack of equity and equal access to resources are a key predicator to the disruption of peace and social relationships. Deprivation of resources to fulfil basic needs i.e., physical needs, needs for a sense of safety and security, a sense of belonging and equity, for self-esteem, growth, power, leisure, and relaxation can lead to the disruption of social cohesion. Also, the lack of access to, appropriation of, threat of appropriation of, and even just the *perceived* threat of appropriation of the basic needs of individuals (or communities), can lead to the disruption of social cohesion. Given the histories between the communities in Sri Lanka, a key area of strategic intervention lies in the identification of vulnerabilities and vulnerable groups based on differences or hierarchies and in developing redressal systems to ensure non-exclusion in access to resources, services, and justice.

Current actions and resource allocation for social cohesion often focus on basic service, opportunity, or knowledge provision. Social Cohesion is seen as a 'soft' component of development and therefore, given the limitation in resources, there is the need to focus and justify specifically, how social cohesion work diverges from general service provision. The strategies therefore need to intentionally avoid being drawn into basic service provision, for which multiple government and other stakeholders are primarily responsible. Instead, the strategies focus on where equity and access to resources is compromised for individuals or communities, based on their differences. **Social Cohesion work should focus on ensuring preventative, corrective, and transformative action in ensuring equity and access.**

It is also recognized in the understanding of the context, that the depletion of available resources to dire levels causes increased vulnerabilities, limitations to access and participation, limitations to venues for voice, increased sense of threat and consequently a need to 'fight' for one's due, can lead to further disruption of social cohesion.

## Strategic Plan

A Strategic Plan covering the Strategic Options would be developed and reviewed every 5 years. In addition to activities to implement the Strategic Options, the Plan would also include:

1. Activities to ensure equitable resource allocation and disbursement
2. Staffing and systems review, and development based on impact on Social Cohesion and policy implementation.
3. Review and monitoring of implementation.

**CORE PRINCIPLES OF THE RECONCILIATION POLICY**

1. Dignity and Respect realizing that every person is important and must be treated with dignity. Respect is the right of every person in all circumstances.
2. Diversity Recognizing and appreciating diversity. Valuing differences in religion, language, ethnicity, race, physical appearance, their individual taste, lifestyle, the way they dress, speak, or think. Diversity is richness and should be recognized as a strength.
3. Equity, Inclusiveness and Fairness Ensuring equal treatment, equal rights, and equal opportunities without discrimination and ensuring everybody participates equally.
4. Tolerance and Empathy Forgiving and forgetting misunderstandings. Recognizing differences in opinions and not seeing things from one single perspective. It is important to understand the feelings, thoughts, and experiences of others.
5. Friendship and kindness having feelings of friendship, support, and understanding among all.
6. Being empathetic and showing concern of others. Caring, listening and being close to others.
7. Justice and Human Rights. Standing up for one's own rights and the rights of others. Believing in justice and being fair in everything we do.

**Appendix II: Strategic Actions Matrix**

| Strategic Area 01 - To ensure non-exclusion in access to resources, services and justice through preventative, corrective, and transformative action | | | | |
|---|---|---|---|---|
| **Objectives** | **Activities** | **Outcomes** | **Indicator of Outcome** | **Timeline** |
| Study potential exclusion from access to resources, services, or Justice | Identify necessary stakeholders and resources and services provided and gaps | Resources, Service provision where there is exclusion or potential for exclusion are identified | Increasing access to services and resources through specific programmes | 1 year |
| | Link partners and support institutions to the SC & R programme | Government and non-government partners communicate periodically | Networks functioning at National and Regional levels | 2 years |
| | Mapping of MSME and livelihood programmes of government and development partners | Documentation of MSME and livelihood programmes by Division and govt. institution or partner | Information of MSME and livelihood programmes accessible | 2 years |
| | Develop local economic development (LED) framework | Non-exclusion based on hierarchies or differences in society | Increased participation of individuals from marginalised, isolated, vulnerable communities and target groups | 1 year |
| Identifying Vulnerabilities and Vulnerable groups | Studies and monitoring of vulnerabilities and vulnerable groups conducted as required | Available data of vulnerabilities and vulnerable groups periodically updated | Ongoing monitoring of vulnerabilities and vulnerable groups | Ongoing |
| | Dialogue on economic development – LED, BDS, MSME | Empowerment opportunities for young women and men | Increased participation of target groups in social, political, and economic activities – increase in capacities. | |
| Addressing exclusion and redressal strategies in access | Strengthen the dialogue process | Strengthen local community-based organizations | Increase in capacities and formal establishment and administration of organisations. | 5 years |

| | | | |
|---|---|---|---|
| Strengthening local level mechanisms to provide identity. | Legal identity for all by 2030 | Legal identity for all by 2030 | 8 years |
| Link identified vulnerable groups including female headed households with necessary support programmes | Empower individuals and communities identified as excluded | Increased participation of individuals from marginalised, isolated, vulnerable communities and target groups in social, political, and economic activities | 2 years |
| | Empowering women through promoting diversity and inclusion | Increased participation of women as peace agents, and in social and political activities | 2 years |
| Language learning support for youth | Bilingual/tri lingual society | Increase in education, programmes, and modules to teach and use state languages. Increase in people with bilingual abilities. | 8 years |
| Implement language policy at local government authorities. at national and regional level | Language policy recommendations disseminated | Public services available in the key national languages in use at each province | 2 years |
| Awareness programmes on Legal services incl. Legal aid camps | Inclusion of international standards on domestic systems | Greater availability and access to justice, pro bono services and post release care | 4 years |
| Knowledge sharing of human rights mechanism and inclusion of the same to the mainstream | Adapting international instruments, mechanisms, and practises to local legislation | Greater knowledge on HR, up to data best practises by law enforcement and government officials | 10 years |

| Strategic Area 02 - Strengthening internal and external cooperation and instruments policy implementation | | | | |
|---|---|---|---|---|
| **Objectives** | **Activities** | **Outcomes** | **Indicator of Outcome** | **Timeline** |
| Enactment of instruments for policy implementation including plans, networks, laws | Establishing necessary institutional framework with proper mandate | Dissemination of the Reconciliation Policy | Introduction and accession of the national social cohesion/reconciliation policy | 2 years |
| Communication on progress in social cohesion | Development of NSAP | Established sustainable internal mechanism for policy implementation | Adequate mechanisms and checks and balances to implement and monitor policy. | |
| | Mapping of all stakeholders | All stakeholders identified and established mechanisms for cooperation and policy implementation. | Comprehensive database on all stakeholders with wider availability and updating procedures | 1 year |
| | Discussions with other community and religious groups, stakeholders etc. | Established inter-ministerial coordination unit/mechanism | Established inter-ministerial coordination unit/mechanism | 1 year |
| | Establishment of inter-ministerial coordination unit | Improved knowledge on reconciliation among ground level public officers and people | Improved knowledge on reconciliation among ground level public officers and people | 2 years |
| | Establishment of monitoring and evaluation unit (quarterly) | Establishment of monitoring and evaluation unit (quarterly) | Establishment of monitoring and evaluation unit (quarterly) | 3 months |
| | Create link between government and CSOs | Dedicated unit to deal with CSOs and liaise on projects and relevant work. | Dedicated unit to deal with CSOs | 3 months |
| | Established partner network at national and local level with likeminded orgs, DP, CBOs | Dedicated unit to deal with likeminded orgs, DP, CBOs | Dedicated unit to deal with likeminded orgs, DP, CBOs and the maintenance of relevant databases. | 3 months |

| | Activities | Outcomes | Indicator of Outcome | Timeline |
|---|---|---|---|---|
| | Strengthened District Reconciliation Committees (DRCs) | Formalising mandates and administration through relevant policy | Dedicated policies/circulars etc. with mandates and cadre spelled out | 1 year |
| | EWS and early response system (ERS) | Establishment of communication links, evidence-based approaches | Dedicated unit handling the EWS and ERS | 1 year |
| | National and provincial coordination work | Dedicated unit to handle coordination work with trained staff. | Dedicated unit to handle coordination work | 1 year |
| | Strengthened village harmony centres (Sahajeewana Sangam) | Formalising mandates and administration through relevant circulars | Dedicated policies/circulars etc. with mandates, funding and cadre spelled out | 1 year |
| | Communication Campaigns and programmes on Social Cohesion, Reconciliation and relevant progress utilising creative arts, methods and multiple media strategies | Increased awareness of and positivity towards Social Cohesion and Reconciliation | Social buy-in towards SC & R efforts | 5 years |

**Strategic Area 03 - Shaping of knowledge, attitudes and skills on concepts enabling social cohesion to develop active engagement of stakeholders and personnel**

| Objectives | Activities | Outcomes | Indicator of Outcome | Timeline |
|---|---|---|---|---|
| Capacity development on resource provision, service delivery and justice enabling social cohesion and non-exclusion | District level mapping exercise with youth - working on peace and reconciliation. | Compliance to global peace and reconciliation including SDG 16 | Increase in capacities of target groups – assessment of such with IOs | 3 years |
| | Training and exposure - Government officers and CBOs | Platform prepared for functioning at national level | Development in sensitive handling of HR and reconciliation related matters | 1 year |

| | | | | |
|---|---|---|---|---|
| | Provincial level workshops for NIOs and CBO reps | Corruption and bribery in all their forms substantially reduces | Increased knowledge on relevant laws and penalties, decrease in bribery and corruption – all forms. | 1 year |
| | Develop an online course on access to information for public officers | Capacity development on the value of pluralism | # of participants taking on the course with an adequate certification system | 2 years |
| | Develop necessary training modules for local stakeholder training | Public access to information and protection | Improvement to RTI procedures, public information desks and maintaining online data portals. | 1 year |
| | Reconciliation TOT for NIOs and other facilitators | Improved harmony, understanding and unity among all communities | Lesser confrontations and increase in dialogue and nonviolent action where problems arise. | 2 years |
| Capacity development on value the of pluralism, diversity, rule of law and participation | Inter-religious cultural programmes Introduction of peace studies curriculum in schools and universities. Host visiting fellows and academics to interact on relevant topics Training opportunities for ONUR staff/ NIOs and partner organisations Support for communities to engage in reconciliation events. | Increased knowledge of the value of diversity and pluralism Increased knowledge on the value of the rule of law | Improved relationships between individuals and communities Improvement in the rule of law, reduction of repeat offences and addressing of root causes that drive people to acts of crime | 10 years |
| Legal literacy of public (general law) and advocacy in this regard | Conduct awareness programmes, workshops and legal aid camps, mass media, introducing as a subject. Discussions with relevant education ministry officials on legal literacy. | Better access to legal and justice systems, introduction of international and evolutionary legal concepts/standards | Greater availability and access to justice, pro bono services and post release care | 1 year |

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| Communication on impact of marginalization | Training for media personnel on print, electronic plus social media Update ONUR web, leaflets Media events and press articles of reconciliation activities Capacity improvement programmes for media personnel | Proactive, unbiased, sensitive reporting | Use of sensitive language in reporting about victim groups, greater impartiality, and objectiveness specially in Sinhala and Tamil media | 1 year |
| Questioning of unreliable information using structures, networks, organisations, technology and social media | Social change projects | Use of training and international best practices with development partners | Greater receptivity to objective, verified news against sensationalist, biased narratives. Reporting of fake news, misinformation, and disinformation | 1 year |
| Increasing civic knowledge | Develop a training programme for media personnel. Networking with institutes related to corruption and bribery. Develop necessary training modules. | Necessary platforms and infrastructure to teach and disseminate designed programmes | Increased reporting in corruption and bribery cases. Sensitive and apt reporting relating to grey areas incl. sexual bribery | 2 years |
| To strengthen understanding on unity in diversity of the society | Outreach programmes developed and launched through youth groups, change agents and the state | Multi stakeholder collaboration backed by NSAP and adequate policies | Lesser inter communal conflicts and tension, greater communication through a proactive role for youth, religious leaders and other stakeholders. | 10 years |

| Strategic Area 04 - Management and Organization of personnel, processes, and resources to ensure equity of access and participation | | | | |
|---|---|---|---|---|
| **Objectives** | **Activities** | **Outcomes** | **Indicator of Outcome** | **Timeline** |
| Review and responsive management towards updating current strategies | Comprehensive stock taking process incl. resource mapping | Engagement with all stakeholders and collation of initiatives and trends | Detailed reports based on research and evidence to re-strategize and identify future areas of contestation. | 6 months |
| Policy & action plan implementation | Establish a NSAP working group | Responsive, inclusive, and participatory decision making at all levels | Establishment of NAP working group with multi stakeholder representation with clear mandate | 3 months |
| | Working with local institutions to be effective, accountable, and transparent at all levels | Functioning processes for equity of access and participation | Greater accountability, transparency and knowledge on good governance and administration | 3 years |
| | Develop a database for all reconciliation activities | Multi stakeholder acknowledgement and engagement | Database with activity, stakeholder mapping and up to date definitions and victim groups | 6 months |
| Mitigating conflict triggers | Develop an early warning trainers' group | Conflict trends identified, alerts to conflict risk | Established body for EWS and ERS with clear mandate and communication channels | 6 months |
| Monitoring conflict triggers | Establishment of information/suggestion desk (Hotline) or Strengthen existing hotlines (119/1919) | Legal desk to be established at ONUR. | Dedicated apex unit covering ONUR, MOJ and other bodies dealing with the subject matter | 3 months |
| Identifying conflict triggers | Create training and awareness programme for staff and stakeholders | Training and awareness programs along with TOT and capacity building measures for staff and stakeholders | Adequate channels to identify conflict triggers with a bottom to top communications channel | 1 year |

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| Improving methods of conflict transformation | Create training and awareness programme. | Training and awareness programs along with TOT and capacity building measures for staff and stakeholders | Greater capacities for change agents such as youth and greater engagement across conflicting parties | 2 years |
| Providing common and equal access to personnel, process, and resources | Identification and discussions on conflict | Strengthened dialogue platforms incl. school parliament societies | Programmes implemented at grassroots level to get public involved, especially youth and school children. | 2 years |
| | Creative platforms for discussions and solutions Incl. strengthening peace councils at grassroots level | Acknowledgement of grassroots level organisations and formalising their operations through capacity building etc. | Greater communication with grassroots level organisations with a bottom to top communications channel | 1 year |
| | Monitoring and addressing of issues of unequal access to public resources and services | Recording of issues redressed by public resource and service provision stakeholders | # of issues related to unequal access to resources and services addressed | 8 years |

| Address/Redress Equity and Access |
| :---: |
| Create and Empathetic Society that Respects |
| Fundamental Rights, Freedom, Rule of Law, Equality and |

# Stakeholder Mapping

| Secondary Partners | Ministry of Plantation Industries | More Power |
| :--- | :--- | :--- |
| | SEDD, NEDA | |
| | MoE, Min. of Finance | |
| | MoHE , VTA - NFE Institutes, Professional organisations, private sector, Sri Lankan foreign missions? Lobby groups, Social media influencers | |
| | MoH, MH Dir. | |
| | MoSS , MWCA | |
| | Min of Tourism and Land | |
| | MoPA , NILET, DOL, OLC | |
| | Ministry of Buddasasana Religious and Cultural Affairs | |
| | Exec. Cabinet Ministry | |
| | Divisional Secretariat, GAs | Less Power |
| | Defence Forces | |
| | Chief Secretary | |
| | NGO Secretariat | |
| | National Youth Council | |
| | Bureau of Rehabilitation | |
| | Registrar General, Minor Political Parties, Trade Unions | |
| | IOM | More Power |
| | SCOPE | |
| | SCORE | |
| | SEDR | |
| | UNDP | |
| | USAID | |
| | Mediation Boards | |
| | UNESCO | |
| | Media | |
| | International Human Rights Commission | |

## Engagement Strategy

While secondary partners make the periphery of the stakeholders, they too could wield influence by means of engaging with implementers through programs, interventions and funding (particularly relating to development partners and the civil society). Other state entities and ministries could show interest as their relevant work provides important foundation to social cohesion through education, grass roots level information and influence some might possess to shape decision making and overall policy direction in the country (ex: military).

| | | |
|---|---|---|
| | CSOs<br>CBOs<br>ICRC<br>SEARCH | Less Power |
| | Diaspora | |
| **Primary Partners** | 17 universities - researchers, academics<br>Schools | Primary Partners would include stakeholders who show interest in the works of the NAP and its implementers and would hold considerable influence over such. Target groups involved could shape the future courses of action and influence the evolutionary nature of the NAP in identifying new problem areas. Universities and their academic staff could play a complimentary role in assisting activities through research based findings to direct future work and to also validate the actions taken through an evidence based approach. |
| | Religious Institutions | |
| | Marginalized Communities - socially and geographically<br>Ex. Combatants<br>Youth<br>WHH (Women Headed Households)<br>Children<br>Women<br>Conflict affected families, People employed in the informal sector | |
| **Partners with veto power** | MOJ<br>ONUR<br>OR<br>OMP<br>NI<br>Office for Overseas Sri Lankans<br>TRC<br>Parliament, Oversight Committee on Reconciliation<br>MoFA<br>NePD<br>Cabinet sub-committee on Reconciliation | Partners with veto power include key stakeholders who will be directly involved in implementing, overseeing and shaping the national action plan. As their views cannot be ignored or diluted at any stage of action, their interests and influence over proposed work should be given prominence at all times. Regular consultations with this group including multiple levels of its staff members (research, finance, admin, management, advisory councils and director boards etc.) is needed at all levels of implementation. As the initiatives core stakeholders and implementers, this set of partners will determine the trajectory of action and the sustainment of the same. |
| | Co-existence Communities | More Power |
| | Religious Leaders | Less Power |

**Appendix IV: SWOT Analysis**

| Strengths | Weaknesses |
|---|---|
| <ul><li>Presence of human and physical resources (both state and non-state) to drive a reconciliation plan. Ex: government officials, trainers, researchers and academics, international partners.</li><li>Presence of statutory bodies such as ONUR to spearhead social cohesion and reconciliation, and to sustain programmes.</li><li>Presence of multiple agencies and government bodies to provide adequate checks and balances, monitor progress and offer inputs. Ex: Presidential secretariat, Sri Lanka Parliament, related ministries.</li><li>Presence of international partners and INGOs for capacity development, guidance, and funding for required initiatives – Previous experiences with such parties and preferred partners.</li><li>Lessons learnt and partnerships built from previous initiatives, differing governments, and political parties, and from interactions and catering to different stakeholders with varying needs.</li><li>Greater recognition amongst stakeholders as an official and an</li></ul> | <ul><li>Slow progress and lack of commitment at some levels to introducing policy, drafting, and engaging with all stakeholders.</li><li>Over politicisation of the issue with polarised views and actions, politicisation of relevant bodies.</li><li>Government unwillingness to collaborate with certain stakeholders and international obligations.</li><li>Low prioritisation for reconciliation and social cohesion within government policy and action.</li><li>Bureaucratic and administrative red tape hindering project initiation and stakeholder collaboration.</li><li>Delays in funding and programme commencement due to external reasons.</li><li>Lack of inclusive decision-making, differences, and competition between state agencies and between stakeholders.</li><li>Government policy on Reconciliation is not stable.</li><li>Lack of policy maker understanding relating to govt's international commitments on reconciliation and its linkage to development funding.</li><li>Local reconciliation partners do not work collaboratively.</li></ul> |

| | apex instrument for social cohesion and reconciliation. | • Lack of specialised staff with up-to-date capacities – Human resources<br>• Lack of or tainted public interest and perception on social cohesion and reconciliation. |
|---|---|---|

| Opportunities | Threats |
|---|---|
| • Renewed acceptance and involvement of all major political parties in the government and the opposition.<br>• Renewed commitment of the government to peace and reconciliation, with a special focus on reporting on truth and reconciliation.<br>• Support and guidance of the Ministry of Justice playing the anchoring role of a permanent line ministry.<br>• Wide network of development partners and civil society organizations (CSO)<br>• International oversight and action through IOs, treaty bodies and enforcement mechanisms.<br>• Further relations with the Diaspora community to spearhead programmes, funding and introduce reconciliation centred economic activities.<br>• Establishment of new social cohesion and reconciliation bodies, public mobilisation initiatives at grassroots level with greater outreach. | • Political volatility and the susceptibility to be derailed by economic issues.<br>• No consensus amongst different political parties on the issues on peace and reconciliation.<br>• Potential risks of changes in mandates, ministries, cadre, and politicians running the reconciliation agenda. No policy consistency.<br>• Behaviour of extremist groups, fringe and minor political parties in the government and the opposition.<br>• Post-war reconciliation in Sri Lanka being a complex issue.<br>• Difficulty in arriving at acceptable political solutions by all communities within Sri Lanka.<br>• Creation of further marginalized groups resulting in the broadening of the scope of programs, funding and efforts needed. Ex: WHH<br>• Economic precarities affecting social cohesion and reconciliation, reduction of level of priority. |

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| • The passage of time healing wounds of conflict and allowing for a bettered perspective for social cohesion and reconciliation amongst Sri Lankans.<br><br>• Coupling social cohesion and reconciliation with economic empowerment and growth.<br><br>• Existing policies, literature, and guide documents to attain social cohesion and reconciliation (ex: LLRC, CTF reports). | • Reduced confidence in government and democratic structures, law enforcement and the judiciary. |

**Appendix V: PEST Analysis**

| Political | Economic |
|---|---|
| <ul><li>Democratic state with tested resilience of democratic structures</li><li>Political instability in the country.</li><li>No stable agreement amongst different political parties on how to establish the peace and reconciliation in the country.</li><li>Foreign affiliations, development partners with varying programme priorities.</li><li>Geopolitical tensions affecting domestic politics and national interests.</li><li>Involvement of Diaspora (Positive and negative)</li><li>High corruption</li></ul> | <ul><li>Huge loans/ indebtedness</li><li>High inflation rate</li><li>Economic disparity among provinces, districts, classes, and communities.</li><li>Major foreign earnings from, tourism, foreign employment, apparel sector, and plantation sector.</li><li>Wealth gap between social classes.</li><li>Cost of living crisis</li></ul> |
| **Social** | **Technological** |
| <ul><li>Multi religious and multi-cultural society.</li><li>High youth unemployment rate</li><li>Equality issues in entrepreneurship, employment etc.</li><li>Brain drain and migration of human capital.</li><li>Medicine shortages and shortages of essential items and services.</li><li>Rising crime rates, threats to the safety of women and the vulnerable</li></ul> | <ul><li>Technology that can affect the way the government and key implementers and stakeholders engage with the community, civil society, and make, distribute, and market activities, programs, and services.</li><li>Technology and communications infrastructure, legislation around technology, consumer access to technology, competitor technology and development, emerging technologies, automation, research, and innovation.</li><li>Digital literacy of the public, particularly in the rural areas.</li><li>Technological advancements and innovations are available at national and local level – both homegrown and foreign.</li></ul> |

**Appendix VI: Definition of Key Terms**

**Definition of Key Terms**

**Social Cohesion**

Social Cohesion is a process comprising progressively harmonious coexistence between individuals, groups, and institutions in a society. Some of the essential qualities of such societies are high levels of trust, a shared vision for the future, and responsive and legitimate governance institutions, which actively support inclusive economic development. Social cohesion fosters strong social relations between individuals and societal groups, a positive emotional connectedness between its members, and a focus on the common good.

**Co-existence**

Coexistence is a state in which two or more groups are living together while recognizing, respecting, and valuing their differences (including differences along class, ethnicity, religion, gender, and political inclination), acknowledging their conflicts, and resolving conflicts non-violently.

**Reconciliation**

Reconciliation is the process or outcome of maintaining peace and unity by restoring and improving relationships fragmented due to conflict, violence, war, and perceived or real wrongdoing. Strengthening or restoring relationships between individuals and communities lies at the core of reconciliation. Reconciliation can take place through collective, constructive debates and discussions and through re-organising existing alliances towards a common goal.

**Unity**

Unity is a state of acting as one team to achieve a common goal. It requires identifying, accepting, respecting and valuing differences. Legal frameworks can also support it.

**Integration**

Integration is a process of bringing together people of different ideas and cultural backgrounds towards common interests and pursuing common goals. Integration occurs when individuals can adopt to the cultural norms of the dominant or host culture while maintaining their culture of origin.