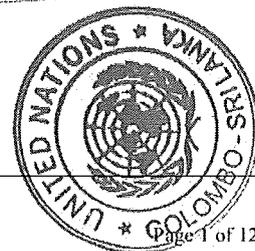


1. Cover Page

Country	Sri Lanka	
Programme Title	Catalytic Support to Peacebuilding in Sri Lanka	
Joint Programme Outcomes	<p>While contributing to the Sri Lanka, Peacebuilding Priority Plan's Four Outcomes, this Joint Programme will immediately contribute to the following Outcomes:</p> <p>Outcome 1: Significant progress made in the implementation of the Government's commitment on transitional justice as expressed in the UNHRC Resolution</p> <p>Outcome 2: Public display greater awareness and willingness to engage constructively in the peacebuilding process</p> <p>Outcome 3: Key state institutions and processes strengthened through provision of technical support, resulting in:</p> <p>a) More effective Parliamentary input into policy and-law -making as well as oversight of the Executive enabled.</p> <p>b) Enhanced capacity of the target Provincial Councils to perform their role in contributing towards the process of Sustainable National Development.</p> <p>c) Enhanced capacity of the Human Rights Commission of Sri Lanka to perform core functions, including systematic monitoring of and reporting on vulnerable groups.</p> <p>d) Enhanced capacity of the National Police Commission (NPC) to engage in its core functions.</p> <p>Outcome 4: UN catalytic engagement with resettlement and durable solutions has supported wider political transition, peacebuilding and reconciliation efforts in Sri Lanka</p>	
Programme Duration	18 months	
Anticipated Start and End Date	01 April 2017	30 September 2018
Fund Management Options	Pass-through	
Managing Agent	Multi- Partner Trust Fund Office	
Total Estimated Budget	Total Estimated Budget: USD 8,586,000 Funded: USD 8,586,000 Unfunded: USD 0.00	
Source of funded budget	European Union (Instrument Contributing to Stability and Peace)	
Names and Signatures of participating UN Organizations (PUNO)		
Name of Representative	Joern Sorensen	
Signature		
Name of Organization	UNDP	
Date and Seal	27 March 2017 	



Signature	
Name of Organization	UNICEF
Date and Seal	28/3/17 
Name of Representative	Yoshinobu Fukasawa
Signature	
Name of Organization	UNHABITAT
Date and Seal	24 April 2017

Executive Summary

The Sri Lankan ethno-political conflict has predominantly been about a conflict between the state and its citizens¹. Whilst there have been conflicts between different communities at the ground level, they have escalated largely due to the politicization of issues by national actors. The ethno-politicization of the state has resulted in discriminatory policies and practices in employment, education, public security, land use, civic administration, etc., which have infringed the civic and political as well as socio-economic and cultural rights of minorities, and had a devastating impact on their trust and confidence in the state. However, since the political transition in 2015, people have had high expectations for tangible positive changes in society.

With a view to addressing the complex issues that have negatively impacted upon the social fabric of Sri Lanka, the Government moved forward with the design and rolling out of the country's transitional justice process, together with constitutional reform and wider reforms processes. These efforts also contribute to meeting the Government's obligations under the October 2015, Human Rights Council (HRC) Resolution entitled "Promoting reconciliation, accountability and human rights in Sri Lanka" which was adopted by consensus and co-sponsored by Sri Lanka. The Government with the support of the UN also formulated **Sri Lanka's Peacebuilding Priority Plan**, with a view to identifying priority actions needed to address issues relating to the four pillars of i) transitional justice, ii) reconciliation, iii) good governance and iv) resettlement and durable solutions, which have the following overarching Outcomes²:

¹ Peacebuilding Context Assessment, Sri Lanka 2016 (Nishan de Mel and Rajesh Venugopal)

² PPP Outcome Statements are in March 2017 in the process of being reviewed, reformulated and validated.



1. Transitional Justice implemented to help reconcile and heal Sri Lankan society
2. Sri Lankan society with peaceful co-existence and a sense of belonging
3. All Sri Lankan people feel safe, and trust the Government to effectively, efficiently, equitably and transparently respond to their needs
4. People displaced by the conflict (IDPs, IDP returnees and refugee returnees) have a core grievance addressed through access to land and rebuilding of their lives

Therefore, this Joint Programme aims to capitalize on this unique window of opportunity to provide catalytic support to the Government, to consolidate the democracy gains that have been made since 2015 and sustaining peace, by providing support to priorities identified in the PPP. It is expected that the technical assistance and capacity development support, which would be provided by the UN system, to the institutions and processes identified in this Programme will reinforce pressure points which are essential to address obstacles to long-term peace and reconciliation as well as sustaining the country on the path to social transformation.

The intended beneficiaries and partners of the Joint Programme include, Government and State Institutions of Sri Lanka (including Provincial Administrations, Parliament, National Police Commission, Human Rights Commission, Secretariat for Coordinating Reconciliation Mechanisms, Ministry of Prison Reforms, Rehabilitation, Resettlement and Hindu Religious Affairs, the Survey Department, Land Commissioner's Department, "Bim Saviya" Programme), civil society organisations and community based associations including victim and other affected communities (including victims of conflict and human rights violations and abuses, families affected by conflict related displacement, marginalized and excluded groups).

This Joint Programme will be funded by the European Union, and managed and implemented by UNDP, UNICEF and UN-Habitat as the Participating UN Organizations (PNUOs), with technical support from partner UN Agencies (OHCHR, UNHCHR and UNWOMEN) where relevant.

2. Situation Analysis

The political transition in January 2015, and the formation of a national interim Government, created a new window of opportunity for building peace in Sri Lanka. President Maithripala Sirisena and Prime Minister Ranil Wickremasinghe stated that they are politically committed to securing long term peace and reconciliation premised on principles of good governance, including strengthening of democratic institutions. Following the peaceful parliamentary elections in August 2015, which sustained the President's reformist agenda, a joint pledge was made by the leaders of the country's two largest political parties to ensure "ethnic and religious reconciliation" and undertake further constitutional reforms to promote ethnic unity and uphold the rights of minorities. In October 2015, the Human Rights Council (HRC) Resolution entitled "Promoting reconciliation, accountability and human rights in Sri Lanka" was adopted by consensus with the co-sponsorship of Sri Lanka.

The Resolution welcomed the commitment of the Government of Sri Lanka to undertake a comprehensive approach to dealing with the past, and set the ground for the Government to move forward with a nationally owned and victim-centric transitional justice process that addresses the needs of the people of Sri Lanka and advances accountability and reconciliation for all. Amongst those that the transitional justice will aim to support are victims of torture, people injured through suicide bombings, those forcibly recruited and the families of over 16'000 missing persons, including over 5'100 security forces personnel Missing in Action³.

The Resolution also welcomed the steps taken to strengthen good governance and democratic institutions in support of peacebuilding. It noted with interest the passage and operationalization of the 19th Amendment to the Constitution of Sri Lanka and its contribution to the promotion of democratic governance and independent oversight of key institutions. It further appreciated the Government's commitment to a political settlement by taking the necessary constitutional measures, encouraged the Government's efforts to fulfil its commitments on the devolution of political authority, and in that regard asked that the Government ensures that Provincial Councils are able to operate effectively, in accordance with the 13th Amendment to the Constitution of Sri Lanka.

³ ICRC, July 2016

in delivering durable solutions for Internally Displaced Persons (IDPs). Whilst over 2,000 families have been supported to return home since 2015, it is estimated that 43,607 people (13,670 families) remain displaced and living with host families or in welfare centres⁴.

The High Commissioner for Human Rights at the end of his mission to Sri Lanka from 4 to 9 February 2016 welcomed the commitment to implementing the HRC resolution and highlighted the links between the transitional justice agenda and broader constitutional, security sector and institutional reform. He reiterated that the international community, including the United Nations, remain ready to provide assistance. The Special Rapporteur on the promotion of truth, justice, reparation and guarantees of non-recurrence, Mr. Pablo de Greiff, in his visit from 26 January to 1 February 2016, observed some gaps in terms of dedicated capacity and available expertise as well as the articulation of an overarching policy that reflects the various, but interlinked, components of a comprehensive transitional justice agenda. He underlined the importance of initiating credible and robust processes, including through the establishment of strong institutions, to deliver results and to turn the Government's commitments into reality.

Furthermore, following the Parliamentary elections in August 2015, and as provided for in the manifestos as well as the Memorandum of Understanding establishing the National Unity Government, the revision of the Constitution of Sri Lanka is considered as a foremost priority in introducing governance reforms. In order to initiate the new constitution making/revision process, a Committee of the whole Parliament referred to as the "Constitutional Assembly," and consisting of all Members of Parliament, was established by a Resolution of Parliament on 9th March 2016,⁵ following debates on the contents of the Resolution which was contentious.

From 31 August to 2 September 2016, the UN Secretary-General visited Sri Lanka and reiterated the key message of maintaining the momentum of reforms while building consensus across the political spectrum to support the implementation of the full range of transitional justice mechanisms. The Secretary-General also emphasized the need for inclusive and victim centric processes emerging from wide-ranging consultations. He noted the UN's commitment to support Government efforts to advance reconciliation and address accountability issues while launching the Peacebuilding Priority Plan (PPP) for Sri Lanka in his bilateral meeting with President Sirisena.

3. Strategies

Background/Context

This Joint Programme will contribute to Sri Lanka's three year comprehensive PPP, which builds on the Government's ongoing political reforms and the September 2016 Human Rights Council Resolution co-sponsored by Sri Lanka, and is informed by a Peacebuilding Context Assessment and extensive stakeholder consultations. The PPP is intended to serve as the Framework for a coordinated Government, UN and Development Partner response to peacebuilding in Sri Lanka. The Plan identifies peacebuilding priorities in four Outcome areas that address issues of i) transitional justice, ii) reconciliation, iii) good governance and iv) resettlement and durable solutions, and the areas of proposed support under this Programme are directly aligned to these priorities. The interventions include those where the UN has a distinct comparative advantage and potential to add value through its normative mandate, access to technical expertise, impartiality and previous experience and partnerships.

Lessons Learned

The design of this Joint Programme, is informed by the following key lessons learnt:

- The UN supported the National Consultations on transitional justice and the Secretariat Coordinating the Reconciliation Mechanisms (SCRM), and is further bolstering the Government's strategic capacity by providing a group of consultants to work with the Government to develop transitional justice strategy or masterplan and conceptualization of models/recommendations for the different components of this agenda (a truth-seeking mechanism, an accountability mechanism, a reparations programme and an office for the missing). The UN is therefore in a position to identify eventual needs and bring relevant experts at short notice, based on its demonstrated experience in other post conflict and transitional justice settings, the existence of expert rosters maintained by different UN Agencies and taking into account lessons learnt from previous experiences. Oftentimes the only obstacle for expert deployment is availability of funds at short notice.
- SCRM, with prior technical advice provided by the UN, identified 3 key strategic priority areas of work. These include i) supporting the establishment of the mechanisms on transitional justice, including the related

⁴ Ministry of Resettlement website, data as of 31 July 2016

⁵Resolution for the appointment of the Constitutional Assembly, <http://www.parliament.lk/en/news-en/view/1160?category=6>

consultations; ii) promoting coherence across institutions working on peacebuilding; and iii) ensuring clear and consistent communication on peacebuilding on behalf of the Government. There is now an urgent need for the Government to develop and strengthen an overall strategy for outreach and communications on its approach to peacebuilding. As a first priority, there is a need for a people centred narrative on transitional justice with consistent and sensitive messaging that generates confidence amongst all communities. At the same time, the Government needs to urgently adopt a more pro-active and inclusive approach to address apprehension on the part of a segment of the public as well as the media.

- Following the Presidential elections in January 2015, the UN provided speedy technical assistance for drafting of the 19th Amendment to the Constitution, which was approved by Parliament in April 2015. This was a substantial step for democratic governance in a country. By reducing the term and prerogatives of the President, strengthening the oversight Commissions and Parliament as well as other provisions, the 19th Amendment paved the way for a progressive rebalancing of the three branches of Government the State (legislative, executive and judiciary) and for transformation of the governance culture in the country. The UN has continued its support in 2016, for the Constitutional Reforms process, and strengthening the institutional capacities of the Parliament of Sri Lanka.
- Each of the Provincial Administration in Sri Lanka are faced with the responsibility under the 13th Amendment to the Constitution, of addressing a number of competing challenges, some of which are unique to each region, which impede upon building trust and confidence between the state and the population, and thereby hinders the overall peacebuilding process in the country. It is also expected that the Administrations are likely to need to absorb and fulfil more responsibility with what is anticipated to be an increased devolution of power, through the Constitutional reforms process. Whilst the Administrations in the formerly conflict affected North and East were established only recently, and face extensive capacity constraints, they are currently receiving capacity support through the Immediate Response Facility of the UN Peacebuilding Fund and the EU funded Support to District Development Programme (EU-SDDP). Therefore it is considered a priority to extend equal capacity strengthening support to the other lagging Provincial Administrations to enable them to address the needs of the most vulnerable as well as negative perceptions that post-war capacity and other support is targeted only at the northern and the eastern provinces.
- The 19th Amendment to the Constitution reinstated the independence of 9 oversight bodies to a considerable extent,⁶ with the Human Rights Commission of Sri Lanka (HRCSL) and the National Police Commission (NPC) being two Commission's playing critical functions in the current country context. Rebuilding the HRCSL as an independent, competent and trusted "A-status" institution, in compliance with the Paris Principles is therefore a critical part of Sri Lanka's transitional agenda. The Commission has a critical role to play in addressing what the OISL report termed a culture of "deep-seated and institutionalized impunity" which needs to be "tackle[d] comprehensively"⁷ in order to avoid such violations being repeated. It is therefore a cornerstone of the guarantees of non-recurrence which form one pillar of the transitional justice agenda in Sri Lanka. The NPC although introduced through the 2001, 17th Amendment of the Constitution with a mandate to oversee human resources management and deal with public complaints against the police, was through the 18th Amendment to the Constitution made much less independent and in fact under *de facto* control of the executive. As a result, members of the police were fully under control of the executive.⁸ Hence, though the Police Commission, and its secretariat, remained, in practice it could barely make an impact and had little, if any, credibility. The situation changed considerably following the 19th Amendment, bringing back the Police Commission with all its functions, and also expanding its functions to include making proposals and developing policy to improve the efficiency and independence of the police service. The UN has been providing technical support to both newly established Commissions, and the need for continued extensive capacity support to work in this renewed space, is recognized.
- Since coming into power in January 2015, the new Government has released over 3,500 acres of land, providing an opportunity for almost 4,500 families to return. The Government has also taken steps to accelerate solutions to state land related issues that at the end of the conflict affected over 160,000 families in the North. At the same time, the "National Policy on Durable Solutions for Conflict-Affected Displacement", prepared by the Ministry

⁶ 19th Amendment to the Constitution of the Democratic Socialist Republic of Sri Lanka, certified on 15 May 2015.

⁷ OISL Report

⁸ Also, the 18th amendment limited the functions of the NPC to handling complaints only, as the Human Resources Management related functions were handled by the Public Service Commission.



from the UN, was endorsed by Cabinet in August 2016, setting a framework of national standards based on national and international laws, principles and best practices in order to ensure that durable solutions are found for conflict affected displaced persons in Sri Lanka, including refugee returnees. The resettlement process in the former high security zones is a major test case on which the Government will be judged, especially by the Sri Lankan minority communities and diaspora. It is therefore essential that the Government is able to keep the commitments made in this regard in order to maintain the stability of the overall peacebuilding efforts.

- Additionally, having learnt from previous Joint Programmes, the need to design the Programme Frameworks, and particularly the Results Frameworks in consultation with the national partners, this Joint Programme adopted a process of consultation not only among the PUNOs, but also other UN agencies and respective national partners. The UN agencies having also learnt the importance of monitoring the achievement of results, given the relatively short time frame of the Joint Programme, and significance in the particular point in time in Sri Lanka's country context, the Joint Programme, places emphasis on process monitoring, and documenting knowledge.

The Proposed Joint Programme

Against the above mentioned backdrop this Joint Programme proposes to support the following areas of work:

- *Outcome 1:* In the area of supporting the Government's commitment on transitional justice as expressed in the UNHRC Resolution, the Programme will allocate funds against the Transitional Justice Pillar of the PPP to respond flexibly, in a regularly and fast evolving context, to immediate requests for technical assistance/expertise in the field of transitional justice/implementation of the HRC Resolution. By channelling this support the UN can ensure that it is consistent, and is a substantial part of, the overarching transitional justice strategy. It can also ensure that it adheres to key principles of the strategy in terms of: 1. Compliance with international standards; 2. Victim centric; 3. Nationally owned; 4. Comprehensive, multidimensional approach; 5. Coordinated and 6. Gender sensitive. Strengthening the Government's strategic capacity will also imply identifying and training existing staff in the different Ministries that could act as Transitional Justice focal points in their respective areas. The Government will also continue relying on the Special Rapporteur on Truth, Justice, Reparations and Guarantees of Non Recurrence to play and advisory and technical support role and continue his regular visits to Sri Lanka. Funding would therefore be made available to support these visits and activities linked to the Special Rapporteur's advisory role.
- *Outcome 2:* In creating greater awareness and willingness among the public to engage constructively in the peacebuilding process, the proposed Joint Programme will firstly provide technical support and input into the design of an overall communications strategy on peacebuilding and related reforms. While this support will be routed through SCRM, the process of strategy development will also include other key Government partners including representatives of the President's Office, Prime Minister's Office and The Ministry of Foreign Affairs. The Programme's support will focus on contributing to build horizontal and vertical consensus for reforms, and fostering intra-Governmental mechanisms that promote clarity in messaging and consistency across the multiple ministries and Government agencies with related mandates. Further, emphasis will also be placed on sensitising key Government representatives and opinion leaders within society, who can serve as champions within different departments and regions for carrying forward messages and working to build a constituency supportive of reforms. The two-pronged support will look to build an independent discourse in the media, including print, electronic and social. The messaging and content will be informed by the results of the perception survey that was conducted in 2016, by the UN and SCRM and implementation will specifically target high priority locations as identified through the survey. Emphasis will be placed on humanizing different elements of the reforms, demonstrating their benefits to society as a whole, and ensuring consistency and clarity in messaging across all three languages.
- *Outcome 3:* In contributing towards improving people's sense of safety, and trust in the Government to effectively, efficiently, equitably and transparently respond to their needs, the Joint Programme will provide technical assistance and capacity development support towards:
 1. *Strengthening Parliament's role and functions in the constitution-making and reconciliation process.* Towards this end, technical advisory support will continue to be provided to the Constitutional Assembly's Steering Committee and its related Sub-Committees, on an as and when required basis. Technical assistance and capacity development support will also be provided to specific Sectoral Oversight Committees of Parliament for defining their roles and responsibilities and discharging their functions effectively, supporting the establishment of a coordination mechanism between the Sectoral Oversight Committees, Committees to develop a policy/legislative initiative, support to implement



Committee oversight plans; assist the Speaker and Members of Parliament to discharge their functions as members of the Constitutional Council; and support identification and implementation of solutions for removing obstacles related to opening Committee meetings to the public.

2. *Institutional strengthening support to Provincial Administrations to reinforce the state's commitment to decentralization and meeting the needs and aspirations of diverse communities at local level.* Therefore, the Programme will aim to provide technical support to Provincial Administrations, in the Uva, North-Western, North-Central, Central and Sabaragamuwa Provinces, for improved delivery of services, and strengthened planning. It is also proposed that a needs assessment in the Northern Province will also be supported.
 3. *Reinforcing the structural independence regained by the National Police Commission and Human Rights Commission through the 19th Amendment to the Constitution, by supporting these institutions to achieve quick gains in performing their mandate and rebuilding trust between the state and citizens.* Towards this end, the Commissions will be provided with dedicated technical advisory support, and capacity development support, focusing on strengthening its core functions, particularly relating to complaints management and investigations, and outreach and public engagement.
- *Outcome 4:* In supporting the resettlement process in Sri Lanka the Programme plans to provide immediate support to several of the Government's priorities that are designed to enable families to more quickly return to their land, secure their land tenure, and in so doing start re-building their lives and attaining durable solutions. To do this, the Programme will support operationalisation of the Policy on Durable Solutions for Conflict Affected Displacement, provide technical surge capacity to the Survey Department and Land Commissioner's Department to increase the rate at which land in former conflict affected areas can be surveyed and tenure regularised, and support the Government to identify the optimal modality for delivery of resettlement support through an integrated pilot approach.

Sustainability of Results

The leveraging effect of the different components under the programme is expected to be significant, and one of the key factors in ensuring sustainability of results. In some instances, results will serve to leverage or catalyse policy reforms whilst in others, they are intended to leverage and catalyse wider partnerships and further financial support for early peacebuilding initiatives.

Under Outcome 1, the flexible fund on transitional justice will enable the Government to rapidly and easily access high level technical expertise. Whilst this will be used to assist the Government to move forward with the design and subsequent operationalisation of the proposed transitional justice mechanisms, the tabling of international best practices and lessons from other experiences, can have a leveraging effect in terms of being used to garner support amongst stakeholders for the various proposals.

Under Outcome 2, the implementation of the communications strategy is expected to leverage support within Government and amongst the general public for the proposed way forward. To maximise its leverage impact, the communication strategy is being informed by a nationwide peacebuilding perceptions survey that will enable the strategy to tailor messages and approaches according to the particular audience. Longer term support for communications will in part become fully institutionalised within SCRM as the office fully-establishes its communication's unit, with the UN envisaging to continue extending technical support in priority areas with funding support from the Peacebuilding Fund.

Under Outcome 3, strengthening the essential capacities of some of the most important institutions in Sri Lanka, is expected to enable them to build increased public trust and confidence in their role and function. Activities will be designed, implemented and monitored with the full engagement of the partner institutions, in order to not only strengthen ownership, but also enable adoption of essential practices/systems relating to planning, coordination, effective implementation and monitoring. The support to be provided to the Parliament of Sri Lanka, is expected to enable the Committee System established for the first time, to function with an improved efficiency, and substantive knowledge and exposure; support to the HRCSL and NPC, is expected to enable the Commissions to strengthen for example a core function relating to complaints management and investigations, and its research and evidence based decision making capacities on priority thematic issues, which are critical for peacebuilding; the support for the Provincial Administrations is expected to enable the Administration to improve the quality of its services to the people and also to leverage increased resources through the National budget or development partner resources, as a result of strengthened planning capacities.

intended to put in place the systems and procedures that will enable effective and sustainable implementation of the policy in the long term. At the same time, complementary to this, is the pilot testing of modalities for the delivery of basic services and livelihoods to resettled communities. Through these pilots, it is expected that optimal modalities will be arrived at and institutionalised through being integrated into the SOPs for the roll-out of the policy. Results from the pilots, will also be documented and promoted, with the high impact results being used to leverage or catalyse financial support for resettlement from longer term development partners. The technical support for faster redress of land related issues is designed as surge assistance to address a large backlog of cases, and is thus not sustainable. However, the systems and procedures that are strengthened in the process of delivering the assistance, along with the increased awareness amongst communities as to how to resolve certain land issues, will contribute to ensuring an overall more effective land surveying and land registration system into the future.

4. Results Framework

The Joint Programme Results Framework is detailed in Attachment 1.

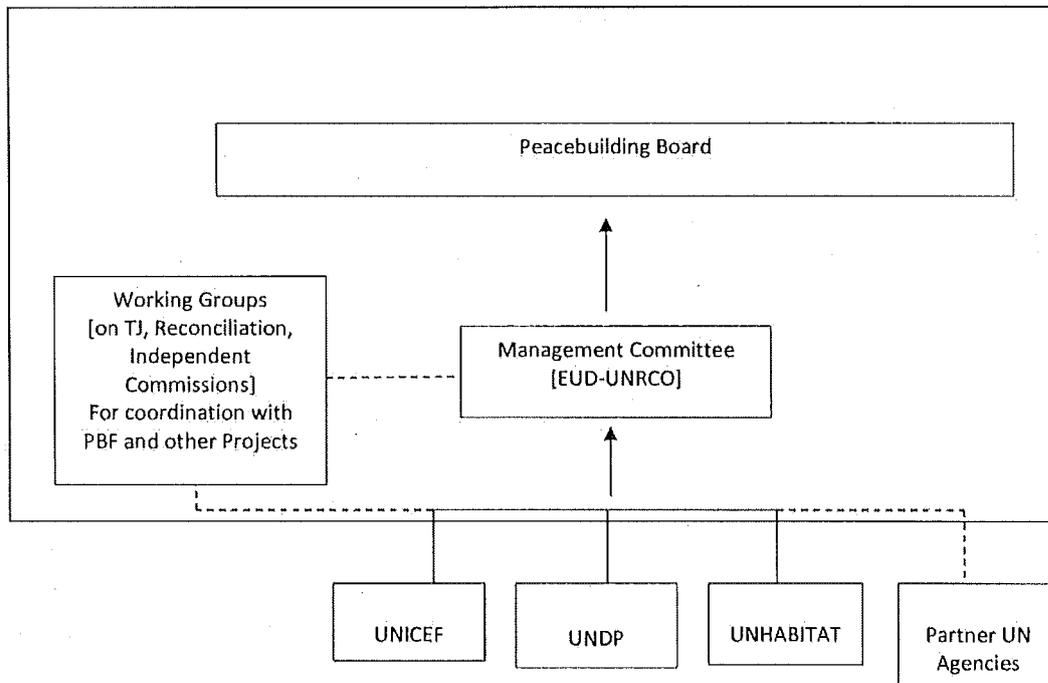
5. Management and Coordination Arrangements

Programme oversight

Quality assurance, coordination, decision-making, Programme review and working-level oversight will be provided by a Management Committee, co-chaired by the EU Delegation and the UN Resident Coordinator, and comprise of the implementing UN agencies (UNDP, UNICEF and UNHABITAT) and the Peacebuilding Fund Secretariat, anchored under the UN Resident Coordinator's Office. Representatives of partner UN agencies and beneficiary institutions will be invited as observers as deemed relevant or necessary.

It is proposed that the Management Committee meet at the start of the Programme to approve the proposed work plans, at mid-point to review progress, support identification of solutions to key challenges and approve any changes that might be required to the Programme scope/activities and at the end of the 18-month time-frame. Should the need arise the Management Committee will also meet on an ad-hoc basis, in the event for example there is a significant change in context. The Management Committee meetings will be coordinated by UNDP, on behalf of the UN system.

The co-chairs of the Management Committee will provide updates to the Peacebuilding Board on a biannual basis. The Board was established by the Government of Sri Lanka and the United Nations to oversee the effective implementation of the Peacebuilding Priority Plan (PPP), and is co-chaired by the Ministry of Foreign Affairs (Minister of Foreign Affairs/Secretary or in this absence by the SCRM) and the UN Resident Coordinator. Other members include representatives from the Government (including the Attorney General, representatives from line ministries and specialized institutions such as the SCRM and the Office of National Unity and Reconciliation), Provincial Administrations, the United Nations, the EU as representative for the Development Partners, an INGO representative and 3 national civil society representatives. Since this Programme also contributes directly to the PPP,



Any oversight issues that cannot be adequately addressed by the Management Committee will also be elevated to the PBF Board for review. As such, the PBF Board will provide overall guidance for activities implemented under this Programme as part of its mandate to provide oversight for all Programmes that are within the framework of the PPP.

Programme Management

UNDP will be responsible for the management of the initiatives under Outcomes 1-3 of the Programme. Technical assistance for transitional justice (Outcome 1) and technical support to SCRM (Outcome 2) will be managed with the technical support of OHCHR and the RCO, and in close consultation with SCRM. Monthly planning and coordination meetings will continue to take place between UNDP, OHCHR and RCO to promote a strategic and coherent 'one-UN' approach to delivery of assistance to SCRM and transitional justice under the PPP, and this Programme will be included in the agenda. In addition, a coordination meeting with relevant technical agencies, such as UNWOMEN, IOM and UNICEF, and also with Working Groups (which will include partner institutions) proposed to be set up for initiatives funded by the UN Peacebuilding Fund will also be undertaken, to plan for the coordinated provision of technical support, which would be enabled through this Programme.

The initiatives in support of good governance under Outcome 3 will be managed by UNDP in close consultation with the respective Government counterparts including the Prime Minister's Office, the Parliament of Sri Lanka, the HRCSL, NPC, Ministry of Local Government and Provincial Councils, and target Provincial Administrations.

UNDP, UNICEF and UN-Habitat will be jointly responsible for managing the outputs under Outcome 4, which focuses on resettlement. To promote coherence, ensure joint planning and implementation, the agencies will establish a working level group from among the UN agencies (drawing in the relevant Government and other partners as required) on a monthly basis. Additionally, a resettlement working group at the Colombo level chaired by the Ministry of Resettlement would be proposed to be established, meeting at least quarterly, and will be linked with District level working groups in Jaffna and Trincomalee. The District working groups, under the leadership of the respective District Administration, with the support of UNDP will bring together UN field colleagues (including the Regional Coordinator of the Resident Coordinator's Office), relevant representatives from the District and Provincial Administration and civil society.

The Convening Agent

The UNDP Country Office, as the Convening Agent, is responsible for operational and programmatic coordination: It coordinates all the Joint Programme partners, coordinates and compiles annual work plans and narrative reports, coordinates monitoring of annual targets, calls and reports on Management Committee meetings, facilitates audits and evaluation, and reports back to the Management Committee.

Programme Implementation

To implement this Programme, UNDP will require a unique project office set-up, with a number of local offices in place. UNDP will primarily have in place a team based at the UN Compound in Colombo, that will overall manage and lead all Programme related work, including coordination efforts relating to the Management Committee, and support implementation, management, monitoring and consolidated reporting, and Outcome specific coordination as detailed above. The team will be supported by the UNDP Finance, Administration, Human Resources and Communications Unit, and the overall Programme quality assured by its Programme Unit. There will be overall a combination of dedicated personnel, and cost-shared support personnel that will work on this Programme, given the 18-month time-frame for completion, to increase cost-efficiencies and the heightened need to strengthen coordination and complementarity with other on-going peacebuilding initiatives supported by UNDP.

In order to best achieve results under Outcome 3, some of the UN/UNDP contracted personnel will be embedded within partner institutions such as the Parliament of Sri Lanka, NPC, HRCSL and the target Provincial Council Offices. UNDP will also implement activities relating to Outcome 4, through embedding UN/UNDP contracted personnel within the Ministry of Resettlement, and through the use of its existing Field Offices located in the Jaffna District Secretariat and Provincial Council in Trincomalee.

While the partner institutions will be providing working space for these positions, it is expected that costs relevant to the Programme, on energy and water supplied to the office, facility management contracts including security fees and insurance, travel and subsistence for personnel working on the Programme, equipment, assets and furniture and all



Programme.

UNHABITAT will use its field office in Jaffna with three full time staff. All other support will be provided from Colombo on a cost-shared basis.

UNICEF Sri Lanka has offices in Colombo, Batticaloa - covering the Eastern Province - and Kilinochchi - covering the Northern Province - and two out-posts covering Badulla, Uva and Central Provinces. The proposed interventions will be implemented through UNICEF's national and district offices in collaboration with relevant ministries and departments, provincial and district authorities and civil society organisations. Under the leadership of the Representative and Deputy Representative, UNICEF has technical experts in Child Survival and Development (which covers health, nutrition, water, sanitation and hygiene), Education and Child Protection both at the national level and in each of the district offices. UNICEF also has expertise in communications and planning, monitoring and evaluation which contributes to key behaviour change objectives and fosters results-based programme management and Programme visibility. These functions are facilitated by a strong operations and quality assurance structure within the office. Through this Programme, UNICEF will fund the placement of key staff [Kilinochchi Zone Office: Programme Manager (25%), Health and Nutrition Programme Officer (25%), Education Programme Officer (25%) and Batticaloa Zone Office: Water, Sanitation and Hygiene Officer (25%), Health and Nutrition Programme Officer (25%), Education Programme Officer (25%)] and will also use the funding to cover vehicle repairs and maintenance; fuel related costs; utilities (electricity, water and telephone charges); office rent and office supplies.

As such, in line with European Commission decision, C (2016)3634 the funding will cover the following categories of costs:

- i. costs of staff, including administration and management staff, directly assigned to the operations of the project office. The tasks listed in the Description of the Action, undertaken by staff assigned to the project office will be directly attributable to the implementation of the Action.
 - ii. travel and subsistence costs for staff and other persons directly assigned to the operations of the project office;
 - iii. depreciation costs, rental costs or lease of equipment and assets composing the project office.
 - iv. costs of maintenance and repair contracts specifically awarded for the operations of the project
 - v. costs of consumables and supplies specifically purchased for the operations of the project office;
 - vi. costs of IT and telecommunication services specifically purchased for the operations of the project office;
 - vii. costs of energy and water specifically supplied for the operations of the project office;
- costs of facility management contracts including security fees and insurance costs specifically awarded for the operations of the project office.

6. Fund Management Arrangement

The programme will be using a pass-through fund management modality where UNDP Multi-Partner Trust Fund Office will act as the Administrative Agent (AA) under which the funds will be channelled for the programme through the AA. Each participating UN organization receiving funds through the pass-through would have to sign a standardized Memorandum of Understanding with the AA.

The Administrative Agent will:

- Establish a separate ledger account under its financial regulations and rules for the receipt and administration of the funds received from the donor(s) pursuant to the Administrative Arrangement. This Joint Programme Account will be administered by the Administrative Agent in accordance with the regulations, rules, directives and procedures applicable to it, including those relating to interest;
- Make disbursements to Participating UN Organizations from the Joint Programme Account based on instructions from the Management Committee, in line with the budget set forth in the Joint Programme Document.

The Participating UN Organizations will:

- Assume full programmatic and financial responsibility and accountability for the funds disbursed by the AA.
- Establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent.
- Each UN organization is entitled to deduct their indirect costs on contributions received according to their own regulation and rules, taking into account the size and complexity of the programme. Each UN organization will deduct 7% as overhead costs of the total allocation received for the agency.

The MPTF Office will charge administrative agent fee of one per cent (1%) of the total contributions made to the Joint Programme.

The UNDP will consolidate narrative reports provided by the Participating United Nations Organizations, as per the MoU and MoU Addendum.

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.

The MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the UNDP and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU and MoU Addendum;
- Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Management Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Management Committee and Participating Organizations with:
 - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
 - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

While the Programme will be directly implemented by the PUNOs, where relevant for initiatives to be undertaken by the respective Government partner organizations, funding would be provided through a Letter of Agreement. Risks associated with funds transfers will be assessed through capacity assessments which are required as per the respective PUNO's Rules and Regulations, prior to signing agreements with the respective partner institutions.

7. Monitoring, Evaluation and Reporting

Monitoring

The different components of the Joint Programme, particularly Outcome 1- 3, will incorporate strong elements of monitoring through its activities, which would be required to enable documenting processes adopted, and progress achieved, including lessons learnt. In terms of monitoring, there will be ongoing monitoring of Output 4.3, under Outcome 4. In addition, and as a direct complement to the work under Output 4.2, UN-Habitat proposes to work with the Government counterparts to establish a database to monitor the progress of land surveys and issuance of land titles.

The Joint Programme Monitoring Framework is detailed in Attachment 2.

Reviews

A review of the Joint Programme will also be undertaken for Outcome 1-3, by UNDP, and for Outcome 4, jointly by UNDP, UNICEF and UNHABITAT, and presented to the Management Committee, by the mid-point of implementation. Quarterly progress reviews are also proposed to be undertaken at the working level for specific Outputs of the Programme, names Output 3.5 and 3.6, which focuses on support for the Human Rights Commission and National Police Commission.

Evaluation

The Joint Programme, will also be evaluated as part of the Evaluation that would be undertaken for the PPP to which it contributes. It is expected that this evaluation will be funded by the UN Peacebuilding Fund, and commissioned by UNDP, on behalf of the UN Peacebuilding Fund Secretariat, to which it contributes. Furthermore, given the pilot nature of Output 4.3 of the Programme, it is proposed that a dedicated evaluation will be undertaken to assess its results.

Reporting

The UNDP will consolidate narrative reports provided by the Participating United Nations Organizations. As per the MoU and MoU Addendum:

- Annual narrative progress report and the final narrative report, to be provided no later than three months (31 March) after the end of the calendar year.



MPTF Office will:

- Prepare consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the UNDP and the financial statements/ reports submitted by each of the Participating UN Organizations in accordance with the timetable established in the MoU and MoU Addendum;
- Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Management Committee, in accordance with the timetable established in the Administrative Arrangement.
- Provide the donors, Management Committee and Participating Organizations with:
 - Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;
 - Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

In the case that the Steering Committee decides to request a payment of the EU contribution outside of the regular reporting schedule, the Participating UN Organizations and Convening Agent commit to provide the AA with a narrative and financial report, including information on actual expense and commitments under legally binding agreements, as well as respective Management Declarations where applicable, per the MoU addendum.

In addition, to comply with the agreement with the EU, the following reports will be provided to the Management Committee, consolidated by UNDP on-behalf of the PUNOs:

- a) Progress report after the first six months of implementation
- b) Progress report after twelve months of implementation
- c) Completion report, six months after the completion of the Programme

To the extent possible, the standard reports prepared by the Administrative Agent will be used to fulfill the EU reporting requirements.

8. Legal Context

Participating UN Organization	Agreement
UNDP	This Joint Programme Document, shall be the instrument referred to as the Project Document in Article 1 of the Standard Basic Assistance Agreement between the Government of Sri Lanka and the United Nations Development Programme, signed on 20 th March 1990.
UNICEF	Basic Cooperation Agreement signed on 27 January 1969, between the Government of Sri Lanka and UNICEF.
UNHABITAT	Memorandum of Understanding signed on 30 August 2016, between the Government of Sri Lanka and UNHABITAT.

9. Work Plan and Budget

The work plan and budget for this Joint Programme is provided as Attachment 3.

Attachments to the Joint Programme Document:

Attachment 1: Joint Programme Results Framework

Attachment 2: Joint Programme Monitoring Plan

Attachment 3: Joint Programme Work Plan and Budget

