

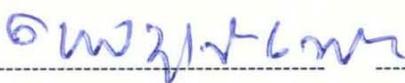


Government of Sri Lanka, United Nations & Partners



# Joint Plan for Assistance Northern Province 2012

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► **Humanitarian Context:**

Considerable progress has been made towards the commitment by the Government of Sri Lanka to finding a durable solution for all people displaced by the war, including return to their home areas. Since the humanitarian crisis triggered by the displacement of nearly 300,000 Internally Displaced Persons from the conflict zone in 2008 and into 2009, the Government ensured basic humanitarian assistance to those in camps, supported by the United Nations (UN), national and international Non-Government Organizations (NGOs), and International Organizations (IOs). Soon after the conflict ended, the Government launched a sustained resettlement campaign for the displaced, beginning with the 180-Day Programme in mid-2009, engaging closely with partners in rapid early recovery interventions to stabilize returning communities. Building upon these achievements, the Government's 'Uthuru Wasanthaya' (Northern Spring) programme serves as the master plan for resettlement and development of the Northern Province. Also, the Government is keen to find durable solutions for a significant number of people displaced prior to 2008.

Over the last two and a half years, the Government and partners have committed significant resources to help former IDPs return to their home areas and rebuild their lives post-displacement. By 31 October 2011, 456,000 people (138,000 families) displaced at various stages of the three-decade long conflict had returned to the five northern districts of origin. Through close collaboration, line ministries, district administrations and agencies have worked together to meet the returnees' immediate needs for shelter, food, health, nutrition and education, while working to restore basic services, infrastructure and livelihoods. The Government places a high priority on accelerated economic growth to help people living in the Northern Province regain a sense of normalcy and stability in the aftermath of the conflict.

Where returnees have been back in their areas of origin for some time and resumed their basic livelihoods, the Government and partners are focusing on broader interventions to strengthen market linkages and value-production to support the transition from aid reliance to self-reliance. Along with the gathering of momentum in early recovery and development, partners continue to address significant pockets of residual humanitarian needs, such as in areas of comparatively recent resettlement. Furthermore, the special needs of particularly vulnerable groups, households led by single women, separated children and unaccompanied minors, the elderly, disabled individuals and others, demand more attention. In addition to their material needs, returnees are seeking solutions to issues such as land ownership, civil and legal documentation, equal access to resources, and response to sexual and gender based violence, many of which are anchored in full restoration and strengthening of the district civil administrations.

The remaining people displaced since 2008 and currently living in camps, with host families or in transit sites need assistance until a durable solution can be found. This includes 6,130 IDPs (1,833 families) in the Menik Farm site. The majority hail from regions in the Mullaitivu District, seven Grama Niladhari Divisions (GND) each in the Puthukkudiyiruppu and Maritimepattu Divisional Secretariat Divisions (DSDs) in Mullaitivu District, and three GNDs in Pachchilapallai DSD in Kilinochchi District. The government has also requested for consideration in the JPA of 25,000 refugees who may voluntarily repatriate from India and elsewhere.

Thus, the Joint Plan of Assistance for the Northern Province in 2012 (JPA) will target the most vulnerable people, made up of different categories of IDPs, the recently resettled, and voluntarily repatriating refugees. The numbers, however, require major verification through joint assessments and surveys to establish the current situations of the different categories of targeted individuals and households and progress towards a durable solution.

▶ **Partnerships:**

Continuing the strong partnerships made between the Government, UN, I/NGOs and IOs during the 2011 JPA planning and implementation process and building upon good practices and lessons learned, discussions have taken place between the Presidential Task Force for Resettlement, Development and Security in the Northern Province (PTF), and respective stakeholders to determine the most urgent areas per sector for humanitarian intervention in 2012. On the basis of this data, sector partners have formulated strategies and practical, concise project portfolios, towards building a consensus within the Humanitarian Country Team on the humanitarian programme for 2012. 'Software assistance', in terms of capacity-building to strengthen Government provision of basic services in the resettlement areas, will be a major component of next year's strategy. The introduction of a new request for response to IDPs resultant from nearly three decades of displacement, and who constitute more than half of the defined vulnerable population in the 2012 JPA, requires further consultation with the Government, noting that it is a complex issue.

▶ **2012 JPA Objectives:**

The humanitarian strategy for 2012 will consist of the following strategic goals:

- Continue supporting the remaining IDPs in Menik Farm, to meet their humanitarian assistance and protection needs, until they can return willingly and safely to their home areas, or find a durable solution elsewhere;
- Implement an assessment, survey and mapping of all categories of IDPs to determine their types and levels of need;
- Assist populations residing for nearly three decades of protracted internal displacements, to meet their basic needs and resettle or locally integrate in voluntary, dignified and sustainable conditions;
- Support to recently returned and resettled communities through attention to their basic needs as well as restoration of infrastructure and livelihoods;
- Support to the civilian administrations of the Northern Province to further have capacity for providing administrative services to returnees, related to access to land, missing documentation, family reunification, protection of women and children, SGBV, services for elderly and disabled individuals, among others. This particular support will be led by respective Government authorities at every level in the districts.

- ▶ **Compendium of Projects** – Like in 2011, a Compendium of Projects will be put together targeting the prioritized sectors, based on 3W (Who, What, Where database) trends.

▶ **Targeted Beneficiaries**

The JPA seeks donor commitment for prioritized needs of the remaining IDPs, as well as among the resettled population. The different categories of internal displacement require attention, both as a humanitarian response priority and a core element in furthering reconciliation.

The international humanitarian community is committed to working in partnership with Sri Lanka Government to assist IDPs achieve durable solutions, bringing to an end a long chapter of displacement in Sri Lanka. Ending displacement is, and remains the ultimate goal for all parties to commit to work towards durable and sustainable solutions. Additional to the State's national responsibility to all displaced persons as citizens, continuing displacement impacts reconciliation efforts, economic development as well as security. Accordingly, the State also has a compelling interest to ensure that displacement is resolved in a durable manner.

The return home in the last two years of over 456,000 people (138,000 families) is a major accomplishment for Sri Lanka. We must all safeguard that nothing in the next months should be allowed to diminish this and jointly work towards finding a durable solution for those still displaced.

Achieving a durable solution for the remaining displaced will be more difficult, but is both possible and necessary.

Local integration in the areas where IDPs were displaced should be a recognized choice as well as settlement to other areas anywhere within the country. Some persons who will not be able to return to their areas of origin for various reasons will require assistance with other durable solutions. IDPs should be given the choice to redirect their future when the voluntary return to their villages of origin is not possible. The implementation of the combination of these three durable solutions, voluntary return, local integration and settlement to other areas, is the overarching objective of the 2012 JPA in bringing to a closure issues of internal displacement.

The Government and the United Nations acknowledge that there is a caseload of persons/families displaced before 2008 and that an undetermined number of those persons may still be in need of durable solutions. Moreover, the Government and the United Nations and its partners acknowledge that there are a number of persons/families, who were displaced and are living with friends and relatives, or who left camps and are still living with friends and relatives. The assessments on the status and extent of humanitarian needs of all categories of IDPs will be undertaken within the first quarter of 2012 to enable effective response and resource mobilization to be done within the second quarter of 2012 onwards. Joint programmes in 2012 will therefore be developed to address and identify solutions for those determined to be in need in order to resolve displacement in a durable manner.

► **Mid-Year Review findings of 2011 JPA**

The Mid-Year Review meeting led by Government on 15 July 2011 to take stock of progress, outstanding needs and gaps, and strategies going forward during the remainder of 2011 with more than 50 key stakeholders, reflected on the strategies aimed at calibrating ongoing and planned interventions against ground realities. Finally, the PTF Secretary encapsulated the dialogue by examining priority areas for future action across the Northern Province. The following recommendations emerged through the Mid-Year Review consultative process:

- (1) **The JPA remains the definitive planning framework for humanitarian/early recovery operations.**
- (2) **The District Secretariat continues to lead operational planning**, in accordance with the set of local priorities defined in the District Work plan, coordinating among relevant Government authorities and agencies, and doing progress monitoring, in the targeted districts. It is critical to continue working with the civilian district administration throughout all levels of function and augment capacities to ensure effective targeting, planning and coordination of humanitarian/early recovery assistance to vulnerable displaced and resettled people.
- (3) As a normative practice, **individuals and communities should be empowered as active stakeholders** of projects, defining their needs and assistance strategies. Meaningful beneficiary involvement is the key factor in ensuring lasting change beyond the lifetime of specific projects. While past humanitarian interventions were based on individual needs, going forward, significant focus will be on community institutions and local structures.
- (4) **Stronger coordination:** The Government has effected a number of recent policy changes to enhance operational flexibility: the removal of mandatory clearance requirements for foreign passport holders travelling to the Northern Province<sup>1</sup>, including expatriate personnel within the sector and members of the diplomatic community. In addition, the Government has sanctioned UN funding of NGO implementing partners on the ground. Agencies are advised to support Government coordination through accurate, comprehensive reporting on their activities via the

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<sup>1</sup> Prior clearance is required for travel to military installations and meetings with military officials.

standardized PTF 3W mechanism. The online 3W database was launched at the Mid-Year Review meeting, accessible to government authorities, implementing agencies and donors. Based on recommendations, the system will be further developed to indicate disaggregated funding information. Information sharing and collaboration at all levels are required to mobilize resources against needs and prevent duplication of effort.

- (5) An emphasis on 'soft' assistance is part of the reorientation of support to resettled communities and will focus on documentation, capacity-building, services for unaccompanied and separated minors, the elderly, disabled persons, widows, families led by single breadwinner women, and response to sexual and gender based violence (SGBV).

▶ **Monitoring Framework:**

Under Government leadership, partners will undertake regular reporting on activities and their impact, to measure progress towards overall goals and objectives to ensure that beneficiaries receive support as quickly and efficiently as possible and to ensure maximum effectiveness of resources. Cross-sectoral monitoring and reporting of the projects in the JPA will take place through the online Who-What-Where (3W) database, managed by the PTF with the technical support provided by OCHA. In addition to existing national monitoring mechanisms, the 3W will also track project implementation on the ground (Annex I).

▶ **United Nations Development Assistance Framework**

In addition, given that the humanitarian agencies are phasing down their direct humanitarian programmes, the UN is focusing on incorporating the residual humanitarian actions into ongoing planning for the United Nations Development Assistance Framework (UNDAF) 2013-2018.

## Annex I

### 3W - Who Does What Where

Who does what where (3W) is a global tool used to coordinate information during emergencies. In Sri Lanka the 3W tool was initially used by OCHA following the Asian Tsunami in 2004 to provide operational support in coordination of humanitarian assistance. Thereafter the 3W tool was maintained by OCHA to collect data from agencies operational in Sri Lanka.

Following the launch of the Joint Plan of Assistance for the Northern Province in 2011 (JPA 2011), an effective monitoring tool was required to track progress of the humanitarian and early recovery efforts supporting the re-establishment of services and livelihood access across the Northern region. Through a consultative process involving the Government of Sri Lanka and the stakeholders, sector indicators were drawn up to measure the progress of activities in line with the JPA targets. The Presidential Task Force for Resettlement, Development and Security (PTF) adopted the 3W as the primary monitoring tool to track the progress.

All agencies working in the Northern Province were advised to support GoSL coordination through accurate, comprehensive and timely reporting on their activities via the standardized PTF 3W mechanism on a bi-monthly basis. OCHA provided technical support to develop the 3W database as per the Sri Lankan context and requirement as well as conducted training to all the staff of government and non-government agencies at central and field levels on reporting into the database. Through this reporting mechanism, good quality maps and reports were generated to map out humanitarian and early recovery activities carried out in the Northern Province. Around 60 agencies, including UN, International and National NGOs report to this database.

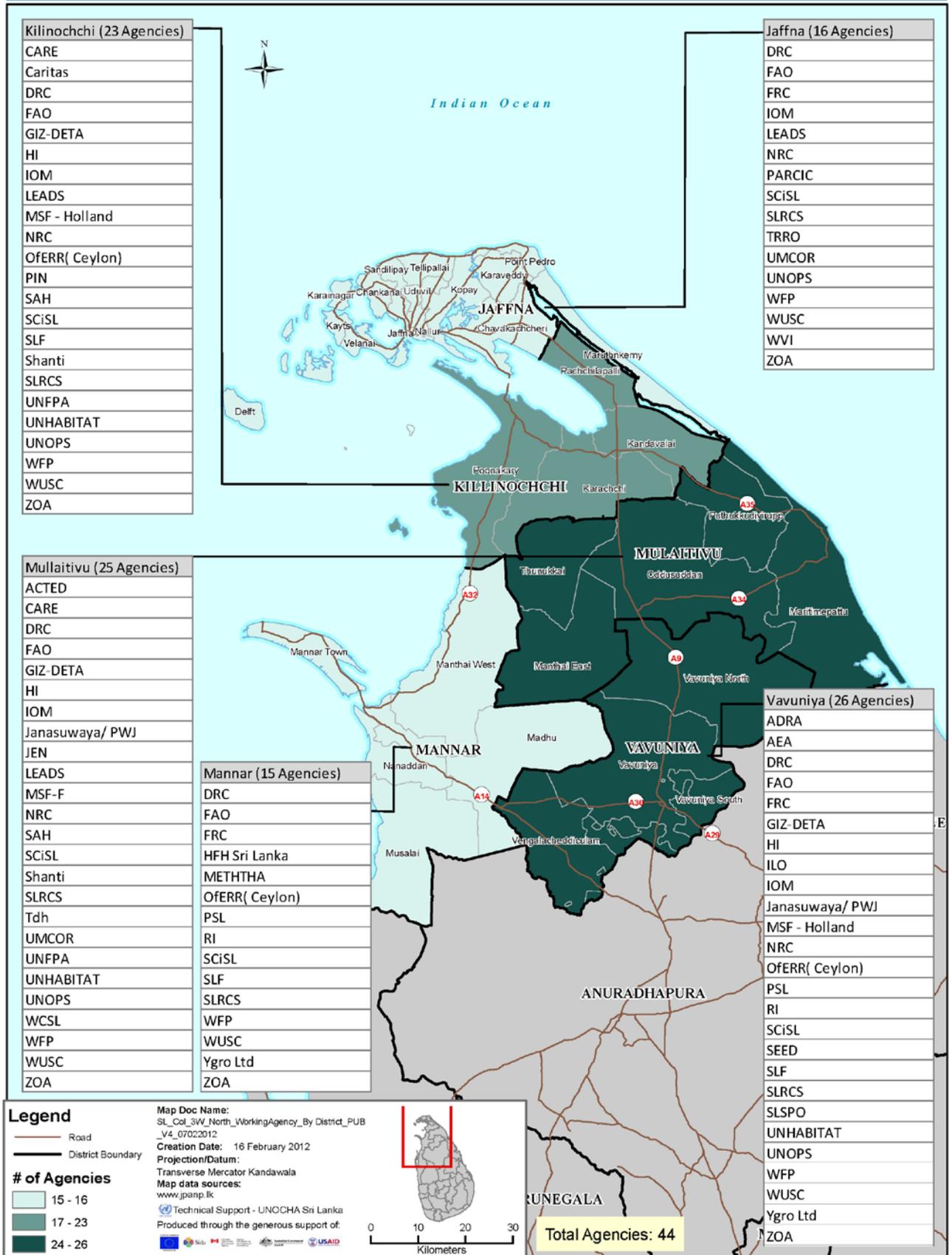
The Mid Year Review of the JPA 2011 was substantially based on the 3W data which enabled the humanitarian community and the Government of Sri Lanka to accurately analyze the progress, outstanding needs and gaps. The meeting was co-chaired by the Secretary to the PTF, Mr. Divaratne and the UN Resident /Humanitarian Coordinator, Mr. Subinay Nandy. The meeting included more than 50 key stakeholders from relevant government officials from line ministries and departments and the district secretaries of Jaffna, Killinochchi, Mullaitivu, Mannar and Vavuniya districts, accompanied by other administrative officials. Senior representatives of the UN agencies and invited national and international NGOs and IO including donors participated in this meeting.

Another significant landmark was the launch of the online 3W database at the Mid Year Review meeting. This online database would significantly improve the usability of access to information. It would also provide a wide range of reporting formats and assist in streamlining information. Through this database, duplication of information can also be minimized. This online database would be made accessible to government authorities implementing agencies and donors. Currently online training to all agencies at both the Central and Field level has been completed. Every agency has been provided with unique passwords and usernames. At present there are around 68 agencies registered with the online 3W System. Based on recommendations, the system will be further enhanced to indicate disaggregated funding information and to standardize the current reporting mechanism by NGO.

The agencies and the donor community have requested the PTF Secretary to lobby with other government entities such as the Ministry of Economic Development, Ministry of Finance and Planning and the NGO Secretariat to utilize the 3W tool and thereby standardize all mandatory reporting to Government on the programmes implemented in the rest of the country.

# Who, What, Where in the Northern Province

## UN Agencies / INGOs/ NGOs in the Northern Province during December 2011



# Who, What, Where in the Northern Province

## All Sectors during 2011

