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Swiss Agency for Development  
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# Swiss Cooperation Strategy Sri Lanka 2013–2015





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# Brief description

The Swiss Agency for Development and Cooperation (SDC) and the Directorate of Political Affairs (DP) have jointly elaborated the Swiss Cooperation Strategy 2013–2015 for Sri Lanka in hand with development partners of the country and with different Swiss Governmental actors involved.

The present strategy stands for the promotion of inclusive peace building, rehabilitation and sustainable development and for the Swiss commitment to support the post-war rehabilitation process in the North of Sri Lanka. The Cooperation Strategy strengthens civilian protection arrangements and promotes political dialogue to address the underlying causes of the decade-long conflict. It specifically addresses the multi-fold needs of vulnerable and low-income returning and returned families as well as vulnerable labour migrants and their families left behind. It is based on the conviction that after the end of the armed conflict in May 2009 it is the moment to take hold of the opportunity to comprehensively address the underlying causes of the conflict and to support the nation-wide desire toward inclusive peace and sustainable prosperity.

The Swiss Cooperation Strategy has been prepared in line with the national development priorities set in the SDC Medium-Term Expenditure Framework 2013–2016 as well as with the Human Security Division's legal framework for measures relating to civilian peace-building and the promotion of human rights (2012–2016). The strategy sets the frame and the mid-term orientations for the Swiss Cooperation in Sri Lanka from 2013 to 2015. The strategy is further based on the experiences made and lessons learnt by the Swiss actors in the past.

The present Strategy contains three main programme components. The first is focused on the post-conflict affected area in the North, including reconstruction and a social and economic rehabilitation programme as well as the support to decentralized governance and human rights; the second concerns safer migration for development and the third component supports the strengthening of political dialogue and rule of law.

The Cooperation Strategy 2013–2015 for Sri Lanka was approved in April 2012.

Swiss Agency for Development and Cooperation



Martin Dahinden  
Director General

Directorate of Political Affairs



Yves Rossier  
State Secretary

# Executive Summary

The decades-long internal armed conflict in Sri Lanka brought indescribable suffering to the affected population and massive damage to public and private property. It resulted in forced displacements and repeated escape movements of several hundred thousand civilians fleeing combat and an estimated one million Sri Lankan refugees or asylum-seekers worldwide.

With the end of the hostilities in May 2009 and the defeat of the Liberation Tigers of Tamil Eelam (LTTE) in the country, the perspectives for the country-wide establishment of an inclusive and durable peace architecture, the pursuit of economic pro-poor prosperity and the regeneration of the country's social fabric have improved. The resolute and effective support of the international community allowed for the covering of pressing humanitarian needs of the conflict-displaced civilian population in the aftermath of the final stages of the armed conflict. These relief operations have now been phased out.

Yet, deeper-reaching challenges require a manifest national commitment and resources as well as international attention and support: The many thousands of missing civilians still unaccounted for since the 1980s restrict the scope for reconciliation and for confidence in the accountability of the political system; the sluggish advancement of inclusive social, economic and political development processes continue to nourish frustration and a sense of lack of prospects, particularly among the youth of the country, who expect measurable peace dividends, empowerment through decentralization and improved life chances.

Against this background and due to the fact that the Sri Lankan diaspora in Switzerland forms, with fifty thousand persons, the largest non-European community, Switzerland confirms its commitment to provide meaningful assistance and to offer partnership. The Cooperation Strategy 2013–2015 (CS) builds on the achievements and lessons learnt of the ongoing programme. In doing so, the overall goal remains focused on the support and promotion of inclusive peace building, rehabilitation and sustainable development, i.e. the promotion of all individuals' security in terms of livelihoods, dignity and protection from violence and threats. But while the programme builds on successful interventions already initiated in 2002, a strong linkage of humanitarian-led rehabilitation to social, economic and civic development-centered activities and cooperation is now envisaged. The programme encompasses three distinct, but interrelated areas of intervention:

**Domain I: Reconstruction, Social, Economic and Civic Rehabilitation in the North:** Contributions towards a durable rehabilitation of the war-damaged areas in the North of the country. On the one hand through the SDC Humanitarian Aid directly implemented holistic owner-driven housing and integral reconstruction programme; on the other hand through initiatives enhancing the rehabilitation of economic means for particularly vulnerable groups, the support of local entrepreneurship and the strengthening of locally elected government structures. Within the scope of this strategic domain, the whole of government approach is implemented with SDC's Global Programme Migration and Development (GPMD) (mainstreaming of the topic labour migration and training of authorities) and the Human Security Division (HSD) (capacity building of local government structures and civil society organizations in support of the policy dialogue on national level). The importance of Disaster Risk Reduction (DRR) initiatives in response to the region's multiple exposure to natural hazards, namely Tsunamis and floods, is further stressed.

**Domain II: Safer Migration for Development:**

SDC is engaged in Sri Lanka to continue its work agenda in the context of migration between Asia and the Middle East and to promote protection and well-being of labour migrants and their families; firstly through the active support for the implementation of the National Labour Migration Policy; secondly through the provision of services to migrant returnees and migrants' families left behind, with the purpose of reducing the social and economic costs and of enhancing the benefits of migration. Moreover, experience is to be integrated in the process of regional, interregional and global policy dialogues on migration (Colombo and Abu Dhabi Process).

**Domain III: Support to Political Dialogue and**

**Rule of Law:** The Directorate of Political Affairs (HSD in cooperation with APD) engages in the promotion and support of dialogue with and among all parties involved in the search for a political solution to past and new emerging conflicts, with inclusiveness and decentralization, protection of human rights and the enhancement of the rule of law and accountability in view of a durable reconciliation process.

Whenever relevant and feasible, the planned activities and action lines in the domain II and domain III on the national level are to be designed in support of domain I for mutual backing, considering also the needs of the migrants returning from Switzerland.

The planned budget for the Cooperation Strategy amounts to approximately CHF 7.25 Mio per year.

# 1 Context

**The overall political context** has remained relatively stable since the defeat and elimination of the Liberation Tigers of Tamil Eelam (LTTE), in May 2009. President Mahinda Rajapakse secured a second presidential mandate in 2010 and with his party alliance, the UPFA, he was able to build a comfortable 2/3 majority in Parliament. No major political shifts are expected to take place during Cooperation Strategy period 2013–2015, although social unrest in relation to socio-economic issues might become more prevalent. The overall security situation has improved since the end of the hostilities, while emergency security legislation widely remains in place and the military maintains a strong presence, particularly in the North and East of the country. There has been a reduction in the number of grave human rights violations (killings, abductions) since 2010, but the situation with regard to civil and political rights, democratic governance, impunity and the rule of law give rise to serious concerns.

Talks between the government and representatives of the Tamil community on immediate needs of the population of the north and on the issue of a political settlement of the “ethnic conflict” are yet to yield concrete results. The government’s focus in terms of “peace” appears to be on capital intensive infrastructure-led economic development and the employment of the military to maintain security; durable political and economic solutions for the benefit of the whole population of the country are neglected. Accountability for human rights and humanitarian law abuses, political reforms and minority grievances will thus require continued attention to secure durable peace and stability in Sri Lanka. International pressure to see progress in these sectors is likely to continue. In addition to India and to Western economic partners and donors, China will remain an important actor in Sri Lanka, primarily through its role as an investor and creditor.



**An emerging Asian economy:** The improvement of the business environment and the investment in infrastructure and rural development is a government policy priority over the next five years. The economic ties with India and China are deepening, connecting Sri Lanka more firmly to two major Asian markets. Large-scale projects such as the Hambantota sea container port will increase the country’s share of the regional logistic handling and related services market. The tourism industry is slowly recovering and gaining strength. Remittances from Sri Lankan migrants are expected to increase, with a positive impact on the foreign exchange balance. Swiss investments have a limited but solid basis and bilateral trade is increasing (approximately CHF 100 Mio in each direction). Around 14,000 people are presently working for Swiss companies in Sri Lanka.

**Socio-economic challenges:** In face of a global economy under stress and the high debt burden (approx. 80% of GDP), the cost of mobilizing foreign financial investment is increasing. Loan conditions

from India and China are expected to be less favorable than the diminishing concessional loans from the World Bank and the Asian Development Bank. The interest burden is therefore expected to increase and render fiscal consolidation more difficult. On the other hand, pressure to increase expenditure on the civil service and the army, both representing an important voter base, hinder significant budget savings. Nevertheless, the fast growing trade deficit needs to be curbed, public spending needs to be cut and, importantly, the fiscal deficit reduced. In view of the inefficient tax system and the low income base of the population, the challenges to significantly and durably reduce the country's budget deficit are daunting. The Government's interference at the microeconomic level with new regulations, the lack of rule of law and wide-spread corruption continue to represent important risk factors for nourishing social unrest, which would have a negative impact on the volume of direct foreign investment.

**Humanitarian challenges:** The North of Sri Lanka particularly has suffered from the consequences of the internal armed conflict, decades-long de facto LTTE rule and, consequently, the separation from political, economic, social and cultural development that the rest of the country underwent. Therefore, its privileged support by national and international efforts towards permanent reconstruction and civic, political and economic rehabilitation is crucial.

In 2009, the number of internally displaced persons (IDPs) was estimated by UNHCR at 520,000 persons<sup>1</sup>. The majority of IDPs have since returned to their places of origin, but approx. 130,000 persons remain displaced<sup>2</sup>, mainly in host families, many of them displaced since years. Thus the return to normalcy represents multi-fold challenges that the returned civilian population is unable to overcome without external support. Satisfying housing (100,000 families) and infrastructure needs remains a cost-intensive endeavour. The specific needs of the vast number of female single-headed households are particularly noteworthy. Physical reconstruction alone is not sufficient, further-reaching economic rehabilitation, the strengthening of local government and communal structures, to reduce the gap with the rest of the country is of equal importance and a key to sustainability. The region's particular vulnerability to natural hazards, namely monsoon-related floods and the exposure of its coasts to Tsunamis needs to be taken into account.

Sri Lanka is an important country for **labour migration**. The number of migrants leaving Sri Lanka has been increasing annually and reached about 266,000 workers leaving in 2010 (mainly Middle East). Remittances amounted to USD 4.65 billion as reported by the Central Bank of Sri Lanka. The government strongly recognizes migration as a viable option in terms of national revenue and continues to focus on promoting overseas employment. A comprehensive National Labour Migration Policy has been established that works both towards the enhancement of the benefits of labour migration on the economy and the fulfillment and protection of all human and labour rights of migrant workers. Finding ways of meaningfully addressing both elements, the promotion of labour migration and the protection of migrants and their families (e.g. exploitation by recruitment agencies in the phase of pre-departure, social problems of migrants' families remaining in Sri Lanka, vulnerability of female domestic workers, return and reintegration) present multifold challenges at national level.

<sup>1</sup> UNHCR Sri Lanka overview dated 6th December 2009

<sup>2</sup> UNHCR Sri Lanka Update February 2012



## 2 Background and Rationale for Switzerland's cooperation with Sri Lanka

### Political and economic relations

Sri Lanka became independent in 1948, having previously been a colony of Portugal, the Netherlands and Great Britain. Switzerland immediately recognized the new state and diplomatic relations were established seven years later. The Federal Council appointed the first ambassador to Colombo in 1968. Political relations between Switzerland and Sri Lanka intensified at the beginning of the 1980s.

From an early stage of the internal armed conflict, Switzerland has been a destination for Tamil asylum seekers. The community of Sri Lankan origin in Switzerland totals close to 50,000. This factor distinctly influences political relations and coins Switzerland's efforts, in coordination with like-minded countries, to contribute actively to durable and inclusive peace and rehabilitation processes and to ensure a safe and sustainable return and reintegration of returnees. Swiss trade relations with Sri Lanka are moderate with approx. CHF 100 Mio per annum in each direction, but the substantial direct investment base provides Switzerland with a positive profile with the authorities. If Sri Lanka were to realize its full potential of prosperity based on lasting peace and legal security, Swiss economic actors would undoubtedly become more active.

The **Swiss engagement in development cooperation and humanitarian aid** dates back almost fifteen years. In its effort to support Sri Lanka's post-war rehabilitation following the Ceasefire Agreement (CFA) between the Government of Sri Lanka (GoSL) and the LTTE in 2003, Switzerland established an SDC programme office in Colombo and in Jaffna. In 2001, the engagement for conflict transformation was initiated with the deployment of a Peace-Building Advisor and later of a Human Rights Advisor to the Swiss Embassy in Colombo. After the tsunami in 2004, a housing programme for over 10,000 families has been implemented. The SDC's special programme closed in 2011. In the post-war context, SDC is engaged in the coordination with like-minded donors and supports ongoing humanitarian rehabilitation



efforts for over 2,000 families. Switzerland is the only bilateral donor with offices in the Jaffna and Kilinochchi district, assuring a permanent presence in the North.

### Cooperation with other humanitarian and development actors

In the spirit of the aid effectiveness agenda, the internal coordination setup among international development partners was restructured during 2011 in order to renew the dialogue and interaction with the government and authorities mandated with the coordination of international aid and development cooperation. The Development Partner Forum includes bilateral and multilateral development partners and all missions operating in the country. A development partners committee is mandated by the Forum to manage the dialogue with the government, to steer the development partners' own internal coordination and to champion the implementation of the aid effectiveness agenda. It comprises three

multilateral (Asian Development Bank, World Bank, UN Resident Coordinator) and three bilateral missions selected for a year by the Bilateral Donor Group, the main information exchange and discussion platform for bilateral donors. Switzerland has co-chaired the Bilateral Donor Group together with The European Commission's Humanitarian Office (ECHO) between 2008 and 2010. The development partner forum is co-chaired on a four months' rotation basis by two of its members.

In the former conflict area of the North and the East, a range of governmental, national and international humanitarian and development actors are present on the ground. Multilateral actors prominently include the UN (UNDP, FAO, UNHCR, UNICEF, WFP, UNOPS a.o) and, to some extent, the Red Cross family (ICRC, IFRC). A spectrum of international and national NGOs implements government-approved short and mid-term rehabilitation projects. Apart from the country's key development partners India and China, the World Bank and the Asian Development Bank, donors include the EU, Australia, USA, Japan, Korea, Canada, Norway, Germany and France.

Resulting from the government's strong reservations against the elaboration of an UN led common humanitarian plan of assistance, a yearly joint plan of assistance (JPA) is developed and agreed upon between the government, multilateral and bilateral partners. The volume of net Official Development Assistance (ODA) to Sri Lanka decreased from USD 731 Mio in 2008 to USD 581 Mio in 2010<sup>3</sup>.

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3 OECD country list Sri Lanka: [www.oecd.org](http://www.oecd.org)

# 3 Past Achievements and Experience

## The Swiss programme up to 2012

Switzerland's strategic priority has been to make active contributions to human security and to a sustainable, inclusive peace architecture in Sri Lanka. All interventions and initiatives have been and continue to be closely scrutinized and followed in Switzerland by Parliament and civil society (aid agencies, media, Sri Lankan diaspora). The following results have been achieved:

**Support relief, return and durable rehabilitation in the former conflict areas:** SDC Humanitarian Aid's contribution in financial and human resources to multilateral actors (ICRC, UNHCR and WFP) has been timely and relevant, addressing the most pressing humanitarian needs of those most affected by the war. Satisfactory results have been achieved in stabilizing the humanitarian situation of the displaced and returned population. The funding of the Swiss Foundation for Mine Action's (FSD) technical demining surveys and well-cleaning interventions contributed effectively to safe and timely return of IDPs and hazard-free access to drinking water.

SDC Humanitarian Aid's "village rehabilitation approach" aims at the comprehensive rehabilitation of villages that goes beyond the reconstruction of private and communal property. It encompasses housing in an owner-driven cash scheme, public infrastructure rehabilitation (schools, public wells and sanitation facilities) and integrated livelihood interventions. Switzerland looks back on a practically unique permanent donor presence in the North. Building on post-tsunami lessons learnt and on established networks, SDC managed to capitalize on its presence in the North by rapidly scaling up its implementation capacity and by actively engaging with both government authorities and a wide range of local civil society organizations. The donor partnership with the EC and AUSAID and the implementer partnership with UNHABITAT in the EC-led permanent housing programme in the North allowed the successful pooling of funding and to increase implementation capacity, sector knowledge and coordination.



**Safer migration for development:** The strategic decision to operate both at the policy and the community level is effective. In its first operational year in this sector, SDC managed to introduce itself to the relevant actor networks. The constructive relationship with the Ministry of Foreign Employment Promotion and Welfare (MFEPW) led to an invitation to elaborate a policy recommendation for the improvement of the psychosocial health and wellbeing of labour migrants and their families. Working with migrants and their families at community level provides a better understanding of the situation and offers opportunities for a regular and valuable reality check that feeds back into the discussions at the policy level. Encountered capacity limitations of civil society and limitations of the government to reach the poor migrant communities with information and services have been identified as key focus areas requiring further support in order to improve on the provision of effective services to rights holders.

**Protect and promote human security:** Switzerland played an active role on the multilateral level (UN Council of Human Rights incl. Special session and UPR) and recalled humanitarian and human rights rules through bilateral demarches and public appeals to all actors in the conflict. Despite limited opportunities, Switzerland managed to make meaningful contributions to the protection and promotion of human rights, and to initiatives geared towards durable peace in Sri Lanka, in particular through HSD's peace-building and human rights programme. Through its expertise, its active role in donor coordination, sustained presence in the field and pro-active engagement in particular with civil society organizations, Switzerland was able to become a recognized voice within the international community, the civil society and with other relevant stakeholders, particularly in the field of human rights. Civil society organizations were strengthened, their security enhanced and their work made more effective; victims of rights violations were provided with redress, e.g. through legal aid and other support. Financial contributions to international protection and assistance agencies, such as UNHCR and the ICRC enhanced the protection of vulnerable individuals such as IDPs, war affected persons or security detainees. Switzerland further supported several initiatives to strengthen dialogue processes that addressed, among others, minority grievances, for instance by hosting a meeting of all minority political parties in Switzerland.

## Lessons learnt

### **Durable rehabilitation in former conflict areas:**

The holistic village rehabilitation achieves more than restore permanent shelter. It significantly supports the restoration of the economic and social structure in the communities. Comprehensive region and village assessments are to further ensure adapted response and optimum intervention with local government structures and the community. However, the complexity of the faced social, economic and civic development challenges goes beyond the scope of humanitarian interventions and requires the response of additional competent and sector-experienced partners.

**Labour Migration:** The GPMD is developing a comprehensive labour migration portfolio in Sri Lanka. It supports access to rights and information for migrants and their families and the implementation of the Sri Lankan Labour Migration Policy with improved governance mechanisms for the benefit of labour migrants. The importance of mutually re-enforcing initiatives at policy and grass root level interventions has been confirmed. A more targeted support to relevant local administrative structures would further enhance and accelerate the provision of services while promoting local ownership at the same time. A more accentuated focus on integrated community approaches rather than stand-alone migration activities would render interventions more effective. Initiatives should continue to stress rights based approach, underlining the importance of a programmatic focus on the protection of vulnerable migrants and their families.

**Human security:** Although Switzerland's leverage is limited, it can play an important role through awareness-raising, the provision of know-how and technical expertise and coordination within the international community. Results in the spheres of human rights and state-building require a sustained engagement with different time horizons that combine the longer-term build up of new entries for dialogue with the ability to seize promising opportunities. In this respect, a more pro-active engagement with government and other key stakeholders to make progress towards a durable political settlement and reconciliation is required. Continued coherence between project and diplomatic interventions (bi- and multi-lateral) is essential.

# 4 Implications for the Cooperation Strategy 2013–2015

The protection and promotion of inclusive peace building and the sustainable rehabilitation of private property and community structures remains Switzerland's strategic priority in Sri Lanka. After years of armed conflict and the subsequent post-war phase marked by pressing humanitarian needs of the war-affected population, a gradual shift to inclusive and people-centered development cooperation is now sought and initiated. At the same time, the protection of human rights, the support of processes that will lead to a durable political settlement, in particular in terms of majority-minority relations as well as the promotion of a process of reconciliation that acknowledges the right to know, the right to justice, the right to compensation and the right to non-recurrence continue to play a central role in the future. In addition to the continuing support of the physical rehabilitation of housing and community structures in the North, the promotion of more holistic life perspectives in the social, economic and civil sphere is targeted. Therein, strategic emphasis is placed on the promotion of economic means building, on local ownership and the collaboration with democratically elected local government bodies.

## Principles governing cooperation

As far as possible, all interventions under the Cooperation Strategy are planned and implemented in close coordination with the government and the locally elected authorities. Moreover, Switzerland consults with relevant stakeholders and beneficiaries of its interventions, including political and civil representatives.

Implementation of all interventions is grounded on a needs-based approach and within a "whole of government" scheme with the transversal themes gender equity and governance. Special attention will be given to conflict sensitive programme management and ecological sensitivity.



**Gender Equity** – Women and men play different social and political roles in Sri Lanka, they have different access to political and economic power, economic resources and land rights and suffer different consequences in armed conflict. Labour migration has different effects on men and women, be it for the migrant person or for the family members left behind. The applied gender sensitive programme design ensures that the prior-ranking needs of women in the post-war context of the North and the labour migration realities faced mainly in the Middle East are being addressed and monitored at the different levels of programme and project management. Equal opportunities for men and women are therewith guaranteed in all areas and based on concrete goals.

**Conflict Sensitivity** – A conflict sensitive approach is mainstreamed in all Swiss implemented and funded interventions in Sri Lanka. Conflict Sensitive Project Management (CSPM) forms an integral part of the entire project cycle management under the cooperation strategy and the "do no harm" analysis is an important component of the project planning process.

Working directly with war-affected returned communities and local authorities in the still highly militarized and destitute former conflict-zone of the North requires particular sensitivity and focus in this regard.

**Governance** – Closely linked to planned efforts towards political reform, decentralization, the promotion of civil society participation in political processes and the reliance on community-ownership in the post-war rehabilitation measures, good democratic governance is at the core of what Switzerland's programme wants to achieve by various means in all components of the cooperation strategy. A resolute programmatic policy to work with and/or through civil society representations democratically elected local government bodies and communities is constantly pushed for and ascertained.

**Ecological sensitivity** – Ecological considerations and natural resource are taken into consideration throughout the planning and implementation process, namely and very directly where construction projects are concerned. Of particular ecological interest in the former conflict areas of the North, where SDC directly implements its village rehabilitation programme, are the ecological sustainability of construction operations, rainwater harvesting installations, useful tree planting and waste management schemes that address the specific needs connected to the physical village structure rehabilitation of the resource-deprived returned communities.

### **New official Swiss partnerships**

The lack of deeper-reaching economic, social and civic development activities in the former conflict areas of the North has become strongly perceptible and demands the inclusion of new official Swiss partnerships namely in the field of small and medium size enterprise development and local government support. To this end, an intervention plan namely for the State Secretariat for Economic Affairs (SECO) and the Federal Office for Migration (FOM) is encouraged so as to effectively promote durable rehabilitation in the North; such partnership may contribute towards the reintegration for returnees in their country of origin.



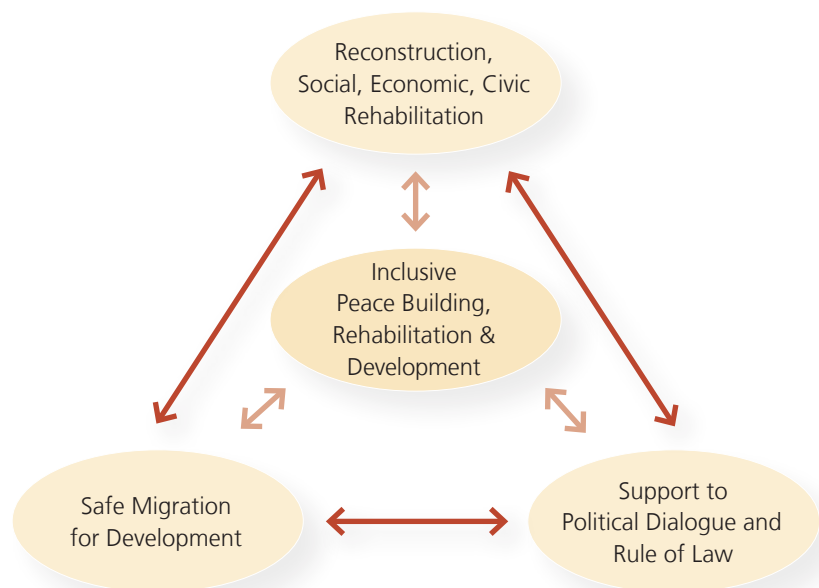
# 5 Priorities of the Swiss Cooperation Strategy in Sri Lanka

The Cooperation Strategy focuses on priority needs of the population, the comparative strengths of the engaged actors, the strategic frameworks of the government and the international community. The strategic priorities are defined with a view to achieving a balance between shorter-term humanitarian activities and development objectives on medium to long-range improvements for the population.

The vision of the Swiss engagement in Sri Lanka aims for the promotion of inclusive peace building, rehabilitation and sustainable development. It is based on the conviction that after the territorial unification of the country in 2009, it is now time to seize the opportunities to comprehensively address the underlying causes of conflict and to support the pursuit of a nation-wide aspiration toward inclusive peace and sustainable prosperity.

The Cooperation Strategy strengthens civilian protection arrangements and specifically addresses the multi-fold needs of vulnerable and low-income returning and returned IDPs as well as vulnerable labour migrants and their families left behind.

The **objectives** and respective action lines of the domains are interrelated strategically and operationally to generate synergies and mutual backing. The objectives are to be achieved through action lines in the following three areas of intervention<sup>4</sup>:



**Domain I: Reconstruction, Social, Economic and Civic Rehabilitation in the North:** SDC and their partners contribute to concerted reconstruction, rehabilitation and development efforts aiming at reducing vulnerability and at improving the living conditions of returned war-affected civilians. Interventions are to contribute to a durable rehabilitation and to enhance the re-gaining of social and economic life perspectives in line with international standards and the SDC Humanitarian Aid (HA)'s mandate and concept paper on reconstruction and rehabilitation. A holistic village rehabilitation approach is maintained and further developed. Action lines encompass the repair and reconstruction of houses and community infrastructure, the strengthening of disaster risk reduction and prevention networks, the enhancement of income opportunities and economic means and the strengthening of the social fabric in the communities. Access to legal services and legal documentation and the strengthening of local government structures is enhanced. A more systemized village assessment process is to help identify tracks for the social and economic development of entire communities. In addition to the HA, the whole of

<sup>4</sup> The Cooperation Strategy 2013–2015 is in line with the message on international cooperation 2013–2016 objectives (1 – preventing and overcoming crises, conflicts and catastrophes, 2 – creating access for all to resources and services, and 5 – helping to shape pro-development, environmentally friendly and socially responsible globalization) and with the Cooperation Strategy's domain 1 Switzerland is strengthening its commitment to work in a fragile context (North of Sri Lanka). The Cooperation Strategy also complies with the message on civilian peace promotion 2012–2016 by defining activities related to human security in Sri Lanka as a punctual engagement. The Cooperation Strategy is based on the concept paper on reconstruction and rehabilitation of the Swiss Humanitarian Aid.

government approach includes GPMD (mainstreaming of the migration topic; training of authorities) and HSD (capacity building of local government structures and civil society organizations; promoting the inclusion of stakeholders of the North in the policy dialogue at national level). Additional cooperation with new Swiss actors, namely FOM and SECO, are sought.

**Domain II: Safer Migration for Development:** The strategic focus on labour migration is to improve the protection and well-being of labour migrants and their families. Action lines are twofold; firstly the active support for the enforcement of the National Labour Migration Policy; secondly the empowerment of civil society organizations and provision of relevant services to migrants, returnees and migrants' families with the purpose of reducing the social, economic and psychological costs and enhancing the benefits of migration.

The interventions strive to strengthen governmental structures and civil organizations for their participation in bilateral, regional and interregional policy dialogues with the countries of the Gulf Cooperation Council and other destination countries in the Middle East.

Action lines encompass the enhancement and support of migrants during pre-decision and pre-departure stages, the improvement of complaints and grievance mechanism to address and redress migrant worker issues, the support of the implementation of labour migration policy by strengthening governmental institutions and civil society organizations, the strengthening of linkages between civil society in Sri Lanka and the Cooperation Council for Arab states of the Gulf (GCC) and other destination countries, the enhancement and facilitation of returning migrants reintegration, the provision of access to family support services and the support of an efficient remittance management.

**Domain III: Support to Political Dialogue and Rule of Law:** Interventions and action lines towards supporting a political dialogue will focus on the exchange with, and technical support to, relevant stakeholders with a view to facilitating and strengthening processes towards reconciliation, political reform and inclusive peace. It includes the observation of, and response to, emerging tensions as well as the support to initiatives on missing persons (right to know) and other activities aiming at reconciliation processes in line with the Joinet Principles. As regards the promotion and protection of human rights, the focus will lie on a better respect for the rule of law, including sustained engagement and exchange with relevant government and non-governmental actors, support to legal aid and public interest litigation, lobbying for the ratification of key international treaties and instruments (including inter alia Protocols 1–2 to the Geneva Conventions of 1949, UN Convention on disappearances, Convention of Ottawa) and for a stronger engagement by the government with UN Special Procedures such as Special Rapporteurs. It will also include advocacy and coordination with relevant national and international actors, capacity building and support to relevant civil society organizations.

**Emergency aid measures:** In the event of social crisis or natural disaster, there are provisions for emergency aid in order to save lives and meet the basic needs of victims. Experts of the Swiss Humanitarian Aid Unit (SHA) can be deployed to implement these measures as and when required. Suitable partners are then selected on a case-by-case basis, with the priority on multilateral organizations due to their high logistical capacities.

## Geographical Focus

Interventions toward social, economic and civic rehabilitation focus on the Northern districts of the country, operating mainly from the SDC field office in Jaffna. Interventions and initiatives in the field of political dialogue, rule of law, human rights, reconciliation, safer labour migration for development and DRR are, while being part of the comprehensive programme of reconstruction and rehabilitation in the North, to be implemented at a national level aiming for a country wide outreach.



# 6 Programme Implementation and Management

## Implementation modalities

Switzerland continues to engage in direct interventions towards social, economic and civic rehabilitation in the north of the country while also working with bilateral project assistance and bilateral programme support via multilateral partners. If necessary, secondments can be provided for this engagement. Migration-centred interventions focus on accountability and policy influencing with bilateral partnerships. Where the protection and promotion of rule of law and human rights is concerned, co-operation with state structures and institutions is considered essential (HRBA). However, the nature and level of collaboration is adapted according to the scope of intervention. Depending on the prevailing context, collaboration and partnerships might be limited to non-state actors (see annex F). Furthermore, the necessity of a bilateral and multilateral diplomatic/political support in implementing the medium-term programme needs to be underlined. It forms an essential part of a concerted whole of Swiss government approach.

**Donor and actor coordination:** In all its areas of work, Switzerland is seeking alliances and partnerships with like-minded partners in order to deepen and strengthen co-ordination processes.

**Connectivity – Field presence:** This includes a continuous implementation role for SDC in the field of reconstruction and rehabilitation on behalf of such partners (EC, AusAid, Swiss actors, etc.).

**Ownership:** For SDC funding in particular, Switzerland adheres to the Busan Declaration on aid effectiveness and the Accra Agenda for Action which strengthens beneficiaries' ownership on all levels of intervention. With regard to reconciliation, Switzerland favors political solutions stemming from inclusive, locally owned processes to which key stakeholders are committed.



## Financial and human resources

The annual financial budget for the Cooperation Strategy 201–2015 amounts to approximately CHF 7 million, depending on the conditions governing the humanitarian and development context. The SDC house rehabilitation programme in the North combines funding from its own SDC budgets and third-party funds provided by the European Commission's (EC) programme.

	2013		2014		2015	
	Own Funds	Third Party Funds	Own Funds	Third Party Funds	Own Funds	Third Party Funds
<b>Domain I</b>	5.50	2.00	5.05	2.00	4.25	1.00
<b>Domain II</b>	1.00	-	1.00	-	1.00	-
<b>Domain III</b>	0.75	-	0.75	-	0.75	-
<b>Total</b>	<b>7.25</b>	<b>2.00</b>	<b>7.25</b>	<b>2.00</b>	<b>6.00</b>	<b>1.00</b>

**Human resources:** SDC implements its social, economic and civic rehabilitation programme in the North through its field office in Jaffna, where currently thirty-five national and two Swiss staff are under project-based contracts. In its Colombo-based cooperation office, SDC employs ten national and two Swiss staff members. HSD's Human Security Advisor is integrated into the Embassy of Switzerland in Colombo. The regional labour migration advisor is based in Nepal and visits the GPMD's programme in Sri Lanka 4–5 times a year.

In addition to the permanent programme staff set up, SDC and HSD may employ further national and expatriate experts in case of an expansion of their projects. In case of necessity and upon request, experts from the Swiss Humanitarian Aid Unit (SHA) can be deployed to multilateral humanitarian partners in support of their respective operations.

SDC as an employer puts emphasis on the strengthening of local capacity through continuous learning and the development of technical and social competences. Special attention is given to an overall ethnically and gender balanced team composition.

## **Beyond 2015 (Entrance and Exit scenarios)**

With people of Sri Lankan origin representing the largest non-European community in Switzerland, Sri Lanka will remain of particular importance to Switzerland's foreign policy.

By the end of 2015, SDC Humanitarian Aid can be expected to have completed its engagement and programmes in the North of Sri Lanka and to withdraw its presence from the country. Preparatory discussions with authorities and local partners and handover of activities are planned to commence at the beginning of 2014.

A mid-term review of the Swiss Sri Lanka Programme will be conducted in mid-2014. Following this evaluation, HSD, in cooperation with APD and SDC, will assess the appropriateness of HSD's contributions and decide whether to adapt its programme and define an exit strategy. Any decision to downscale the engagement will include appropriate measures to ensure the sustainability of past achievements.

FOM is regularly assessing the situation, as there is potential in setting up new action lines to support returning families from Switzerland to their places of origin.

The foreseeable phasing out of the humanitarian assistance highlights the requirement of a timely political decision on whether Switzerland should continue to contribute to the rehabilitation of the war affected areas beyond 2015. In the short-term and within the time span of this CS, the strategic focus on linking humanitarian post-war reconstruction to durable social, economic and civic rehabilitation efforts in the North requires clarification on entrance options for new actors of the Swiss government.

# 7 Programme Steering

## Steering and Monitoring

The monitoring of the Cooperation Strategy is in accord with the SDC's institutionally defined framework and instruments and coordinated by the SDC Cooperation Programme Office in Colombo on the basis of the results framework. Moreover, it is ensured that the results of the annual review of the programme will feed into HSD's annual planning cycle. This is done at the following levels:

**Inter and intra departmental coordination** is ensured through the existing mechanisms (e.g. inter departmental working group Sri Lanka, joint annual reporting, etc.) with a view to exchanging information and analysis, to identify synergies and to define common positions and language (whole of government approach).

Context analysis with the help of a participatory context monitoring instrument (MERV) conducted every six months including programme partners in the process – in addition to the regular reporting and analysis made by the Embassy and relevant services in Berne. The frequency may be adapted according to the prevailing stability of context.

**Programme monitoring and steering:** Achievements of outcomes are measured and documented on an annual basis during the annual reporting process. Where required, programme adaptations are evaluated and decided accordingly. Monthly situation reports are elaborated by SDC field and/or project offices and experts deployed to UN agencies. Programme reports are established on a quarterly basis. Transversal themes are specifically addressed.

**Donor exchange and coordination** is taking place in various relevant fora in which Switzerland actively participates, namely the development partner forum and the bilateral donor group meetings.

**Management performance** is reviewed through an annual external audit process. Further to this, both the SDC internal annual Office Management Report and the Compliance Report safeguard administrative and financial accountability.

## Reporting and Evaluation

Every year in October, the annual report of all actors involved (HSD, GPMD and HA) will report on the programmes' progress and outcome based on the results framework. At the midway point of the 2013–2015 programme, a review is conducted to identify the results achieved to date and to provide a basis for programme adjustments, if required.

## Risk Management and Security

General risk, security and safety management is treated with priority. Close cooperation with other bilateral donors, multilateral partners, namely the United Nations Department of Safety and Security (UNDSS) and government authorities is constantly sought and maintained. DRR measures form an integral part of the cooperation strategy's programme (Component I).

# Annex A: Map of Sri Lanka – Cooperation Strategy 2013–2015 programme areas



# Annex B: Results framework / Domain of Intervention I: Reconstruction and Social, Economic and Civic Rehabilitation

## Domain of intervention I: Reconstruction and Social, Economic and Civic Rehabilitation

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p><b>Outcome statement 1 (HA):</b> Returnees<sup>1</sup> resettle durably in Northern Sri Lanka in reconstructed permanent shelters, have access to restored community infrastructure, are able to recommence their livelihoods.</p> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li><b>Number of resettled families in SDC supported villages living in permanent shelter.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Number of families in permanent shelter as of October 2012.</li> <li>– <b>Target Value:</b> 5,000 families in permanent shelter by October 2015.</li> </ul> </li> <li><b>Number of children in SDC supported villages receiving education in permanent structures.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Number of pre-school and school aged children schooling in permanent structures in SDC supported villages as of October 2012.</li> <li>– <b>Target Value:</b> All pre-school and school aged children in SDC supported villages receive education in permanent structures.</li> </ul> </li> <li><b>Resettled families in SDC supported villages earn sufficient monthly income through livelihoods to meet basic family expenses.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Percentage of families determined to be in need of livelihood assistance in SDC supported villages.</li> <li>– <b>Target Value:</b> At least 70% of families within SDC supported villages generate sufficient monthly income to meet their basic needs.</li> </ul> </li> <li><b>Number of families in SDC supported villages with access to drinking water within 500m of their homes.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Number of families living within 500m of a well in SDC supported villages as of October 2012.</li> <li>– <b>Target Value:</b> At least 5'000 families live within 500m of a well in SDC supported villages by October 2015.</li> </ul> </li> <li><b>Number of community initiatives undertaken by community based organizations (CBOs) in SDC supported villages.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Number of community initiatives undertaken by CBOs in SDC supported villages as of October 2012.</li> <li>– <b>Target Value:</b> All community needs related to resettlement are identified during participatory village assessments and high priority ones are met through CBO involvement in SDC supported villages by October 2015.</li> </ul> </li> </ol>	<p>In line with Switzerland's Whole of Government Approach, and with the aim of holistic village rehabilitation and reconstruction, SDC integrates in the portfolio of this domain all components needed to help entire villages functioning again as social, economic and civil entities. Provision of housing, infrastructure, livelihood, and strengthening of local governance, civic protection and reconciliation, are main aid components.</p> <p><b>Obstacles / Risks:</b> Changing, restrictive and in-transparent government plans for resettlement in the North hinder short- to long-term planning of SDC's village rehabilitation programme. Access restrictions due to still uncleared settlement areas hamper the rehabilitation efforts. Fragile political, economic and security situation hinder programme progress. Rising market prices for construction material and labour and shortage of skilled labour hamper project progress and results.</p>	<p>Improved living conditions, security and social integration for returnee populations in the North through attention to their basic needs and restoration of infrastructure and livelihoods, as outlined in the Joint Plan for Assistance Northern Province (JPA) 2012; the Lessons Learnt and Reconciliation Commission (LLRC) Report 2011; the "Mahinda Chintanaya-National Development Plan for Sri Lanka 2006–2016," and the "Vaddakin Vasantham Programme" plan for the North.</p> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li><b>Number of permanent houses repaired or reconstructed in the North.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> 100,000 houses remain to be repaired and reconstructed in the North (October 2012).</li> <li>– <b>Target Value:</b> Construction of at least 80,000 houses by 2016.</li> </ul> </li> <li><b>Number of registered pre-schools and schools in need of repaired or reconstructed permanent structures.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> 103 pre-schools and 140 schools in the North were estimated to be in need of repair or reconstruction (October 2012).</li> <li>– <b>Target Value:</b> Repair and rehabilitation of damaged and destroyed infrastructure complete by 2016.</li> </ul> </li> <li><b>Percentage of families living below the National Poverty Line in the North.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> 12.8% families were below the national poverty line in the Northern Province (October 2012).</li> <li>– <b>Target Value:</b> Percentage of families living below the national poverty line in the Northern Province is at least halved by 2016.</li> </ul> </li> <li><b>Percentage of families with access to drinking water in the Northern Province.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> Percentage of families with access to drinking water in the North, as of October 2012.</li> <li>– <b>Target Value:</b> At least 90% of population shall have access to improved water supply facilities with sufficient and safe water supply by 2016.</li> </ul> </li> <li><b>Number of damaged Cooperative Society and Rural Development (RDS) /Women's Rural Development (WRDS) Society Centers in need of reconstruction.</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> 129 Cooperative Society Centres and 230 RDS/WRDS Society Centres remained fully/ partly damaged and in need of reconstruction as of October 2012.</li> <li>– <b>Target Value:</b> Damaged Cooperative Society and RDS/WRDS Centres are restored and functional by 2016.</li> </ul> </li> </ol>

<sup>1</sup> Indicators' baseline and target values will be disaggregated by gender, age, vulnerability level and other socio-economic variables.



**Outcome statement 2 (HSD, GPMD):**

The legislative and administrative capacity of local authorities is enhanced, and civil society organizations are better enabled to address the population's needs for services.

**Indicators:**

1. Number of legal cases treated by CSO<sup>2</sup>
2. Intensity and quality of interaction between CSO in the North and South in the area of missing persons<sup>3</sup>
3. Number and quality of statutes drafted by trained PC (compared to those not trained)<sup>4</sup>
4. Quality of debate on Truth and Reconciliation (North and South)

**Baseline:**

1) To be determined during the first year; 2) Virtually no interaction; 3) To be determined; 4) Debate only in the North

**Target value:**

1) Depending on baseline and overall situation; 2) regular interaction between several CSO; 3) PC draft the basic statutes needed to assume constitutional powers; 4) Public debate starts in the south

An increasing number of labour migrants and family members in the North apply for and obtain services from relevant structures, when needed.

**Baseline [2012]:** Most labour migrants and their families are not aware of the available services and benefits of the relevant structures.

**Target value [2015]:** 60% of households in project area are given safe migration messages by SDC partner organizations.

**(4) Lines of intervention (Swiss Programme)**

- Rehabilitation and reconstruction of houses is being carried out through a homeowner driven cash approach. Financial and technical assistance to beneficiaries for rehabilitation or reconstruction of their houses. Technical assistance provided through de-mining actors to expedite resettlement and restoration of productive land.
- **Rehabilitation or reconstruction of community infrastructure** such as schools, preschools, community centres, water supply (i.e. public wells), health facilities and access roads is carried out through a donor driven approach. Contractors implement the construction works. Planning, supervision, monitoring is done by SDC. The works are done in coordination with the line Ministries, village committees and other humanitarian agencies working in the selected villages.
- **The implementation of the livelihood component** is being done by livelihood organisations with funding or co-funding of SDC. Vocational trainings are carried out jointly with relevant national authorities. Productive land is cleared in partnership with de-mining agencies.
- **Supporting local governance and reconciliation:** Legal advice on land rights is provided in programme areas. Community Based Organizations are created, registered, supported and trained to attend to community needs and advocate for public services. Support to civil society organizations providing protection services. Capacity building for local government authorities and Provincial Councils. Support to debate on missing persons, truth and reconciliation.

**(5) Resources, partnerships (Swiss Programme)**

- Planned budget is CHF 15 Million.
- A maximum of one percent-“cultural percent” of the budget will be disbursed for the support of cultural infrastructure.
- The programme is conducted in line with CSPM, good practices and principals
- Transversal themes are mainstreamed through all interventions.
- Main implementing partners are: UNHABITAT (housing), SAH/SOLIDAR (livelihood)
- Coordination with relevant government authorities such as NAITA Sri Lanka (National Apprentice and Industrial Training Authority) for livelihood/ vocational training activities.
- Co-funding organisations for the housing projects are EC and AusAID; for livelihood projects - SwS.
- Close coordination with FSD for mine action
- Synergies with other donors and humanitarian or development agencies are assured.

2 In order to be able to interpret this indicator, it will be linked to a qualitative assessment of the situation in the north with regard to specific legal issues that will be defined according to the area of intervention of the relevant CSO.

3 Intensity to be measured based on number of CSO interacting and number of meetings / joint activities taking place.

4 Quality to be assessed by experts in constitutional law / universities.

# Annex C: Results framework / Domain of Intervention II: Safer Migration for Development

Domain of intervention II: Safer Migration for Development		
(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country Development Outcomes
<p><b>Outcome 1:</b> The rights of migrants and their families are safeguarded through the implementation of the National Labour Migration Policy.</p> <p><b>Outcome Indicators:</b></p> <p>1. 70% of government community officers<sup>5</sup> in project areas<sup>6</sup> provide information on safe labour migration.</p> <p><b>Baseline [2012]:</b> Government community officers in project areas provide general information about labour migration only on request.</p> <p><b>Target value [2015]:</b> 1200 Government community officers in 8 project districts<sup>7</sup> are trained to disseminate safe migration information.</p> <p>2. Increased number of actions taken against fraudulent recruiters by SLBFE, ALFEA and the police department.</p> <p><b>Baseline [2012]:</b> Code of Ethical Conduct for Recruitment Agents<sup>7</sup> is not available</p> <p><b>Target value [2015]:</b> A Code of Ethical Conduct for Recruitment Agents adopted and implemented by Licensed Foreign Employment Agencies.</p> <p>3. SLBFE offices at district level increasingly handle grievances of migrants and their families</p> <p><b>Baseline [2012]:</b> Grievances of migrants are recorded at the district offices and mostly directed to the SLBFE main office in Colombo.</p> <p><b>Target value [2015]:</b> SLBFE district officers are trained to address the grievances of migrants in their respective districts.</p> <p>4. Sub-policy on reintegration related support measures is operational.</p> <p><b>Baseline [2012]:</b> Sub policy on reintegration is not available in the country</p> <p><b>Target value [2015]:</b> Sub policy based action plan on reintegration is developed and approved by the cabinet.</p>	<p>The substantial and timely contribution of Switzerland supports the effective implementation of the National Labour Migration Policy in Sri Lanka. By supporting the strong political commitments of the Ministry of Foreign Employment Promotion and Welfare (MFEPW) and its undertakings of the national policy, SDC intends to ensure decent work through good governance, protection and empowerment of migrant workers.</p> <p>SDC is confident that the partnership with the International Labour Organization (ILO) will improve the situation of the migrant labour force and the migration process by strengthening policy frameworks and setting in place mechanisms and processes for policy implementation, improved regulation and accountability.</p> <p>Significantly, the development of a labour migration portfolio at the country level and better governance both at the national and decentralized levels will address challenges related to unemployment and will contribute towards improving household income while ensuring economic protection of the poor.</p> <p>Initiatives at national level such as trainings, development of sub policies, guidelines, code of conducts and other relevant instruments and the support for government officials at the decentralized level to better implement the policies will improve the chances of migrants to secure decent work and to increase the benefits from migration</p> <p><b>Obstacles / Risks:</b></p> <p>The MFEPW may adapt priorities to accommodate both public and political interests, which may delay the implementation of the policy based action plan.</p> <p>Budgetary constraints may hamper the national appointment of personnel to work on labour migration issues.</p> <p>High work load of government representatives at the local levels may lead them to treat the issues of migrants as a second priority</p>	<p><b>Outcome1:</b> Fulfilment, protection and improvement of human and labour rights of migrant workers</p> <p><b>Outcome Indicators:</b></p> <p>1. Public receive safe migration information through government led media initiatives and programmes.</p> <p><b>Baseline [2012]:</b> A strategic media policy to enhance public knowledge on safe migration is not available.</p> <p><b>Target value [2015]:</b> A strategic media policy is defined and media interventions are implemented by the SLBFE.</p> <p>2. Sub recruitment agencies are registered and regulated by the SLBFE.</p> <p><b>Baseline [2012]:</b> Sub recruitment agencies are not registered and not regulated through the SLBFE.</p> <p><b>Target value [2015]:</b> A scheme of registering sub agents as agents of licensed recruitment agencies is developed by the SLBFE.</p> <p>3. The conciliation services of the SLBFE are accessible by migrants and families in all districts.</p> <p><b>Baseline [2012]:</b> Conciliation services are mainly provided by 16 officers in the SLBFE main office in Colombo.</p> <p><b>Target value [2015]:</b> Conciliation and counselling officers of SLBFE at national and district level are appointed and trained.</p> <p>4. Returnee migrant workers are socially and economically reintegrated in an effective manner through government supported initiatives.</p> <p><b>Baseline [2012]:</b> Pilot reintegration projects are being implemented by the Government in two districts (Kurunegala and Ampara).</p> <p><b>Target value [2015]:</b> A mechanism for returnee migrants and a scheme of recognition is developed and implemented by the SLBFE</p>

<sup>5</sup> Grama Niladhari officers: Grama Niladhari, Samurthi Development Officer and Family Health Officer

<sup>6</sup> Working GNs of Galle, Batticaloa, Ampara and Nuwara Eliya, Gampaha, Kurunegala, Puttalam and Kandy

<sup>7</sup> Gampaha, Kurunegala, Puttalam, Kandy, Galle, Batticaloa, Ampara and Nuwara Eliya

**Outcome 2: Women and men migrants and their families reduce the social and economic costs of labour migration and sustain the benefits of foreign employment**

**Outcome Indicators:**

1. Increasing number of migrants and their family members in working areas<sup>8</sup> applied for and obtained services from relevant structures<sup>9</sup>

**Baseline [2012]:** Most migrants and their families in the project areas are not aware of the available services and benefits of the relevant structures

**Target value [2015]:** 60% of households in project areas are given safe migration messages by SDC partner organizations

2. Number of complaints/legal cases filed by migrants and their families in the working areas<sup>10</sup> increased by 10%. Number of complaints filed by women increases by more than 10%

**Baseline [2012]:** No free legal aid is available for migrants in the project areas

**Target value [2015]:** Migrants and their families who are in need have received legal assistance from SDC partners in project areas

3. Number of migrants and family members of migrants in distress have understood their issues and have taken steps towards positive change.

**Baseline [2012]:** Migrants and their families do not seek psychosocial support, which is available only scantily in the working areas of SDC partners

**Target value [2015]:** 60% of migrants and family members in the project areas have received psychosocial support or rehabilitative care

4. Number of migrants have improved their household income through productive remittance management/investment (60% of migrants and families had received economic training and counselling)

**Baseline [2012]:** SDC partners have not provided support to migrant families to improve their household income in the project areas

**Target value [2015]:** 60% of migrant families in the project area generate a sufficient monthly income to meet their basic monthly needs.

Engagement at grass root level is recognized as a viable and vibrant contribution of SDC towards ensuring safe migration and enabling migrants to reduce risks and maximize the benefits of labour migration.

SDC partner interventions will provide migrant workers and their families with reliable and comprehensive information. Project interventions gradually will empower labour migrants and their families through adequate awareness on the positive and negative aspects of labour migration.

SDC partners will further create opportunities to improve the effectiveness of existing services, and provide additional services to address legal, psychosocial and economic challenges.

**Obstacles / Risks:**

Support only to migrants and their families may create tension in the communities.

Fraudulent agents and sub agents who lose business may disturb the project.

The Government may want to channel all civil society interventions into a planned government-led programme at community level.

**Outcome 2: Enhanced benefits and minimized negative impacts of labour migration on the economy, society and on migrant workers and their families.**

**Outcome Indicators:**

1. Migrants and their families receive the services of the SLBFE at national and district levels.

**Baseline [2012]:** General pre-departure training is offered by the SLBFE to migrants travelling aboard for the first time

**Target value [2015]:** Job specific pre-departure trainings and language classes are offered to different categories of migrants at district level.

2. Number of complaints filed by migrants and their families at the SLBFE offices increased.

**Baseline [2012]:** Daily average of 150 complaints of migrant workers handled by the SLBFE in Colombo.

**Target value [2015]:** District offices of SLBFE are capacitated to handle complaints at the district level.

3. Action plan to provide psychosocial services to migrants and their families is developed by the MFEPW, based on the recommendations of the study.

**Baseline [2012]:** Recommendations of the psychosocial study is submitted to the MFEPW.

**Target value [2015]:** Psychosocial action plan is implemented in the project areas along with the support of civil society actors.

4. Existence of functional 'Ratawiruwo'<sup>11</sup> foundations at district level to support the reintegration of returnee migrants.

**Baseline [2012]:** 'Ratawiruwo' foundations have been established in 7 districts by the SLBFE.

**Target value [2015]:** Government led 'Ratawiruwo' initiatives are implemented in all districts.

<sup>8</sup> Working Divisions in Galle, Ampara, Batticaloa and Nuweraeliya

<sup>9</sup> Structures include SLBFE district offices, Education department, Health department, Department of Social Development and Department of Economic Development.

<sup>10</sup> Galle, Ampara, Batticaloa and Nuweraeliya

<sup>11</sup> Government led migrant family development programme implemented by the SLBFE



#### **(4) Lines of intervention (Swiss Programme)**

– **Partnership with ILO to support the MFEPW to implement the policy based action plan**

SDC partnership with ILO intends to support the commitments and undertakings of the Sri Lanka National Labour Migration Policy with the purpose of improving the efficiency and effectiveness of regulatory, protection and governance systems. Thus, the project of ILO will focus on the following interventions;

1. Access to information for migrant workers to ensure informed and safe migration
2. Safe migration through ethical recruitment practices and anti trafficking measures
3. Access to justice by strengthening grievance addressing mechanisms available for migrant workers
4. Effective reintegration of returnee migrant workers by addressing selected areas of the reintegration sub policy to fulfill the economic and psychosocial needs of primarily low skilled workers.
5. Interaction in a productive manner between civil society and the Government

ILO will be working closely with the MFEPW and SLBFE and will be providing necessary and adequate technical support. Implementation of the proposed project will be participatory and inclusive of all stakeholders in the process. ILO will maximize its strategic relationships with all stakeholders to ensure a consultative and participatory implementation process that will be owned by all stakeholders.

– **Partnership with partner organizations to provide services to labour migrants and their families**

SDC will develop partnerships with civil society organizations (International, national or local organizations) with the purpose of providing services to migrants and their families. Partners will be implementing the following lines of interventions in the selected districts;

1. Access to information
2. Provision of legal support
3. Provision of psychosocial support
4. Support livelihoods of families left behind and returnees

**SDC will strengthen the capacity of civil society actors and ensure that the lessons learnt in Sri Lanka are shared at the national, regional and global level**

SDC intends to support civil society actors with the aim of making them better understand the issues at hand and to improve their skills to advocate with the Government. Partners, civil society actors and government officials will be encouraged and supported to share what has been learnt in Sri Lanka and to promote good experiences at national, regional and global level. SDC Sri Lanka will also actively share its experience with other SDC offices engaged in migration through the Global Programme for Migration and Development.

#### **(5) Resources, partnerships (Swiss Programme)**

Planned budget is CHF 4 million.

SDC will closely support the Ministry of Foreign Employment Promotion and Welfare MFEPW to operationalize its national policy by extending the strategic partnership with ILO. Further SDC intends to identify and establish collaboration with credible institutions (INGOs, NGOs, CBOs and local authorities) to empower migrants and to provide services to returnees and families left behind.

SDC Colombo will be responsible for the overall implementation of the project. The National Programme Manager Migration will be responsible for managing partner contracts and contracts for technical consultants which will support the capacity building of the national NGO partners. The Advisor of the GPMD will backstop SDC Colombo rather than directly the partners. The GPMD will provide the funds and receive reports from SDC Colombo as well as regular mission reports from the Advisor.

# Annex D: Results framework / Domain of Intervention III: Support to Political Dialogue and Rule of Law

## Domain of intervention III: Support to Political Dialogue and Rule of Law

(1) Swiss portfolio outcomes	(2) Contribution of Swiss Programme	(3) Country development or humanitarian outcomes
<p><b>Outcome statement 1:</b> A regular dialogue among government and opposition parties yields results towards durable political settlements</p> <p><b>Indicator:</b> Number and Quality of meetings taking place between GoSL, minority parties, opposition parties and other key stakeholder. <sup>12</sup></p> <p><b>Baseline:</b> Dialogue stalled, no meaningful bi- or multilateral dialogue <b>Target value:</b> A regular dialogue between GoSL, minority parties and opposition parties and a meaningful multilateral forum is established</p> <p><b>Outcome statement 2:</b> Relevant stakeholders are ready to engage in a process of durable reconciliation in line with international best practices (Joinet Principles)</p> <p><b>Indicator:</b> Quality of engagement by key stakeholder, in particular GoSL, in the area of Truth and Reconciliation<sup>13</sup></p> <p><b>Baseline:</b> To be determined during the first year <b>Target value:</b> Depending on baseline and overall situation</p>	<p>The Swiss programme contributes to the country level outcome by helping to build trust among the parties, keep channels of dialogue open and raise awareness for the benefits of a lasting reconciliation (Joinet Principles) and tackling of specific issues related to past atrocities (e.g. missing persons)</p> <p>The basic assumptions are:</p> <ul style="list-style-type: none"> <li>– The GoSL's openness to engage in dialogue on sustainable peace</li> <li>– The minority parties' willingness to search for lasting political settlements based on dialogue</li> </ul>	<p>Enhanced social cohesion and durable political settlements.</p> <p><b>Indicator:</b> The recommendations of the LLRC Report are implemented, in particular those related to durable reconciliation, missing persons and political solution of the conflict.</p>
<p><b>Outcome statement 3:</b> Sri Lanka ratifies and implements an additional international treaty on HR and/or invites a UN special rapporteur and civil society organizations use international instruments for the promotion of human rights.</p> <p><b>Indicators:</b></p> <ol style="list-style-type: none"> <li><b>1. Number of treaties ratified</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> To be determined during the first year</li> <li>– <b>Target value:</b> Depending on baseline and overall situation</li> </ul> </li> <li><b>2. Number and type of special procedures invited</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> To be determined during the first year</li> <li>– <b>Target value:</b> Depending on baseline and overall situation</li> </ul> </li> <li><b>3. Number and quality of submissions to international protection mechanisms</b> <ul style="list-style-type: none"> <li>– <b>Baseline:</b> To be determined during the first year</li> <li>– <b>Target value:</b> Depending on baseline and overall situation</li> </ul> </li> </ol>	<p>The Swiss programme contributes to the country level outcome by increasing the readiness of the state institutions to effectively address Human Rights issues and the capacity of civil society to engage with state institutions on HR issues.</p> <p>The basic assumptions are:</p> <ul style="list-style-type: none"> <li>– The Government's willingness to adhere to its commitments regarding the promotion of Human Rights</li> <li>– The civil society's continued activity and interest in Human Rights protection</li> <li>– The international community's sustained and concerted search for dialogue with the GoSL on Human Rights issues</li> </ul>	<p>Respect of human rights and a functioning rule of law in line with national and international commitments.</p> <p><b>Indicators</b></p> <ol style="list-style-type: none"> <li><b>1. The recommendations of the NAPHR are implemented.</b></li> <li><b>2. The recommendations of the LLRC and the commitments made at the UPR concerning Human Rights are implemented.</b></li> </ol>
<b>(4) Lines of intervention (Swiss Programme)</b>		
<ul style="list-style-type: none"> <li>– The main lines of interventions with regard to political dialogue and reconciliation comprise advice to, and exchange with key stakeholders of the GoSL and other relevant stakeholder (e.g. political parties, civil society organizations, Diaspora, and religious actors), direct support to inclusive national processes upon request, capacity building of parties, and initiatives on missing persons as well as constant monitoring of potential new conflicts. Intermediate results are a strengthened dialogue between the GoSL and all minority and opposition parties as well as a more coherent stance of the minority parties towards lasting political settlements.</li> <li>– Promotion of Human Rights will be achieved through dialogue with political parties and other stakeholder, coordination of Human Rights initiatives, support to national Human Rights institutions, as well as capacity building of civil society organizations. Intermediate results are greater awareness of civil society actors for national and international human rights standards and of the GoSL for the need to engage in a cooperative way in multilateral Human Rights forums.</li> </ul>		
<b>(5) Resources, partnerships (Swiss Programme)</b>		
<p>The Domain will be implemented by the Directorate of Political Affairs, in particular by the Human Security Division, in cooperation with SDC Migration on issues related to migrant worker. The HSD will second a full-time adviser on human security to the Swiss Embassy, who will be in charge of conducting and supporting the dialogue activities jointly with the Embassy and implement projects with civil society actors, national and provincial institutions, and political parties. HSD's budget for projects will be 0.75 M per year.</p>		

<sup>12</sup> Quality relates to the content of discussions and outcomes thereof based on an assessment of public statements of the parties.

<sup>13</sup> Quality of engagement relates to the way key stakeholder address the issue of Truth and Reconciliation in public debate and in concrete policies and programs.

# Annex E: Cooperation and partner organizations

**Domain I:** Humanitarian activities in the North are currently coordinated with the PTF and implemented in close cooperation with line ministries, government authorities (GA, DS, GS and attached offices like Planning and Survey), community - based organizations and, importantly, the programme's beneficiaries. Partner organizations for Cash for Housing are co-donors EC and AUSAID and co-implementer UNHABITAT. Livelihood project partners are SAH/SOLIDAR and PARCIC. In the field of skills development, a partnership with NAITA and HOLCIM exists. The DRR project builds on the existing, SDC initiated partnership between the University of Moratuwa, Colombo and the Swiss Federal Institute of Technology ETH, Zürich.

**Domain II:** SDC closely associate with and support the Ministry of Foreign Employment Promotion and Welfare (MFEPW) and SLBFE to operationalize its national policy through a strategic partnership with ILO Colombo. Furthermore, SDC intends to develop its collaboration with credible institutions (INGOs, NGOs, CBOs and local authorities) to empower migrants and to provide services to returnees and families left behind. SDC mandates Helvetas Swiss Intercooperation for the main programme component of cooperation with CSO.

**Domain III:** Although there is no operational collaboration with a line ministry, Switzerland engages with various counterparts in the government on political dialogue with minority parties and the enhancement of the Rule of Law. Project support and close collaboration is maintained with the authorities, minority representatives, civil society, the international community and various other stakeholders.

# Annex F: Medium Term Risk Assessment

## International involvement, national coordination and matching strategic prioritization

Unforeseeable changes in the government's access and project approval policies as well as a conceivable divergence of post-war needs prioritization pose a challenge to scope and scale namely of the social, economic and civic rehabilitation programme in the North. Here, all projects implemented by SDC or its international and national project partners base on the Presidential Task Force's (PTF) grant of approval.

The government-observed and expressed **reluctance to work with international bilateral and multilateral actors**, namely international NGOs, puts existing programme partnerships to the test, may further limit the spectrum of operational cooperation within the framework of the Cooperation Strategy in the future and potentially reduces efficiency and effectiveness of planned interventions.

**Uncertainty in terms of policy coherence, coordination and cooperation** among a wide range of involved relevant state actors can impact adversely on desired programme achievements and make an intensification of coordination efforts necessary that lie beyond Switzerland's sphere of competence and influence. Significant implementation delays and decreased effectiveness may result.

**Persistence of multi-layered apprehensions of the government to seek international cooperation on sensitive issues**, namely human rights, rule of law, decentralization and dealing with the past. Hence, there is very limited scope in these fields of serious concern to establish a meaningful dialogue and engagement with the government.

The SDC's housing rehabilitation programme in the North is particularly challenged by the current **limitations of the legislative systems to resolve land rights issues** in a timely manner. In case of unclear or disputed land ownership, SDC and its partners have only limited access to relevant information from local authorities.

## Adverse programme context

Wide-spread, frequently **radical and excluding nationalism** poses a serious threat to programme conditions, under which improved human security, durable peace and the free pursuit of economic, social and cultural prosperity can be achieved.

The **wide-spread culture of corruption, impunity and regulatory arbitrariness** represents a menace to the programme, staff and partners.

The **safety and security situation in the highly militarized North** that further sees persistent activities of paramilitary groups remains volatile to some extent and may impact negatively on access and freedom of movement in the programme areas.

The earlier experienced **unpredictability of seasonal climate change** may cause temporary project interruptions in the North due to hindered access to working areas and beneficiaries during the rainy season.

## Programme gaps and resource limitations

Within the housing rehabilitation programme, the project **approach inherent exclusion of the landless population** remains an important source of concern. Existing initiatives that allow for an inclusion of this particularly vulnerable group are limited to village-based flanking measures such as the support of livelihood opportunities and communal infrastructure rehabilitation.

Programme optimization has been identified in the field of a **more systematic holistic village assessment process** to be put in place in order to identify more adapted trigger interventions for the social and economic development of entire communities. To this end, a more comprehensive community asset mapping is required. Furthermore, higher priority is to be attributed to **ecological considerations and natural resource management** (e.g. expansion of rainwater harvesting, ecological sustainability of construction operations, tree planting).

**Advocacy initiatives at the national policy level** are to be intensified, namely with regard to land rights, legal documentation and the rights of migrant workers.

The rehabilitation programme in the North faces **high operation costs** due to the necessarily high number of local and expatriate staff per beneficiary as well as due to resource-intensive access to the project areas in Northern Kilinochchi.

In the migration programme, limitations remain with regard to **capacity and competence of national and international migration programme partners**. At the current inception stage of the programme, SDC has yet to improve on data and information access as well as depth and width of its respective networks. The availability of experienced and skilled local partners in the project areas remains uncertain. Moreover the capacity of the implementer has to be further developed.

The **lack of a comprehensive, internationally concerted and district-based needs assessment** in the North represents an important and continuing information gap that substantially hampers an efficient and effective provision of coordinated support.

**Expert knowledge**, sector competence and resources are required from SECO, FOM, Regional Cooperation in order to fully and successfully reach goals of the Cooperation Strategy.

# Annex G: Abbreviations

ADB	Asian Development Bank	IMF	International Monetary Fund
APD	Asian Pacific Division	INGO	International Non Governmental Organisation
ASB	Arbeiter-Samariter-Bund Deutschland	JPA	Joint Plan of Assistance Sri Lanka 2011
AusAID	Australian Aid	LTTE	Liberation Tigers of Tamil Eelam
CBO	Community based Organization	MEA	Ministry of External Affairs
CHRD	Center for Human Rights and Development	MFEPW	Ministry of Foreign Employment Promotion and Welfare
CS	Cooperation Strategy	MoU	Memorandum of Understanding
DAC	Development Assistance Committee	MSC	Migrant Service Centre
DP	Directorate of Political Affairs	MTP	Mid Term Plan
DPSL	Development and Peace Sri Lanka	MTR	Mid Term Review
DRR	Disaster Risk Reduction	MWA	Migrant Workers Association
DS	Division Secretary – Government Divisional Authority	NAITA	National Apprentice and Industrial Training Authority
EC	European Commission	NECORD	North East Community Restoration and Development
ECHO	European Commission's Humanitarian Aid & Civil Protection Office	NEHRP	North East Housing Rehabilitation Program (World Bank)
ENREP	Emergency Northern Recovery Project – Governmental Reconstruction Project	NGO	Non Governmental Organisation
EU	European Union	OECD	Organisation for Economic Co-operation and Development
FOM	Federal Office for Migration	OMR	Office Management Report
FSD	Swiss Foundation for Mine Action	PTF	Presidential Task Force
GA	Government Agent – Government District Authority	SAH	Swiss Labour Assistance (Swiss NGO – SOLIDAR)
GBS	General Budget Support	SCA	Strategic Conflict Assessment
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	SDC	Swiss Agency for Development and Cooperation
GN	Grama Niladari - Government Communal Authority	SECO	State Secretariat for Economic Affairs
GoSL	Government of Sri Lanka	SLBFE	Sri Lanka Bureau for Foreign Employment
GPMD	Global Program Migration & Development	SLBDC	Sri Lanka Business Development Centre
GSP	<i>Generalized System of Preferences</i>	SMTP	Swiss Medium Term Programme
HA	SDC Humanitarian Aid	SwS	Swiss Solidarity
HAP	Humanitarian Appeal Process	TNA	Tamil National Alliance
HR	Human Rights	UN	United Nations
HSRA	Human Security Advisor	UNHABITAT	United Nations Human Resettlement Programme
HSD	Human Security Division	UNHCR	United Nations High Commission for Refugees
ICRC	International Committee of Red Cross	UNICEF	United Nations Children Fund WFP
IDP	Internally Displaced People	UXO	Unexploded Ordnance
IFI	International Financial Institution	WASH	Water, Sanitation and Hygiene
IHL	International Humanitarian Law	WB	World Bank
ILO	International Labour Organisation	WFP	World Food Programme





## **Imprint**

Editor:  
Federal Department of Foreign Affairs FDFA  
**Swiss Agency for Development and Cooperation SDC**  
3003 Berne

Design:  
Visual Communication FDFA, Bern

Photos:  
SDC

Map:  
United Nations Cartographic Section

Orders:  
[www.sdc.admin.ch](http://www.sdc.admin.ch) (heading "Publications")

Specialist contact:  
Swiss Agency for Development and Cooperation SDC  
Humanitarian Aid  
Division Asia and Americas  
Phone: ++41 31 322 31 24  
[HH@deza.admin.ch](mailto:HH@deza.admin.ch)  
[www.sdc.admin.ch](http://www.sdc.admin.ch)

Berne, 2013