



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Swiss Agency for Development  
and Cooperation SDC

# Swiss Cooperation Programme Middle East 2019 – 2022





# Table of Contents

<b>Introduction</b>	<b>4</b>
<b>1 Context Analysis</b>	<b>5</b>
<b>2 International and Swiss Cooperation in the Region</b>	<b>10</b>
<b>3 Results Achieved and Lessons Learned 2015–2018</b>	<b>12</b>
<b>4 Implications for the Swiss Cooperation Programme 2019–2022</b>	<b>14</b>
<b>5 Priorities and Objectives for 2019–2022</b>	<b>16</b>
<b>6 Management and Implementation</b>	<b>20</b>
<b>7 Strategic Steering and Monitoring</b>	<b>22</b>
<b>Annexes</b>	<b>26</b>

# Introduction

The Middle East has been at the centre of global attention for several decades. Several armed conflicts, the Palestine refugee crisis and the emergence of the Islamic State have had a lasting impact. While Iraq continues to struggle with the effects of four decades of conflict, the Syria crisis is now in its ninth year. Over five million Syrian refugees living in protracted displacement are spread across the region, notably in Jordan, Lebanon and Turkey. The number of people affected by the Syria crisis who are in need of humanitarian assistance is as high as ever. Meanwhile, the presence of refugees continues to impact the societies and economies of host countries in the region.

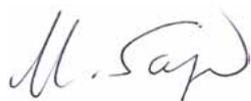
This evolving situation requires longer-term approaches. Humanitarian assistance remains an absolute necessity for the millions of people who are in need, but it has to be interlinked with development-oriented and peacebuilding interventions. Support to education and income in conflict-affected zones and host communities will contribute to ensure social cohesion and to create economic perspectives for the young people in the region. Water is a scarce resource shared by host communities and displaced populations. It is important to go beyond water distribution and support improvements of public water infrastructure in a way that will bring host communi-

ties and displaced populations together for the benefit of everyone and in order to foster dialogue in the region.

Today, Switzerland is taking a longer-term perspective to inform its international cooperation activities in the Middle East. While the Swiss Cooperation Strategy Middle East 2015–2018 had a strong humanitarian focus, the Swiss Cooperation Programme Middle East 2019–2022 will also support the development efforts of Switzerland's partner countries, notably in Jordan and Lebanon. The programme links international cooperation with migration policy and highlights Switzerland's active engagement in conflict prevention and peace promotion.

Effective assistance requires close cooperation. Under the Whole of Government Approach, the Swiss Agency for Development and Cooperation (SDC), the Directorate of Political Affairs (DP) and its Human Security Division (HSD), and the State Secretariat for Migration (SEM) will renew their commitment to pooling resources and knowhow for the joint implementation of the programme.

This approach will improve Switzerland's leverage in support of partner institutions and organisations to meet the needs of people in the Middle East.



Manuel Sager  
Director-General SDC



Pascale Baeriswyl  
State Secretary FDFA



Mario Gattiker  
State Secretary SEM

# 1 Context Analysis

The Middle East (ME) region<sup>1</sup> continues to be confronted by intersecting armed conflicts that have had a devastating impact on its people and the social fabric. These conflicts have taken place in a context already impacted by the Arab-Israeli conflict, the unresolved Palestine refugee crisis, and previous conflicts in Lebanon and Iraq. The considerable influence of regional and international powers has also been a factor, and the various conflicts cannot be seen in isolation from one another.

The rights of people in the ME have been fundamentally affected by armed conflicts and the widespread violations of international humanitarian law (IHL) by all parties to the armed conflicts. The lack of respect for Human Rights (HR) remains one of the important root causes of the ongoing conflicts.

Many fragility factors are common across the region, and often predate the conflicts. Where armed conflict has decreased and large-scale military operations have ended, e.g. in Iraq and in some areas within Syria, governments and local populations are faced with death, war trauma, injury, destroyed infrastructure, economic disruption, heightened social fragmentation, and the challenge of how to address long-term devastation as well as prevent new escalation of violence. The cessation of armed conflict has not enabled populations to exercise their rights and therefore does not translate into increased stability and peace. Military solutions to conflicts often contain the seeds of future violence.

Developments in Syria and Iraq, and how they align with the interests of regional and international powers, will continue to have a major impact on the regional situation. As a consequence of armed conflicts and persecution in the region and beyond, millions of people have been displaced, often on multiple occasions and for a protracted period. The five countries covered by the Swiss Cooperation Programme Middle East 2019–2022 (SCP), Syria, Lebanon, Jordan, Iraq, and Turkey, host 25% of the 68.7 million forcibly displaced people worldwide.<sup>2</sup>



Aleppo, Syria.

© Embassy of Switzerland in Jordan

Historically the ME has proven its ability to adapt, endure hardship, and recover from conflict. Regional populations have repeatedly demonstrated their resilience and drive in seeking new opportunities to build a brighter future. Advancing efforts to support inter-governmental mechanisms to effectively address shared political, economic, environmental, and security issues would contribute to prosperity and stability in the region.

The ME remains a popular destinations for low-skilled migrant workers from Asia and increasingly Africa. Both male and female migrant workers are confronted with discriminatory attitudes and are vulnerable due to their status as migrants. The region is also a starting point for many migrants and refugees undertaking the dangerous journey to Europe.

The ME is affected by climate change in the form of increased frequency of extreme weather events, unpredictable seasons with less overall rainfall, and increased rates of evapotranspiration due to higher temperatures. Groundwater and surface water reserves are decreasing at alarming rates due to the consequential greater need for fresh water across the region. Unless significant progress can be made with regard to natural resource management and especially water, governments in the region will increasingly struggle to deliver basic services which, in turn, can lead to renewed conflict.

## Impact of the Conflicts in Syria and Iraq

**Syria:** The situation in Syria remains volatile. Armed conflict continues in many parts of the country with other areas witnessing a relative decrease in violence. Since the conflict began, an estimated 400,000 to 500,000 persons have been killed<sup>3</sup> and approximately 6 million Syrian refugees have registered with the United Nations High Commissioner for Refugees (UNHCR). Over 63% of Syrian refugees have fled to Turkey, 17% to Lebanon, and 12% to Jordan. An additional 6.1 million Syrians are internally displaced<sup>4</sup>, meaning that over 50% of Syria's 2010 population of 21 million, have been displaced. Children and youth comprise more than half of those displaced, as well as half of those in need of humanitarian assistance. There are countless missing or detained persons whose fate is unclear. Overall, an estimated 13 million are exposed to grave protection threats and over 14 million people are in need of access to water, sanitation and hygiene (WASH)<sup>5</sup>.

Although multiple rounds of United Nations (UN) peace talks have taken place, it remains to be seen whether the UN process will lead to transformations on the political level. In parallel, the Astana talks highlighted the role and influence of Russia, Iran, and Turkey in the region. Syria is still facing armed conflict on several fronts and the need for humanitarian assistance remains extremely high, both within the country and across the border. The damage caused to the infrastructure and the social fabric by prolonged conflict is extensive and prospects for recovery and rehabilitation are limited while major political and institutional reforms have stalled. Pressure for Syrian refugees to return has increased in the region but the conditions for voluntary return in safety and dignity are largely not in place.

**Iraq:** Following the end of large-scale military operations against the Islamic State, Iraq continues to struggle with the effects of decades of violence and conflict. Key challenges include Iraq's weak rule of law, lack of good governance, and a fragile social fabric. While Iraq has had a new government in place since October 2018, the political landscape continues to be highly fragmented and paramilitary groups, operating (semi-)autonomously, are increasingly moving into the economic and political spheres. The relationship between central Iraq and the Kurdish Region of Iraq is contentious and was further exacerbated following a Kurdish referendum on independence in September 2017.

The context in Iraq is transitioning from an emergency setting into an early recovery/stabilisation phase. However, while Iraq is currently in a post-conflict landscape, many parts of the country will continue to require an emergency response modality of humanitarian intervention to save lives and alleviate suffering. As of December 2018, an estimated 6.7

million individuals remain in need of humanitarian assistance and over 1.9 million people are still internally displaced.<sup>6</sup> With significant barriers to return prevailing throughout Iraq, rates of return stagnated at the end of 2018 putting internally displaced persons (IDPs) at risk of protracted displacement. IDPs and conflict affected persons in Iraq continue to face a variety of protection risks including grave violations to body integrity including sexual and gender-based violence (SGBV), torture, and forced disappearance. In an attempt to overcome needs resulting from displacement, IDPs and returnees face challenges requiring medium to long-term interventions in particular with regard to access to employment.

## Impact of the Conflicts on Refugee-hosting Countries

**Jordan:** In 2018, 668,000 Syrian refugees were registered with UNHCR. However, the Government of Jordan's records state that it hosts 1.3 million Syrians<sup>7</sup> along with 2.1 million Palestine refugees who are registered with the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA), 18% of whom live in 10 refugee camps. An estimated 10,000 Palestine refugees from Syria (PRS) also live in Jordan.

The regional crises have resulted in refugee flows which impacted Jordan's population and economy considerably, adding to pre-existing structural and economic challenges. The public sector employs more than 57% of the workforce, Jordan's debt is 95% of gross domestic product, economic growth has stagnated, and nearly 20% of the population is unemployed and at acute risk of poverty. These factors, and growing socio-economic inequality, have contributed to Jordan becoming increasingly fragile and at risk of social unrest.

As part of the "Jordan Compact"<sup>8</sup> in 2016, the Government of Jordan has committed to education for all including Syrian children as well as limited access to the formal labour market for Syrian refugees (200,000 work permits) in exchange for relaxation of trade rules and financial and technical support by the international community.

**Lebanon:** In 2018, 950,000 Syrian refugees were registered with UNHCR, and an estimated 250,000 additional Syrian refugees reside in Lebanon without UNHCR registration. Upon request by the Lebanese government, UNHCR has stopped refugee registration since 2015. Based on a census completed in 2017, 174,000 Palestine refugees reside in 12 recognised camps and 156 informal gatherings<sup>9</sup> and an estimated 30,000 PRS have also sought refuge in Lebanon.

The living conditions of refugees and vulnerable populations are dire and the Syrian conflict has ex-

acerbated pre-existing development constraints in Lebanon. Unemployment, weak rule of law and accountability, corruption, and high levels of informal labour were already serious problems pre-crisis, particularly in the poorest localities where Syrian refugees place considerable strain on host communities. Long-standing inequalities are deepening and tensions at the local level have risen considerably since 2017, largely over the perceived competition for jobs and access to resources and services.

Lebanon remains vulnerable to international and regional rivalries. The Lebanese political scene is polarised along regional fault lines, between actors closer to Iran, Russia, and the Syrian government on the one hand and those more aligned with Saudi Arabia and the United States of America (USA) on the other. This polarisation hampers governmental decision processes and paralyzes state institutions. There is little support for the integration of refugees within the general population and the quick repatriation of Syrian refugees is strongly advocated for across the political spectrum. The refugee presence has been thrust to the centre of the political discourse, fueling harmful populist overbidding between competing parties. The politicisation of the refugee presence makes the delivery of humanitarian assistance to the refugees more challenging for the international community.

**Turkey:** In 2018, the number of Syrian refugees in Turkey is 3.6 million. Turkey also hosts approximately 400,000 refugees from other countries, notably Afghanistan and Iraq, making Turkey the global leader in terms of refugee populations. Syrian refugees are registered with the Turkish migration authorities under the Temporary Protection (TP) regulation which legally provides access to national systems such as health, education, employment, and social services.

Only 4% of Syrian refugees under TP live in formal camps, while the remaining 96% reside among the host community in urban and rural areas in Istanbul, the South East of Turkey, as well as in other large cities. The Turkish authorities have shown efforts to integrate Syrian refugees. However, pre-existing structural challenges have become more evident and capacity to respond remains limited in the face of population increases, particularly as they relate to housing, health, education, and access to the formal labour market. Overall, 39% of Syrian children are out of school and less than 1% Syrians under TP have work permits. However, a significant number of Syrian refugees are working in the informal sector of the Turkish economy. Despite this, income levels among refugees remain insufficient to cover their basic needs.

**Iraq:** As of 2018, 250,000 Syrian refugees, a vast majority of whom are of Kurdish ethnicity, are registered mostly in the Kurdistan Region of Iraq (KRI).



Save the Children protection and education project in Dyala, Iraq supported by SDC.

© Save the Children Iraq

A shared Kurdish identity and language has facilitated socio-cultural integration of Syrian refugees in Northern Iraq. Syrians report the host society to be hospitable and welcoming<sup>10</sup>. However, the situation needs to be monitored closely as KRI is also hosting a large number of IDPs and institutions are therefore under strain. A recent assessment illustrates gaps in basic needs and protection for both Syrian refugee and host community populations<sup>11</sup>. Community tensions could worsen if gaps, including perceived gaps, in access are not adequately addressed.

## Presence of International and Regional Powers

While regional countries have shared political, economic, environmental and security issues, the ME continues to be a region characterized by its divergent political climates. National political, economic, and social challenges contribute to the region's countries becoming increasingly inward looking.

At the regional level, politics continue to be characterised by the absence of any functioning and effective inter-governmental mechanism. This has allowed greater and continued interferences by external powers, i.e. Russia, the USA, Iran, Saudi Arabia, and Israel. This has also had a profound impact on the direction of the Syria crisis as governments within the region, faced with their own economic and political fragilities, find themselves beholden to the political and economic interests of those external powers.

Russia, the dominant external actor in Syria, challenges regional supremacy by demonstrating its

military power and capacity for long-term interventionism in the region. Russia's alliance with Iran in Syria also challenges US influence in Iraq, Turkey, and Jordan. Over the past 15 years, US influence in the region has significantly decreased and its strategic alliances with oil-producing Gulf countries are increasingly criticised because of human rights violations and short-term non-strategic policies. The Gulf countries viewed the Syrian conflict as an opportunity to check Iranian influence in the region but, 8 years into the conflict, both players continue to fight for regional dominance.

Originally a major supporter of the Syrian Sunni opposition groups, Turkey is involved with Russia in the Astana peace process. Turkey is at the crossroads between the regional geopolitical ambitions of the West and Russia. Ankara focuses much of its attention on managing the Kurdish issue, both internally and geopolitically. Turkey controls an arc of territory in Syria that wraps around Aleppo along the border.

Palestine and the presence of Palestine refugees in the region remain defining political issues in the ME. However, with the international focus on the Syrian conflict and the changes in US policy, any gains or prospects for a negotiated peace agreement and an end to the Arab-Israeli conflict remain distant. Palestine refugees find themselves in the middle of a profound, regional political crisis and are losing the institutional support upon which they have become dependent.

## A Regional Perspective

Conflicts in the ME today cannot be seen as 'individual conflicts' or in isolation from one another. Common issues continue to challenge countries across the region such as concerns around protection, provision of basic services (including education and water and sanitation), poverty and livelihood, social cohesion, and decent work conditions.

The connectivity of the region is reflected in the sharing of common fragility factors, several of which pre-date the current conflicts, e.g. geopolitical interference and regional power play, absence of rule of law, human rights violations, social and economic inequality, water insecurity, poor governance, discrimination (including gender-based) in the labour market, exclusion of large portions of the population in the political process (especially youth and women), and sectarian divisions.

The interlinkage of the current humanitarian engagement with inclusive development-oriented and peace-building interventions in the ME are becoming more important due to the protracted nature of crises which require both quick humanitarian responses combined with longer-term approaches.

**UNDP project to repair commercial center in old Homs, Syria supported by SDC.**

© Embassy of Switzerland in Jordan



## The Need to Strengthen the Nexus to Respond to the Protracted Crisis

### What is the nexus?

The “triple nexus” refers to the interlinkages between humanitarian, development and peace actors. In the UN’s “New Way of Working (NWoW),” these actors are expected to work towards collective outcomes more “cohesively” and over multiple years, when appropriate. The approach seeks to capitalize on the comparative advantages of each sector to reduce need, risk and vulnerability following the recommendations of the World Humanitarian Summit (WHS) and in accordance with the 2030 Sustainable Development Goals (SDGs) agenda.

In line with the parliamentary mandate to strategically link international cooperation with migration, the nexus<sup>12</sup> between humanitarian assistance, development, and peace promotion, which started under the previous strategy, becomes increasingly important. For example, in the water sector access to water and sanitation for refugee and host communities is combined with support for long-term solutions for improved water and sanitation strategies and their management at national and regional level.

A similar practice can be observed in the education sector which faces tremendous challenges to avoid a lost generation of refugee and IDP children across the region. In host-countries, public education will require further strengthening to improve education access and quality for refugee and host community children. For example, 43% of Syrian refugee children throughout the region remain out of school. The capacity and quality of the education systems within the region has declined due to the influx of refugees, affecting both refugee and host community children in school. In Syria, the schooling of approximately 5.8 million children and youth is at stake due to displacement, the destruction of school infrastructure, and the absence of education personnel. Longer-term approaches are thus needed to provide displaced populations and host communities in the region with a lasting perspective.

Protection issues remain critical, including how to deal with the high number of missing and detained persons. Addressing SGBV as well as gender related concerns will remain high on the agenda for refugees, IDPs, and migrants as well as the wider populations. Peace promotion efforts, both at local and international levels, will be of critical importance when dealing with past conflicts and atrocities, and to prevent escalations and eruption of new conflicts.

While most countries in the region are classified as middle-income, they often demonstrate unequal income distribution, high unemployment rates, slow economic growth, and high poverty rates among both displaced and host populations. The vast majority of Syrian refugees live among host communities where they remain vulnerable and face high rates of poverty. Syrian refugees in Lebanon are particularly vulnerable, with more than half living in extreme poverty and seven out of ten living below the poverty line<sup>13</sup>. In Jordan, despite efforts of the government to support partial economic inclusion of Syrian refugees, an estimated 80% of Syrian refugees living outside the camps remain under the poverty line<sup>14</sup>. In Turkey, 71% of refugees live below the poverty line<sup>15</sup>. Displaced as well as resident populations across the region continue to face a number of challenges including limited access to basic services and the formal labour market, limited livelihoods opportunities, exhaustion of savings, and the adoption of negative coping mechanisms such as child labour or early marriage.

The employment status of migrants and refugees is governed by the sponsorship system throughout the ME region with the exception of Turkey. Access to the labour market is limited to low-skilled professions and responsibility and power with regard to residence and work permit is delegated to private employers. Because of lack of oversight, systemic and widespread extortion, exploitation, and abuse of foreign workers, including refugees, are common. In Turkey, the exploitation of workers, especially in the agricultural and construction sectors which employ refugees, is particularly problematic. Abuse and exploitation of low-skilled workers prevent displaced populations from enhancing self-reliance and local integration. Resistance to reform in the region is strong, and changes are initiated through smaller-scale reform steps promoted across the region.

Challenges in Syria will remain, even under a scenario of less military confrontation. At the time of writing, only very few refugees are returning to Syria and conditions for a voluntary, safe, informed, and dignified return are not in place. The inclusiveness of post-war transitions, reconciliation, and reconstruction in both Syria and Iraq will have a direct impact on the future stability of the region. Neighbouring countries are likely to be affected by an ongoing protracted displacement crisis.

## 2 International and Swiss Cooperation in the Region

### Switzerland's Policy Objectives in the Region

Given the scale and geographic proximity of the conflicts, Switzerland has strong interests in the region's stability. It therefore contributes to international efforts by responding to the protracted nature of the refugee crisis in the areas of humanitarian, development, and peacebuilding assistance.

Because of the multiple protracted conflicts and interconnectedness of the drivers of the conflicts, the ME is best served with a regional response. Switzerland designed its first whole-of-government (WoGA) Cooperation Strategy for the period 2015–2018. In doing so, the WoGA partners, i.e. Swiss Agency for Development and Cooperation (SDC), the Directorate for Political Affairs Middle East and North Africa Division (MENAD), the Human Security Division (HSD) and the State Secretariat for Migration (SEM), jointly responded to the main regional fragilities with the complementary use of political, humanitarian, development, peacebuilding, and foreign migration policy instruments. This programme is a continuation of this joint set-up.

The three objectives outlined below build on Switzerland's policies<sup>16</sup> that are most relevant for the work of the WoGA partners operating in the region:

The first objective for Switzerland is to pursue bilateral relations in the region. Against the broader spectrum of underlying regional political and economic dynamics, interests, and sectarian trends, Switzerland's neutrality and its good diplomatic relations are important assets. Since 2016, Switzerland has conducted political consultations and migration dialogues with various countries in the region. Further stabilisation of the ME would permit the strengthening of bilateral economic relations.

Secondly, Switzerland will continue to address the regional humanitarian and political crisis. The focus of Switzerland's response remains on:

1. Providing protection and humanitarian assistance to the most vulnerable populations, ensuring that international human rights law, IHL, and international refugee laws and regulations are respected;
2. Support durable solutions for forcefully displaced persons with a focus to assist host communities in accommodating refugee and IDP populations;
3. Support countries in the region in improving migration governance in line with global standards;
4. Seeking opportunities for conflict prevention and peace promotion through dialogue and support of multilateral, national and local initiatives.

Thirdly, the programme seeks to address the root causes of the conflicts. Switzerland aims to contribute to improved living conditions in the ME and to address the root causes of the conflicts. Opportunities for a stronger humanitarian, development, and peace nexus will be used and new, innovative avenues for cooperation will be fostered (e.g. Public-Private Partnerships).

Switzerland's engagement will be closely aligned with its "Strategy on the protection of civilians in armed conflict"<sup>17</sup> and is oriented to contribute to the Sustainable Development Goals of the 2030 Agenda.

## International Cooperation in the Region

The Syria Regional Refugee and Resilience plan (3RP) provides strategic direction and coherence in response across regional host countries and is implemented through five country response plans. The funding requirement under the 3RP was USD 5.1 billion for 2018. At the end of 2018, 48.2% of the 3RP remained unfunded.<sup>18</sup> The 3RP main contributors are the European Commission (36.4%, including the European Union (EU) Facility for Refugees in Turkey), the US (17.6%) Germany (13.4%), the United Kingdom (UK) (4.2%) and Norway (3.3%). For 2019/2020, the 3RP will require USD 5.5 billion annually to support national efforts in the five countries to deal with the continued impact of the Syria crisis.

International support for a peaceful settlement of the conflict continues. The EU, and Germany specifically, are the principal donors contributing to peace-building strategies in Syria, particularly with the implementation of United Nations Security Council resolution 2254<sup>19</sup> calling for a ceasefire and political settlement, and establishing the Syrian Peace Process Support Initiative.

Inside Syria, the Syrian Arab Republic Humanitarian Response Plan coordinates the humanitarian response. In 2018, it was funded for 64.2 % receiving approximately USD 2.1 billion according to United Nations Office for the Coordination of Humanitarian Affairs (OCHA). The top five contributors in this order were the US (687 million), Germany (311 million), the UK (249 million), the EU (174 million) and Norway (110 million).

The Iraq Humanitarian Response Plan for 2018 was funded for 90.4%, receiving approximately USD 514.4 million funding with the US (35.8%), Germany (11.4%), the UK (10%), the EU (7.6%), and Japan (7.2%) being the top 5 financial contributors. International donor support for stabilisation of areas after ISIS defeat, the voluntary, dignified and safe return of displaced people, and supporting long-term reform, reconstruction, and reconciliation efforts in order to consolidate peace has been announced and is materializing at a slow pace.

NRC protection project supported by SDC,  
Legal Assistance Session, Lebanon.

© Joshua Berson 2018



# 3 Results Achieved and Lessons Learned 2015–2018



World Food Programme food-kit distribution to support pregnant and lactating women supported by SDC, Homs, Syria.  
© World Food Programme Syria

## Results Achieved

In spite of the complex and fragile regional context, Switzerland successfully implemented a programme that contributed to the creation of safe, viable, and peaceful living conditions, to reduce fragility, and to prevent/transform conflicts by means of three domains of intervention: Basic Needs and Services, Protection, and Water. The programme targeted conflict-affected populations, particularly refugees, IDPs, and host communities as well as migrants.

**Domain 1 – Basic Needs and Services:** This domain responded to basic humanitarian needs created by the conflict in Syria and Iraq and in neighbouring countries, covering three outcomes:

- 1 Access to basic services;
- 2 Enhanced self-reliance and coping mechanisms; and
- 3 Disaster risk reduction (DRR).

The activities covered needs for cash, shelter, nutrition, NFIs, education, and health as well as support to DRR actors. In Syria, and to a lesser extent in Iraq, the Swiss-supported interventions reached a large range of geographic areas and vulnerable populations. Switzerland contributed to government-led

efforts to address the basic needs of refugees and enhance their temporary integration in host communities in Jordan, Lebanon, and Turkey. On average, Switzerland's partners reached an estimated 1 million people annually in Syria and in neighbouring countries. Switzerland increasingly supported projects to bolster the resilience of communities and to enable them to withstand continuing pressures.

**Domain 2 – Protection:** This domain entailed four outcomes:

- 1 Increased respect for/to IHL<sup>20</sup> and improved humanitarian access;
- 2 Processes leading towards reduced tension and greater social cohesion;
- 3 Contribution to safe environment in which human rights are respected; and
- 4 Strengthened government and societal capacity to address refugee and migration issues.

Switzerland's assistance provided protection services to vulnerable people in hard-to reach areas and increased awareness for compliance with IHL and respect for human rights. Conflict resolution mechanisms and social cohesion projects were implemented to reduce tensions in the region. In Jordan and Lebanon, efforts on improving the plight of migrant workers in the garment, construction, and domestic sectors resulted in the creation of spaces for empowerment, self-organising, and access to legal aid. Jordan's long-standing and restrictive policy frameworks regarding labour market access have been relaxed for Syrian refugees, potentially initiating a far-reaching reform effort. In Turkey, humanitarian civil society organisations received various trainings in order to better provide protection services to Syrian refugees. Since 2015, Switzerland provided protection services to 700,000 vulnerable persons and supported the regularisation of legal status to more than 65,000 refugees.

**Domain 3 – Water:** The Water Domain was introduced to focus on three outcomes:

- 1 Improved access to water for conflict-affected and vulnerable populations;
- 2 Improved integrated water resources management; and
- 3 Mitigation of water-related disaster risks.

Switzerland has been focusing on emergency assistance, sustainable solutions, sanitation systems, and other innovative initiatives to reduce the growing pressure on the region's water supply while improving water governance across the region. In Iraq and Syria, Switzerland provided access to safe water

and adequate sanitation facilities to conflict-affected and vulnerable populations. In Jordan and Lebanon, Switzerland similarly provided access to safe water and adequate sanitation facilities for refugee and vulnerable host populations, as well as through direct actions in both countries. On a regional level, the Blue Peace Middle East Water Diplomacy Initiative (Blue Peace Initiative) is the only platform on water cooperation that engages multiple stakeholders from Iraq, Iran, Jordan, Lebanon, Turkey, and, to a limited extent, Syria. Overall, Switzerland contributed to the provision of access to water for around 5 million vulnerable and conflict-affected persons and to the provision of improved sanitation facilities for 3.5 million persons. On a political level, Switzerland established strong relationships with water and environmental ministries.

## Lessons Learned

In 2017, a peer evaluation highlighted the relevance of the Cooperation Strategy, its selected domains, and the WoGA set-up in responding to the large-scale humanitarian crises. The flexible use of humanitarian and development instruments proved effective. Coordination and collaboration between WoGA partners are indispensable when responding in a coherent and effective manner to the complex and continuously changing context in the ME. The evaluation recommended a sharper thematic focus in accordance with regional and country response plans, an assessment on how to best operationalise the nexus between humanitarian and development aid and, where feasible, working more with and through local partners.

As the displacement and humanitarian crises have become protracted, economies and public services capacity of host countries are over-stretched and struggle to provide an adequate response. Large-scale humanitarian responses continue to be required in the new programme but need to be combined with a resilience-based approach supporting refugees and host communities to gain an income and find employment.

It will be important to work with host governments through a longer-term approach to strengthen their capacity to respond. A dual approach to protection and migration was effective combining community level interventions with policy engagement with relevant institutions. Interventions in the water sector were part of a successful humanitarian response and strengthened local and regional capacity of water resource management institutions.

# 4 Implications for the Swiss Cooperation Programme 2019–2022

The ME will remain a highly fragile and volatile region for the foreseeable future. Large-scale humanitarian needs, development gains, political and peace promotion progress and set-backs, and multiple conflicts continue to overlap. As a consequence there is also a continuous potential for large refugee and migration movements both within and from the region. The new SCP will thus strategically link Swiss international cooperation engagement with migration (see Annex 2). It will further capitalise on the lessons learned to better address these uncertainties through supporting an integrated approach (nexus) in overall programming and policy dialogue. Switzerland will further sharpen its profile by concentrating on its comparative advantages, i.e. peace-building advocacy, flexibility in responding to changing contexts, close partnerships, providing thematic expertise, and working in under-served areas.

To respond to the most urgent needs, address the key drivers of the conflict, and correspond with Switzerland's areas of technical expertise and policy priorities, the following four domains were selected for the SCP 2019–2022:

- 1 Protection and Migration;
- 2 Education and Income;
- 3 Conflict Prevention and Peace Promotion; and
- 4 Water and Sanitation.

Gender equality as well as good governance continue to be transversal themes.

While a sharper focus within each domain is required to strengthen their effectiveness during the SCP's duration, the domains do not function as silos but are interlinked in significant ways, with meaningful synergies developing organically between them. Notable examples of overlapping intervention lines are child protection (Domain 1) and education (Domain 2) as well as water diplomacy (Domain 4, linked with Do-

main 3), water sector start-ups (Domain 4 interlinking with Domain 2), and durable solutions with education + income (Domain 1 linked with Domain 2).

In line with the parliamentary mandate, Switzerland's engagement on migration is given importance across all domains in this SCP. It will consist of dedicated policy dialogue and peace promotion initiatives, combined with a mix of short- and long-term interventions. These include: support to governments for improved migration governance, protection and humanitarian interventions for displaced populations, and livelihood and education initiatives that benefit all categories of migrants and their host communities (Protection and Migration, Education and Income, Water and Sanitation, Conflict Prevention and Peace Promotion).

Emergency assistance will be incorporated under each domain when linked to the sectorial focus of the respective domains. When outside the scope of the four domains, equitable emergency assistance will be provided according to needs.

Switzerland is known for its strong field presence, flexibility with its partners to adapt programming to changing contexts, and a successful focus on niche areas. Switzerland's focus will remain on the Syria crisis, but with a more differentiated perspective that includes the Palestine refugee crisis throughout the region, conflict dynamics and developments in Iraq, as well as opportunities and challenges in the refugee-hosting countries Jordan, Lebanon, and Turkey.

With public services and infrastructures increasingly overstressed and unable to provide quality services to local, IDP, and refugee communities, technical and financial support to government systems is needed. This has a direct and positive impact on social cohesion and it recognises that local service providers face challenges when responding to an influx of persons in need. Better conditions for host communities result in improved conditions for IDPs and refugees. Switzerland's longer-term development cooperation will therefore be important in strengthening the nex-

us humanitarian aid–development assistance–peace promotion and in providing a more systemic support for government institutions for services delivery (Education and Income, Water and Sanitation).

Opportunities for Switzerland’s political engagement in peace promotion and conflict prevention continue to exist. The specificity of the Swiss engagement through mediation and dialogue calls for a new domain to encompass these activities. Switzerland’s bilateral relations with most involved actors, its engagement in track-1, 2, 3 peace initiatives, and the importance of the Geneva peace process for Syria, underline Switzerland’s influence and credibility. Swiss neutrality stands out in the region by being separate from international counter-terrorism coalitions and for its pursuit of diplomatic dialogue with all parties. Switzerland is perceived as a principled actor and an honest broker (Conflict Prevention and Peace Promotion).

Switzerland will continue to support durable solutions<sup>21</sup> for forcefully displaced persons. As conditions for voluntary return in safety and dignity are currently not in place in Syria, Switzerland is committed to helping maintain a dignified protection environment in refugee hosting countries, while upholding the right of return. With regard to strengthening the resilience of refugee communities in the host countries, Switzerland will focus on the core protection issues of registration and documentation. In addition, resettlement to Switzerland will remain an instrument of international refugee protection according to decisions of the Federal Council<sup>22</sup>. This approach sends a clear signal of solidarity with receiving countries.

Emphasis is also placed on strengthening the capacity of host governments to manage migration-related challenges in accordance with international standards.

A major change during the implementation of the SCP 2019-22 consists in the increased engagement of SDC South Cooperation (SC) in Jordan and Lebanon. Otherwise, the engagement of WoGA actors in the five countries will remain similar and no significant changes to the WoGA set up are planned. The following WoGA actors will contribute to the implementation of the SCP 2019-22:

- From SDC: SDC Humanitarian Aid (HA); SDC South Cooperation (SC); SDC Global Programmes (Global Programme Migration and Development (GPMD); Global Programme Water (GPW); and Global Programme Food Security (GPFS);
- The Human Security Division (HSD); and
- The State Secretariat for Migration (SEM)

The SCP has been jointly developed by concerned institutions.



FAO project at A- Ghadeer Al Abyad Dam project site in Al Mafraq, Jordan, supported by SDC.

© Embassy of Switzerland in Jordan

### What are Durable Solutions?

UNHCR defines Durable Solutions as follow: Working towards durable solutions means diminishing gradually the needs and vulnerabilities of displacement affected communities, while strengthening their capacities, skills, and increasing their resilience, so that displaced persons can increasingly enjoy their human rights without discrimination based on their displacement.

The Inter-Agency Standing Committee (IASC) Framework identifies three options to achieve this goal, which are underpinned by the principles of voluntariness, safety, dignity and non-discrimination:

- Return of displaced persons to their place of origin or habitual residence
- Local integration in areas where displaced persons have sought refuge
- Resettlement to a third country

## 5 Priorities and Objectives for 2019–2022



Worker's Center supported by Switzerland's Global Programme for Migration and Development, Al Hassan Industrial Zone, Irbid, Jordan.

© Embassy of Switzerland in Jordan

The new programme builds on the progress and results achieved under the previous strategy and responds to priorities outlined in the:

- UN-led 3RP (with regards to this programme for Turkey/Lebanon/Jordan/Iraq);
- Syrian Arab Republic Humanitarian Response Plan;
- Iraq Humanitarian Response Plan;
- Jordan Response Plan; and
- Lebanon Crisis Response Plan.

At the global level, the SCP is oriented along the Sustainable Development Goals, the Global Compact on Refugees, including its Comprehensive Refugee and Response Framework, as well as the Global Compact for Safe, Orderly, and Regular Migration, which was endorsed by all countries in the region.

The SCP aims to respond to humanitarian needs while contributing to inclusive longer-term development, conflict transformation prospects, and durable solutions. This will help to reduce the drivers of fragility, conflict, and forced displacement. A holistic approach to migration/protection will be established by combining humanitarian, development, peace promotion, human rights and migration policy instruments. This includes the implementation of the mandate to establish a “strategic link between international cooperation and migration policy when this serves Switzerland’s interests” (see Annex 2).

The overall goal is:

Switzerland contributes to protect and empower conflict-affected and vulnerable persons, to save and reconstruct lives, to reduce fragility, to prevent and transform violent conflicts and to generate development perspectives, to promote good governance and protect and promote human rights, refugee laws as well as the respect of international humanitarian law.

## Domain 1 – Protection and Migration

**Objective 1:** Conflict-affected and vulnerable persons (inclusive of internally displaced persons, refugees, migrants and host communities) live in safety and dignity and enjoy their fundamental rights in line with international human rights law, international refugee law, international humanitarian law, and other international bodies of law.

**Outcome 1.1:** Conflict-affected and vulnerable persons are better protected and durable solutions are sought through the improvement of relevant laws and policies, their effective implementation and concerted advocacy.

**Outcome 1.2:** Conflict-affected and vulnerable persons are better protected and durable solutions are sought through equitable access to specialised services.

On one hand, Switzerland will promote policies and legal frameworks that improve protection and migration governance, and on the other hand equitable access to specialised services for persons with protection needs. Swiss efforts will prioritise assistance to the most vulnerable with a strong focus on fostering gender equality and women's rights. Switzerland's efforts will contribute to the realisation of durable solutions for IDPs and refugees who are at risk of protracted displacement. To this effect, and by joining forces between all Swiss actors in a WoGA, longer-term, development-oriented approaches to protracted displacement will be reinforced where appropriate. Swiss engagement on migration includes the strengthening of national and regional migration governance capacities and span in countries of origin and destination with a new focus on the Africa-Middle East migration corridor.

Under the Protection and Migration Domain, Switzerland will work through a number of different modalities including the cooperation with multilateral and bilateral partners, deployment of secondments, the support of regional programmes as well as the engagement with relevant line ministries. Advocacy efforts and policy dialogue with duty bearers will accompany the operational support across the domain.

## Domain 2 – Income and Education

**Objective 2:** Conflict-affected and vulnerable children and youth access and complete compulsory quality education and young people and vulnerable families have opportunities to earn a decent living.

**Outcome 2.1 (Education):** Conflict-affected and vulnerable children and youth access and complete inclusive, protective, quality basic education

**Outcome 2.2 (Income):** Young people, in particular school graduates, and vulnerable men and women have improved prospects for livelihood and income.

Switzerland's objective for the new Education and Income domain contributes to a strengthened education system that ensures equitable access to protective quality basic compulsory education for crisis-affected, displaced, and host community children and youth as well as income generation measures for young people and families. Enabling conflict-affected and vulnerable populations to complete compulsory schooling and access better opportunities to earn a decent living will, in turn, lower the economic pressure on women and men equally and build a foundation for social cohesion and violence prevention.

Switzerland will contribute to the strengthening of the capacity of national education systems at a national and decentralised level. Quality and equity of the education systems will improve learning, ensure all children are able to reach their educational potential, and positively impact social integration and social cohesion.

Through supporting income earning opportunities and promoting policies and legal frameworks enabling access to a decent income, Switzerland will contribute to the improved prospects for livelihood and income for vulnerable youth and families. Income earning opportunities will include support for business start-ups, vocational and life skills training responding to market needs, and engagement with private sector actors.

In emergency contexts, Swiss efforts will prioritise assistance for education in emergencies to refugees, IDPs, returnees and host community children and youth. A strong emphasis will be placed on reducing the number of crisis-affected out of school children, school retention, remedial education, safe and protective provision of education through formal and alternative basic education programmes.

The programme portfolio of the Education and Income domain is aligned with national and regional strategies and response plans. It is implemented

through multilateral and bilateral partners as well as civil society organisations. Policy dialogue is an integrated component in Switzerland's involvement in the region for scaling-up, coordination, systems-strengthening and impact.

### Domain 3 – Conflict Prevention and Peace Promotion

**Objective 3:** Conflicts are prevented and managed and resolved peacefully in the Middle East.

**Outcome 3.1:** Track-1/1.5 dialogue platforms, peace initiatives and processes are established or maintained, and their track-1/1.5 participants are tasked with reaching agreements aiming at preventing conflict, achieving sustainable peace and reconciliation at regional or national level.

**Outcome 3.2:** Track-2/track-3 dialogue platforms, peace initiatives and social cohesion processes are established or maintained and their track-2/track-3 participants contribute to reaching agreements aiming at preventing conflict, achieving sustainable peace and reconciliation at regional, national or local level.

**Outcome 3.3:** Peace agreements, policies, action plans, legal and institutional frameworks underpin peace and reconciliation processes.

Switzerland's objective within the Conflict Prevention and Peace Promotion Domain is to support conditions for sustainable peace and reconciliation at regional, national and societal levels in the ME by addressing drivers of conflict.

Switzerland will provide political, diplomatic and technical support to track-1 dialogue platforms and peace processes to take place in a neutral and calm environment. Swiss support will prioritise the creation of the necessary conditions for governments and other key state and non-state actors to be willing, prepared,

"Masar", an organization supported by Switzerland's Human Security Division, organizes a joint stroll with Lebanese and Palestinian youth in an attempt to reconcile these divided communities, Lebanon.

© Masar



and trained to participate in peace initiatives. Switzerland will also contribute to establishing and maintaining the necessary space for local actors' participation in track-2 and track-3 dialogue platforms including civil society and other non-state actors.

Initiatives that include opportunities for linking dialogue with humanitarian, water, or migration-related issues will be promoted. The linkages between these local initiatives and established peace processes will be strengthened. Switzerland will also promote the development and adoption of policies and legal frameworks such as constitutions, laws, and strategies that consolidate post-conflict agreements and present guarantees of non-recurrence, prevent the perpetration or resurgence of atrocities, and ensure accountability for grave violations of human rights or IHL such as torture, arbitrary detention, and forced disappearances.

Under this domain, Switzerland will work through a number of different modalities including dialogue and mediation tools, shuttle diplomacy, and cooperation with multilateral, bilateral and civil society partners. Advocacy efforts and policy dialogue for peace and human rights by local partner organisations, human rights defenders, think tanks, and academic institutions will be promoted.

### Domain 4 – Water and Sanitation

**Objective 4:** Targeted populations across the region are less vulnerable to water scarcity, water borne diseases, water-related conflict and water-related mismanagement.

**Outcome 4.1:** Conflict-affected and vulnerable persons have improved and equitable access to safe water and adequate safe sanitation, and adopt good water-saving and hygiene practices. (Focus on life-saving access).

**Outcome 4.2:** Targeted communities and institutions benefit from the construction or improvement of sustainable water and sanitation infrastructure, as well as improved governance and service provision (Focus on systems and services).

**Outcome 4.3:** Advocacy and evidence-based policy dialogue, trust building and technical support contribute towards improved dialogue and understanding among the region's governments, institutions and civil society that leads to more regional and national cooperation and initiatives on managing shared water resources.

Switzerland's main objective within the Water and Sanitation domain is to reduce vulnerability to water scarcity, water-borne diseases, water-related conflict, and water-related mismanagement. This will be achieved through supporting capacities for in-

egrated water management so that countries and communities in the region are able to utilise water resources more sustainably and equitably. In this way they will reduce the likelihood of water becoming a major aggravating conflict factor that leads to increased violent confrontations and will improve the ability of conflict-affected and vulnerable populations in the region to achieve viable living conditions.

Switzerland will work towards achieving this objective by supporting innovative solutions, promoting good practices, promoting dialogue for improved management of shared water resources, building capacity, sharing knowledge, and supporting relevant direct and indirect project implementation on the ground.

Switzerland's efforts will also support the establishment of regional initiatives, such as the Blue Peace Initiative with its regional mechanism for water management, media training and start-up networks, the SDC 'MENA Sub-RésEAU knowledge-sharing hub, and donor and partner technical working groups.

In order to achieve the above-mentioned objectives, Switzerland will work through a number of different modalities, including the cooperation with multilateral and bilateral partners, the support of regional programmes (e.g. Blue Peace Initiative), as well as strengthening its engagement with relevant line ministries and established governmental and non-governmental institutions, and civil society.

Switzerland's advocacy efforts in the region will focus on mitigating water scarcity through increasing the use of treated wastewater for irrigation and reducing other adverse effects of climate change, such as flash floods.

## Transversal Themes

The Transversal Themes are Good Governance as well as Gender Equality and Women's Empowerment. The latter will be addressed through mainstreaming gender and targeted interventions. Good Governance as a transversal theme will be applied in strategically chosen projects.

## Geographic Focus and Target Groups

The geographic focus of the SCP continues to be Syria, Iraq, Jordan, Lebanon, and Turkey. The target groups in the four domains of intervention are unchanged from the previous strategy period, i.e. conflict-affected populations, refugees, IDPs, vulnerable host and migrant communities with a special emphasis on women and girls, as well as children and youth. Gender based analysis will be strengthened to improve the response to disparities in all intervention



Job Janin water treatment plant in Bekaa Valley, Lebanon, supported by SDC.  
© Embassy of Switzerland in Lebanon

sectors and to support women's rights, empowerment, and political participation in governance and peace-building processes.

## Budget

The indicative total budget amounts to CHF 272.6 Mio.:

- CHF 101.2 Mio. for the Protection and Migration Domain;
- CHF 40.0 Mio. for the Education and Income Domain;
- CHF 18.4 Mio. for the Conflict Prevention and Peace Promotion Domain; and
- CHF 113.0 Mio. for the Water and Sanitation Domain.

Emergency assistance outside of the four domains will be funded separately from the domains.

## 6 Management and Implementation

The SCP will be based on a regional approach combined with implementation guidelines that take country-specific and domain-specific programming into account.

### Contributions of Swiss Federal Actors

The contributions of the various federal actors to the SCP will be focused on their corresponding fields of expertise. The humanitarian and resilience approach implemented by SDC HA will be complemented with

medium- to longer-term development cooperation through the engagement of the SDC SC. HSD will complement these interventions through support for local and regional peace processes and the promotion of human rights, humanitarian and migration policies under a human security approach. SEM will work with national governments of first refuge to strengthen their capacity in hosting and providing protection to refugees seeking refuge in their territories. SEM will also directly contribute to strengthening the resilience of refugees by supporting the provision of legal services (such as registration, status and civil documentation) and continue to closely

School Rehabilitation Project supported by SDC, Abu Thar AlGhafari primary school, Jerash, Jordan.

© Embassy of Switzerland in Jordan



monitor migration developments and trends. SDC GPMD will continue to include a corridor approach<sup>23</sup> taking into consideration the close links between policy and practices on labour migration in countries of origin and countries of destination. SDC GPW will combine direct interventions, technical support and water related diplomacy (Blue Peace Initiative) to respond to access and longer-term water challenges in the region. Evidence gathered through programmes shall inform regional and global policies and good practices. An important element beyond the domains, pursued by all WoGA actors, will be strategically and regionally aligned advocacy efforts and policy dialogue.

## Implementation Modalities

The programming guidelines in line with the results framework will be combined with a stronger regional coordination between WoGA actors within and between the four domains. A mix of implementation modalities will be used, including but not limited to: support to multilateral and bilateral partners; direct implementation; expert deployments; support to pooled funds; and support of national and local organisations.

Secondments of Swiss experts and direct project implementation will continue to be strong features of the SCP to bring direct technical support and expertise to implementing partners and government institutions where there is a strong comparative advantage. Bilateral project partnerships will continue to build on existing partnerships and acknowledge the important role of civil society.

In such a fragile and complex context, it is imperative that the programme applies conflict-sensitive programme management (CSPM) throughout the region. The programme will apply CSPM in a systematic manner.

## Support to Multilateral Partners

The intervention modalities of the SCP entail contributions to multilateral partners for humanitarian, protection, and resilience focused assistance. The dialogue with multilateral partners will be intensified and better structured based on well-defined criteria in order to provide support more strategically and based on needs. Switzerland will observe and support the UN reform processes. UNRWA will continue to be the main regional institutional partner for Switzerland's support for Palestine refugees. While the lead in relation to and financing for UNRWA is mainly channelled through the Swiss Cooperation Office in Jerusalem, the SCP will contribute to the institutional development and dialogue through Embassies in Amman, Beirut, and Damascus as well as the Humanitarian Office in Syria.



A Syrian mother washing her child's feet (cash for hosting project supported by SDC), Akroum village, Lebanon.

© SDC

## Organisational Set-Up

The current organisational set-up in the region will be maintained. The Regional Cooperation Office in the Swiss Embassy in Amman will continue to provide support and coordination efforts for the region. The Swiss Embassies in Lebanon, Jordan, and Turkey will implement the SCP for each country. The Regional Cooperation Office in the Swiss Embassy in Amman will manage the Iraq portfolio and coordinate the Whole of Syria approach. The Humanitarian Office in Syria reports to the Regional Cooperation Office in the Swiss Embassy in Amman.

## Coordination and Policy Dialogue

Switzerland will actively participate in coordination mechanisms, both in relevant sectors as well as in the overall humanitarian and crisis related coordination bodies for Whole of Syria and the host countries. By doing so, Switzerland contributes to regional shared analysis and coordinated response to the crises in the region. Advocacy messages and policy dialogue will be coordinated among the WoGA partners. Switzerland will also continue its engagement in humanitarian and peace promotion diplomacy.

Switzerland is engaged in the multilateral dialogue on migration to further develop the normative framework, to set standards and to implement instruments for effective migration governance, which respects and promotes the rights of migrants, refugees, IDPs, and other vulnerable groups.

# 7 Strategic Steering and Monitoring

The regional programme steering and monitoring is coordinated both at field level and at headquarters level and includes all WoGA actors.

## Steering at Field Level

The Regional Management Team (RMT) comprises management staff of all regional WoGA actors and is coordinated by the Regional Cooperation Office in the Swiss Embassy in Amman. The RMT is tasked with ensuring coherence of the programme in accordance with this programme and Switzerland's domestic and foreign policy objectives. The RMT safeguards the effective coordination of all instruments and actors, and the strategic monitoring. Oversight and control of human and financial resources, as well as the project steering, lies with the respective WoGA partners.

The RMT meets regularly to analyse the context and discuss programme developments, adaptations, and synergies. It jointly plans the year, discusses achieved results and implications for the programme for the annual report.

To **strengthen the regional approach of the programme**, the exchange and learning within and between the domains will be supported through regional domain focal points who coordinate the portfolio planning, review, and reporting. Regional domain focal points will intensify peer learning and exchanges within the domain. They also actively seek synergies with other domains to support stronger results and the efficient use of resources,

The **monitoring system** serves two purposes. Firstly, it provides necessary information for learning, improving and strategic steering of the programme and, secondly, it accounts for results achieved. The monitoring system comprises three dimensions:

1 Regional and country contexts are monitored to support flexible programme adaptation.

2 Progress and results towards the expected outcomes defined in the results framework are assessed as a basis for learning and steering of the programme.

3 Monitoring of management.

Monitoring of the context: The RMT closely monitors changes in the context and has joint responsibility for decision-making regarding potential adaptations of the portfolio. It is crucial for the programme to have flexibility to adapt to the changing context, particularly given the fragility of the ME. Programme adaptations due to improvements or deteriorations in the context will be guided by the scenarios.

Monitoring of results: Switzerland will continue its regular contacts with its partners. Country teams will have regular monitoring visits with their partners. Partners will provide regular progress reports against contractually agreed upon targets and milestones. In support of the UN reform agenda, Switzerland will seek (through the resident coordinators' offices) updates on how UN agencies are achieving effective and efficient delivery of their mandates in the region. The Regional Cooperation Office in the Embassy in Amman will coordinate the compilation and aggregation of results on a regional level. The Annual Report at regional level will provide an overview of results and suggest strategic programmatic corrective measures where necessary. A mid-term review (MTR) is planned to provide an assessment to allow for adaptations of the SCP where necessary. Switzerland's contributions towards national, regional, or international frameworks will be analysed as part of the Annual Report process based on the Results Frameworks.

Monitoring of the management: The management will be monitored through the Internal Control System (ICS), the Office Management Report in the Annual Report, regular financial updates discussed in the RMT and the financial planning and reporting in the Annual Report.

## Steering at Headquarters Level

At a strategic level, the Interdepartmental Coordination Group (ICOG) will bring together all WoGA partners on a bi-annual or needs basis to review strategic direction, context developments, scenarios, and annual results.

At a technical level, the Technical Interdepartmental Coordination Group consisting of various bodies within Federal Department of Foreign Affairs' (FDFA) plus SEM, will meet on a bi-monthly basis.

Thematic coordination among the different offices responsible for migration/protection is ensured through the Interdepartmental Structure for International Cooperation on Migration (IMZ Structure) and the corresponding IMZ Working Group or the ME.

Yarmouk tributary of the Jordan River, bend of the Al Wehdeh Reservoir, Jordan.

© Heather Elaydi



A Syrian beneficiary at INSAN Community Center in Şanlıurfa, Turkey during painting activity – one of the many activities provided by IOM's Mobile Psycho-Social Support Teams.  
© IOM 2019/Emrah Özesen





وكالة الأمم المتحدة للهجرة

يقدم الدعم

نفسية

متنقل



# Annex 1 – Financial Planning

Budget SCP ME 2019-22 (in CHF million)	2019	2020	2021	2022	Total 2019-22
<b>Domain 1: Protection and Migration</b>	<b>25.3</b>	<b>25.3</b>	<b>25.3</b>	<b>25.3</b>	<b>101.2</b>
SDC Humanitarian Aid	17.5	17.5	17.5	17.5	70.0
SDC Development Aid (Global Cooperation)	3.0	3.0	3.0	3.0	12.0
FDFA Human Security Division	2.3	2.3	2.3	2.3	9.2
SEM State Secretariat for Migration	2.5	2.5	2.5	2.5	10.0
<b>Domain 2: Education and Income</b>	<b>5.2</b>	<b>9.0</b>	<b>12.5</b>	<b>13.3</b>	<b>40.0</b>
SDC Humanitarian Aid	3.2	4.0	4.5	5.0	16.7
SDC Development Aid (South Cooperation)	2.0	5.0	8.0	8.3	23.3
<b>Domain 3: Conflict Prevention and Peace Promotion</b>	<b>4.6</b>	<b>4.6</b>	<b>4.6</b>	<b>4.6</b>	<b>18.4</b>
FDFA Human Security Division	4.6	4.6	4.6	4.6	18.4
<b>Domain 4: Water and Sanitation</b>	<b>27.5</b>	<b>28.5</b>	<b>28.5</b>	<b>28.5</b>	<b>113.0</b>
SDC Humanitarian Aid	25.0	25.0	25.0	25.0	100.0
SDC Development Aid (South Cooperation)	1.0	2.0	2.0	2.0	7.0
SDC Development Aid (Global Cooperation)	1.5	1.5	1.5	1.5	6.0
<b>Grand Total</b>	<b>62.6</b>	<b>67.4</b>	<b>70.9</b>	<b>71.7</b>	<b>272.6</b>
<b>All domains per WoGA partner</b>					
SDC Humanitarian Aid	45.7	46.5	47.0	47.5	<b>186.7</b>
SDC Development Cooperation (South Cooperation)	3.0	7.0	10.0	10.3	<b>30.3</b>
SDC Development Cooperation (Global Cooperation)	4.5	4.5	4.5	4.5	<b>18.0</b>
FDFA Human Security Division	6.9	6.9	6.9	6.9	<b>27.6</b>
SEM State Secretariat for Migration	2.5	2.5	2.5	2.5	<b>10.0</b>

# Annex 2 – The Link between International Cooperation and Migration Policy in the Middle East

Switzerland is mandated by its Parliament to strategically link its international cooperation activities with migration, as set forth by the following federal decree:

*“A strategic link should be established between international cooperation and migration policy when this serves Switzerland’s interests, by further addressing causes of conflicts and migration. Entering into agreements and partnerships in the area of migration should be encouraged.”*

(BBI 26.09.2016/7875)

Migration and forced displacement in the ME are the result of long-standing conflicts, deteriorating security situations, political and social repressions as well as the search for economic opportunities. Building on the achievements of the previous strategy, all concerned Swiss actors will implement with the SCP the Parliamentary mandate as follows:

In the **short-term** Switzerland will contribute to improved protection for forcibly displaced persons (refugees and IDPs) and vulnerable migrants in the region.

In the **medium-term**, Switzerland will work towards increased self-reliance and opportunities for local integration, in particular for persons affected by prolonged displacement. This engagement includes the improvement of gainful employment for migrants and refugees. Government capacities to ensure migration takes place in a safe and regular manner will be strengthened, including through political dialogue and bilateral agreements where warranted.

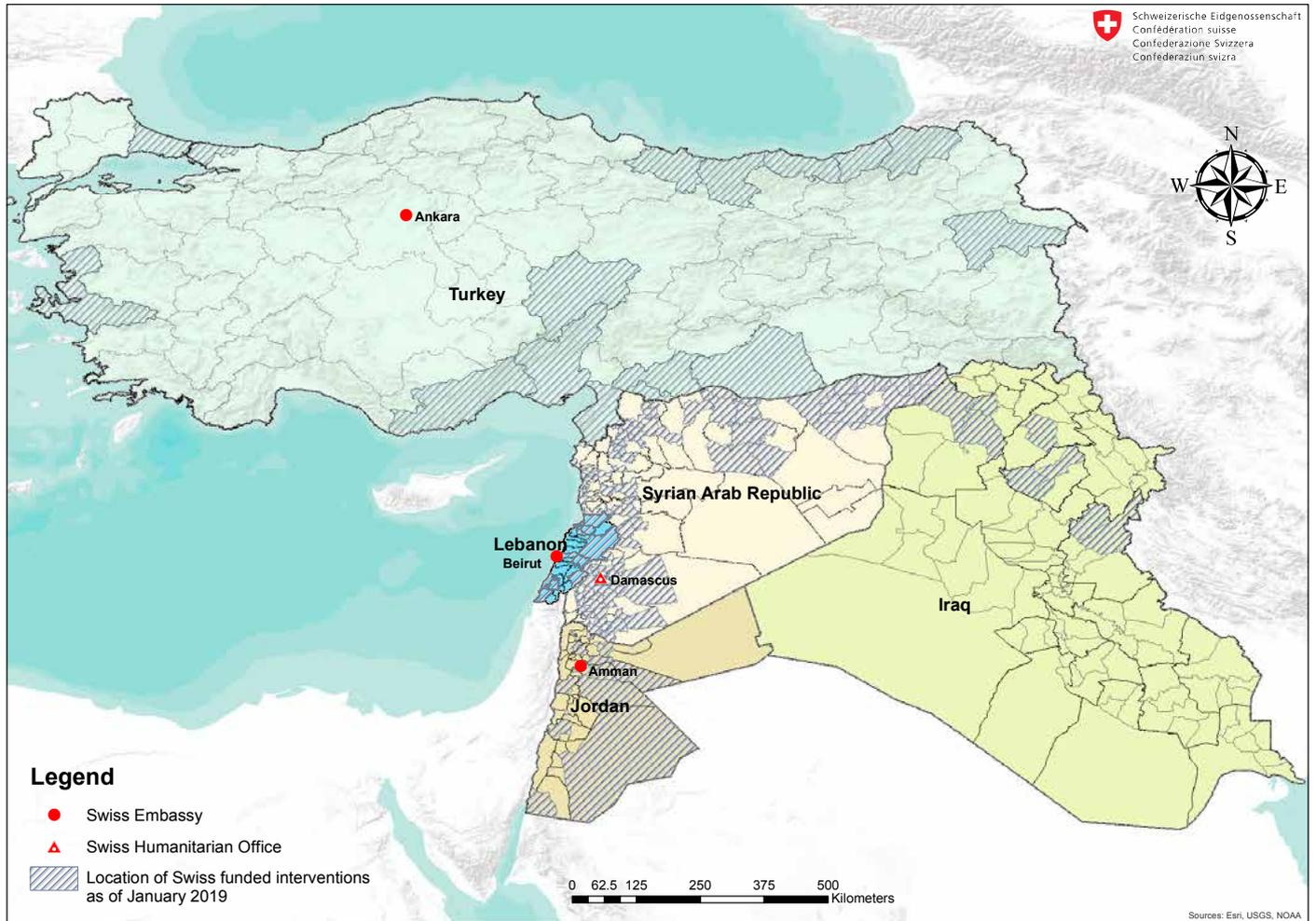
As a **long-term** contribution, Switzerland will work on reducing the root causes of conflicts and forced displacement in the region through its engagement in peace-building, human rights, and humanitarian law. Equally, its longer-term development cooperation in the areas of education and income will contribute towards the provision of improved services for all.

## **The following examples illustrate the implementation of the mandate at the project level:**

Switzerland supports multilateral and international organisations in providing legal aid to refugees and IDPs. This support allows displaced persons to regularise their legal status and to obtain necessary civil documentation. Regularisation and civil documentation reduces their risk of being forcibly returned to their country or area of origin. At the same time, these documents are a prerequisite for a possible future return on a voluntary, safe and dignified basis. It increases their ability to access services and humanitarian assistance and ensures greater freedom of movement and improved access to job opportunities.

A large number of refugees in Lebanon and Jordan are employed, predominantly in the informal sector and in low-skilled professions. Work conditions in these sectors are poor and refugees (alongside nationals as migrants) often face exploitation and serious risks to their health and wellbeing. Switzerland supports several projects that seek to improve work conditions for low-skilled workers in these countries and which aim to improve refugees’ ability to gain a living and make their stay in Jordan and Lebanon more sustainable.

# Annex 3 – Map



# Annex 4 – Acronyms

<b>3RP</b>	Regional Refugee & Resilience Plan	<b>LCRP</b>	Lebanon Crisis Response Plan
<b>ADC</b>	Aqaba Development Corporation	<b>LED</b>	Local Economic Development
<b>ACF</b>	Action Contre la Faim	<b>LRC</b>	Lebanese Red Cross
<b>AMON</b>	Middle East and North Africa Division	<b>MERV</b>	Monitoring System for Development-Relevant Changes
<b>ARI</b>	Aggregated Reference Indicator	<b>MENA</b>	Middle East and North Africa
<b>ASP</b>	All Survivors Project	<b>MEDAIR</b>	Medical Environmental Development With Air Assistance
<b>BWE</b>	Bekaa Water Establishment	<b>NFI</b>	Non Food Items
<b>CS</b>	Cooperation Strategy	<b>NGO</b>	Non-Governmental Organisation
<b>CSO</b>	Civil Society Organisation	<b>NWoW</b>	New Way of Working
<b>CSPM</b>	Conflict-Sensitive Programme Management	<b>OCHA</b>	Office for the Coordination of Humanitarian Affairs
<b>DCAF</b>	Geneva Centre for the Democratic Control of Armed Forces	<b>OXFAM</b>	Oxford Committee for Famine Relief
<b>DRR</b>	Disaster Risk Reduction	<b>PiN</b>	People in Need
<b>DEZA</b>	Direktion für Entwicklung und Zusammenarbeit	<b>PRS</b>	Palestine Refugee from Syria
<b>FAO</b>	Food and Agriculture Organisation	<b>RMT</b>	Regional Management Team
<b>FDFA</b>	Federal Department of Foreign Affairs	<b>SC/MENA</b>	South Cooperation Middle East and North Africa
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit	<b>SC</b>	South Cooperation
<b>GPFS</b>	Global Programme Food Security	<b>SDC</b>	Swiss Agency for Development and Cooperation
<b>GPMD</b>	Global Programme Migration and Development	<b>SDG</b>	Sustainable Development Goals
<b>GPW</b>	Global Programme Water	<b>SEM</b>	State Secretariat for Migration
<b>HA</b>	SDC Humanitarian Aid	<b>SGBV</b>	Sexual and Gender Based Violence
<b>HR</b>	Human Rights	<b>SHA</b>	Swiss Humanitarian Aid
<b>HLO</b>	Humanitarian Logistics Organisation	<b>TDH</b>	Terre des hommes
<b>HRL</b>	Human Rights Law	<b>TFMNE</b>	Task Force on the Middle and Near East
<b>HSD</b>	Humanitarian Security Division	<b>TICOG</b>	Technical Interdepartmental Coordination Group
<b>IASC</b>	Inter-Agency Standing Committee	<b>TP</b>	Temporary Protection
<b>ICOG</b>	Interdepartmental Coordination Group	<b>UN</b>	United Nations
<b>ICRC</b>	International Committee of the Red Cross	<b>UN IIIM</b>	International Impartial and Independent Mechanism
<b>ICS</b>	Internal Control System	<b>UNSC</b>	United Nations Security Council
<b>IDP</b>	Internally Displaced Person	<b>UNDP</b>	United Nations Development Programme
<b>IGA</b>	Interessengemeinschaft gemeinnütziger Altersinstitutionen	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organization
<b>IHL</b>	International Humanitarian Law	<b>UNFPA</b>	United Nation Population Fund
<b>IHRL</b>	International Human Rights Law	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>IRL</b>	International Refugee Law	<b>UNRWA</b>	United Nations Relief and Works Agency for Palestine Refugees
<b>ISIS</b>	Islamic State of Iraq and the Levant	<b>VC</b>	Value Chain
<b>JNCW</b>	Jordan National Commission for Women	<b>WASH</b>	Water, Sanitation and Hygiene
<b>JRP</b>	Jordan Response Plan	<b>WHS</b>	World Humanitarian Summit
<b>KRI</b>	Kurdistan Region of Iraq	<b>WoGA</b>	Whole of Government Approach

## Annex 5 – End Notes

- 1 For the purposes of this document, “Middle East” refers only to Syria, Lebanon, Jordan, Iraq, and Turkey where the Swiss programme is being implemented.
- 2 Mixed Migration Centre (MMC): Monthly Summary Middle East, July 2018; UNHCR; UNRWA.
- 3 Human Rights Watch, Syria Observatory for Human Rights.
- 4 Syrian Arab Republic Humanitarian Response Plan (SHRP) 2018.
- 5 Ibid. These figures include displaced and non-displaced but vulnerable populations.
- 6 Humanitarian Needs Overview 2019.
- 7 Jordan Response Plan.
- 8 <https://data2.unhcr.org/fr/documents/download/61932>.
- 9 This census was conducted by the Lebanese-Palestinian Dialogue Committee (LPDC). The UNRWA refugee registration figure is closer to 450,000, as it includes all registered refugees registered (including those living outside of the camps and gatherings as well as those who have left the country but who retain their refugee status).
- 10 For an overview of the humanitarian needs of Syrian refugees in Iraq see: Durable Solution Platform, Far from Home Future Prospects of Syrian Refugees in Iraq, January 2019.
- 11 Ibid.
- 12 Definition in the box from: [https://reliefweb.int/sites/reliefweb.int/files/resources/ICVA\\_Nexus\\_briefing\\_paper%20%28Low%20Res%29.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/ICVA_Nexus_briefing_paper%20%28Low%20Res%29.pdf).
- 13 <https://www.unhcr.org/lb/wp-content/uploads/sites/16/2018/12/VASyR-2018.pdf>.
- 14 <https://reliefweb.int/report/jordan/unhcr-jordan-factsheet-february-2018>.
- 15 <https://reliefweb.int/report/turkey/unicef-turkey-2018-humanitarian-results>.
- 16 The overall strategic orientation is guided by the values of the Swiss foreign policy, the Federal Dispatch for Switzerland’s International Cooperation 2017-2020, by the SDG and the development effectiveness agenda.
- 17 [https://www.eda.admin.ch/dam/eda/en/documents/publications/MenschenrechtshumanitaerePolitikundMigration/Strategie-zum-Schutz-der-Zivil-bevoelkerung-in-bewaffneten-Konflikten-2013\\_en.pdf](https://www.eda.admin.ch/dam/eda/en/documents/publications/MenschenrechtshumanitaerePolitikundMigration/Strategie-zum-Schutz-der-Zivil-bevoelkerung-in-bewaffneten-Konflikten-2013_en.pdf).
- 18 [www.fts.unocha.org](http://www.fts.unocha.org).
- 19 [https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s\\_res\\_2254.pdf](https://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/s_res_2254.pdf).
- 20 While IHL applies exclusively in situations of armed conflict, IHRL apply at all times (only certain human rights can be temporarily derogated).
- 21 Explanation on Durable Solutions in the box: [http://earlyrecovery.global/sites/default/files/durable\\_solutions\\_in\\_practice\\_-\\_handbook\\_sept\\_2017\\_0.pdf](http://earlyrecovery.global/sites/default/files/durable_solutions_in_practice_-_handbook_sept_2017_0.pdf)
- 22 Since 2013, Switzerland has received more than 10,000 refugees from Syria through the issuance of humanitarian visas and the admission of vulnerable persons through the resettlement programme. From December 2013 to the end of August 2018, 2,733 people were admitted to Switzerland through the resettlement programme. In December 2018, the Federal Council decided that another 800 refugees, particularly from Syria, will be admitted to Switzerland in 2019 through the resettlement programme.
- 23 A corridor approach takes in to account the whole migration corridor, from the country of origin to the country of destination. It aims at tackling the challenges of migration in a holistic way. GPMD, for example, therefore works in countries of origin as well as in countries of destination in relation to the migration corridor South Asia and Middle East.



## Imprint

Editor:

Federal Department of Foreign Affairs FDFA

**Swiss Agency for Development and Cooperation SDC**

3003 Bern, Switzerland

[www.sdc.admin.ch](http://www.sdc.admin.ch)

Design:

Visual Communication FDFA, Bern

Cover:

Syrian refugee children looking into Syria, SDC cash for hosting project,  
Akroum village, Lebanon. © SDC

Specialist contact:

Swiss Agency for Development and Cooperation SDC

Humanitarian Aid and SHA

Effingerstrasse 27, 3003 Bern

[deza@eda.admin.ch](mailto:deza@eda.admin.ch)

This publication can be downloaded from the website [www.sdc.admin.ch](http://www.sdc.admin.ch)  
(heading "Publications").

Bern, 2019 / © SDC