ABBREVIATED COUNTRY DEVELOPMENT COOPERATION STRATEGY (CDCS)

DECEMBER 2016 – DECEMBER 2019
I. SUMMARY

The United States Government (USG), through the United States Agency for International Development (USAID), supports the Government of Sri Lanka (GSL) at this historic juncture in its efforts to implement critical reforms in democracy, governance, reconciliation, and equitable economic development. Immediately following the 2015 Presidential election, the GSL initiated a reform agenda which provides the framework for advancements in human rights, economic equality, reconciliation, and stability that were inconceivable the year before. The result of the subsequent parliamentary elections in 2015 - a new coalition government - further signaled Sri Lankans’ commitment to sustaining democratic progress. While the coalition government has made substantive progress in many areas, including increased space for civil society, media freedom, restoration of rule of law, and passage of the Office of Missing Persons and the Right to Information Bills, it faces a limited window of time to implement its broad and ambitious reform agenda. The GSL-led recovery from the 26-year long civil war, including reconciliation efforts, assistance for the war-affected population, and economic growth in war-torn and impoverished rural provinces is essential to ensure the GSL’s continued progress on these fronts.

The CDCS is a multi-year strategy that reflects USAID collaboration with the GSL to focus investment in key areas of democratic reform and economic growth that will shape the country’s overall stability and prosperity. USAID will transition its programming from relief to development, and from a narrow geographic focus in the North and East, to an island-wide focus on areas of highest need. The USG stands ready to provide critical assistance to help Sri Lanka achieve the development gains described in this strategy.

II. DEVELOPMENT CONTEXT, CHALLENGES, AND OPPORTUNITIES

GEOGRAPHY & POPULATION

Sri Lanka lies 18 miles off the southeastern coast of India. Roughly 25,000 square miles, the island has a mountainous south-central region and low-lying northern, eastern, and southwestern coastal plains. Monsoons produce two rainy seasons with an average annual rainfall of 100 inches.

Sri Lanka has a population of more than 22 million people; approximately 74.9 percent are Sinhalese, 11.2 percent are Sri Lankan Tamil, 9.2 percent are Sri Lankan Moors, and 4.2 percent are Indian Tamils.¹ Most Sinhalese are Buddhists; most Tamils are Hindus; most Moors are

Muslim. Christians include both Sinhalese and Tamils. The population is 48.5 percent men and 51.5 percent women. Sri Lanka has a fairly even distribution of age groups across the population. Many of the country’s development indicators are positive (and often some of the best in the region): (a) the national literacy rate is 97 percent; (b) the life expectancy at birth is 75.1 years; (c) the gender inequality index is 0.4; (d) the unemployment rate is 4.2 percent; (e) the poverty rate is 8.9 percent; (f) Gross Domestic Product (GDP) per capita income is $3,818; (g) the primary school enrollment rate is 98 percent; and (h) the Human Development Index rate for 2014 is 0.757 and rank is 73.

POLITICS AND CONFLICT

Colonized first by the Portuguese, then the Dutch, and lastly the British, Sri Lanka obtained independence in 1948. Early achievements in the post-independence era include having the world’s first female Prime Minister in 1960. Ethnic tension between the majority Sinhalese and minority Tamils was brought to the fore by the Sinhala Only Act of 1956, which recognized Sinhala as Sri Lanka’s only official language. It spurred repeated communal violence, first in 1958, and eventually culminated in a 26-year civil war that affected the entire country and devastated much of the north and east. The war ended with the government’s military victory in 2009 amidst accusations both the government and the insurgent Liberation Tigers of Tamil Eelam (LTTE) had committed human rights violations. In 2004, Sri Lanka suffered significant destruction during the Indian Ocean tsunami, with more than 30,000 deaths and significant damage to homes, businesses, and infrastructure in the north, east and south of the country.

After decades of ethno-religious conflict, social cohesion remains a major challenge in Sri Lanka. The post-war government focused on economic recovery, but not on reconciliation and inclusion. Building social cohesion in the Sri Lankan context means supporting the peaceful coexistence of all Sri Lankans, who are religiously (majority Buddhist, with Hindus, Christians, Muslims, and others), ethnically (majority Sinhalese, with Tamils, Moors, and others), and linguistically diverse. Social cohesion includes fostering a Sri Lankan identity that supports unity and inclusion, and creating a shared sense of investment in the country’s future through equitable and inclusive prosperity. Sri Lanka also needs to address post-conflict issues including gender-based violence and hardships affecting youth and female heads of households.

Social cohesion also requires social inclusion where all communities, including marginalized groups such as women and girls, Lesbian, Gay, Bisexual, Transgender, and Intersex (LGBTI) individuals, people with disabilities, and all ethnic, linguistic, and cultural groups have equal opportunities to participate in political, economic, and cultural life. The Tamil minority is primarily located in Sri Lanka’s north and east, and the highest rates of poverty occur in those

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same areas and in pockets of the south, therefore Sri Lanka must address geographic divides by ensuring sound national policies and broad-based economic opportunities reach the widest range of Sri Lankan citizens. With several political groups exploiting ethnic and religious divides for political gain, university students clashing along ethnic lines as recently as July 2016, and meaningful political solutions to representation still not achieved, progress towards social cohesion remains essential for Sri Lanka’s stability. Multiple stakeholders, including the private sector, government, civil society, and the international community, recognize that without social cohesion, democratic and economic gains in Sri Lanka are unsustainable.

Post-war economic growth was fueled primarily by large-scale infrastructure investments, but tainted by widespread allegations of corruption and increasing repression of civil society, media, and ethnic minorities. After calling for early elections in January 2015, President Mahinda Rajapaksa was unexpectedly defeated by a narrow popular margin by a member of his own Sri Lanka Freedom Party (SLFP), Maithripala Sirisena, whose victory was made possible due to overwhelming support from the country’s minority communities. Support for the coalition was reaffirmed by August 2015 Parliamentary elections, when Rajapaksa’s faction failed to gain a Parliamentary majority.

Current situation

The January 2015 Presidential and August 2015 Parliamentary elections resulted in a coalition national unity government between President Sirisena’s SLFP, supported by allied parties, and Prime Minister Wickremesinghe’s United National Party (UNP). This is the first time since independence the two major traditional rivals in Sri Lankan politics – UNP and SLFP – formed a coalition.

Nearly two years later, Sri Lanka has made progress on human rights and reconciliation among Sri Lanka’s ethnic and religious groups. In September 2015, the Government co-sponsored Resolution 30/1 at the United Nations (UN) Human Rights Council in Geneva to strengthen good governance, foster reconciliation, promote human rights, establish accountability under the rule of law, and ensure non-recurrence of conflict. The government has made tangible progress toward the mechanisms in Resolution 30/1, but will not have completed all of its commitments before the UN review in March 2017. Notable achievements include land releases, the issuance of a presidential directive on proper police procedures, the resettlement of some displaced persons, and passage of the Right to Information Bill and the Office of Missing Persons Act. Addressing transitional justice, reparations, and war crimes are politically volatile and require sustained effort and political capital.

4 For full text and attachments, go to http://ap.ohchr.org/documents/dpage_e.aspx?si=A/HRC/RES/30/1
Sri Lanka also made progress in governance and institutional reforms which were outlined in President Sirisena’s 100-Day Plan. Chief among these milestones are: (a) Cabinet approval of the 19th Amendment which dismantled parts of the executive presidency and restored many independent institutions; (b) release of nearly 4,700 acres of private land seized by the military; and (c) creation of the Financial Crimes Investigation Division to investigate fraud and corruption. In addition, all of the permanent checkpoints throughout the country have been closed and the national anthem is now sung in both Sinhala and Tamil. Civil society and media are enjoying unprecedented levels of freedom. Colombo-based civil society is engaged in assisting with implementation of new reforms. Civil society representatives were included in the constitutional council, the Consultation Taskforce on Reconciliation, and other bodies contributing to the democratic reform and reconciliation processes. Many of the organizations contributing to reforms are current or past recipients of USG support.

In January 2016, President Sirisena announced to Parliament that he wanted to formulate a new constitution for the country to redress economic development challenges and longstanding issues that prevented full social inclusion of the country’s minority populations. For Tamils in particular, the constitutional reform process provides an opportunity to secure a better social contract by revisiting longstanding demands for devolution of central government power to the provinces and a merger of the Northern and Eastern Provinces. Parliament approved a proposal in March to convert itself into a "Constitutional Assembly" tasked with debating and drafting the new constitution, and Prime Minister Wickremesinghe also approved a 24-member Public Representations Committee to collect public input on 20 of the current constitution’s most contentious issues. After two months of nationwide consultations, the committee found there was significant public consensus that the constitutional reform process should strengthen rule of law, expand fundamental human rights, and prioritize the reconciliation process. However, it found there was still widespread disagreement on the preeminent status of Buddhism, the scale of power devolution, and whether Sri Lanka should be a federal or unitary state. The committee submitted its final report for consideration by the Constitutional Assembly in May and, after months of deliberations, the Assembly is reportedly in the final stages of discussions and drafting and expects to submit a draft for parliamentary and provincial-level approvals, followed by a public referendum.

In October 2015, Sri Lanka became the 68th member country of the Open Government Partnership (OGP) initiative. Flowing from the OGP mandate, Sri Lankan civil society has been provided with the opportunity to collaborate with the government to create a two-year national action plan (NAP) for government commitments. In the Open Government Declaration, GSL expressed its commitment to “the principles enshrined in the Universal Declaration of Human Rights, the UN Convention against Corruption, and other applicable international instruments related to human rights and good governance.” The NAP will be governed by an internationally recognized and independently reviewed timeframe.
Although progress has been made, the national unity government remains vulnerable to internal strife and pressure from factions aligned with the previous government. Former regime leaders remain active in politics as Members of Parliament or civil servants and are popular among a significant segment of the Sinhalese voter base, especially in the poorer rural areas. The national unity government also faces high profile challenges, including addressing past human rights abuses, slow progress on national reconciliation and accountability, public impatience with economic inequalities, lack of prosecution for corruption, and continued discrimination against minority populations.

With its strategic location in the Indian Ocean, Sri Lanka stands to play key roles in regional security, economic connectivity, and serving as a reliable partner in global peacekeeping and counterterrorism efforts through UN Peacekeeping Operations. In time, Sri Lanka could be a powerful voice on behalf of post-conflict countries who want to preserve democratic, transparent, and rules-based order.

**ECONOMY**

Economic growth in Sri Lanka has been among the fastest in South Asia in recent years. Growth averaged 6.3 percent between 2002 and 2013, with GDP per capita rising from $859 in 2000 to $3,256 in 2013. Sri Lanka’s economy grew by 4.4 percent in the first quarter of 2015 and 6.7 percent in the second quarter. However, growth in recent years has been due in large part to the end of the conflict and is inconsistent across the country, with poverty rates above 20 percent in multiple districts in the conflict affected North and East, and in certain areas of the South. The World Bank estimates that more than 40 percent of the population earns less than 225 rupees ($1.54) per day.

Sri Lanka was designated a lower-Middle Income Country (MIC) by the World Bank in January 2010. GSL has increased engagement in international trade as demonstrated by both ratifying the World Trade Organization’s Trade Facilitation Agreement and meeting with USG on the Trade and Investment Framework Agreement in 2016. Sri Lanka is now focusing on long-term strategic and structural development challenges as it strives to transition to an upper MIC. Key challenges include large budget deficits, insufficient tax revenue, limited investment, and insufficient regional integration. In June 2016, the International Monetary Fund approved a $1.5 billion loan for relief on its balance of payments crunch, and the GSL agreed to increase taxes, ease trade restrictions, reform state enterprises, and more. The government will also need to develop its human capital, realign public spending and policy with the needs of a lower MIC, enhance the role of the private sector, provide an appropriate environment for increasing productivity and exports, and ensure that growth is inclusive.

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5 [http://www.adb.org/countries/sri-lanka/economy](http://www.adb.org/countries/sri-lanka/economy)
The national unemployment level is low at 4.4 percent, but this masks significant regional, gender, and age disparities. Unemployment rates are considerably higher than the national average in poverty-stricken districts in the conflict-affected northern and eastern part of the country and in the south. Women’s labor force participation is half that of men’s (35 percent and 73 percent respectively), even though women outperform men in school and college graduation rates, reflecting societal and institutional gender biases that also limit women’s political participation. Youth unemployment is a staggering 20.3 percent for those aged 15-24, while the unemployment rate over the age of 40 is less than 1 percent.\(^7\) Going forward, Sri Lanka’s challenges as a lower MIC differ from what it previously faced as a successfully developing lower income country emerging out of conflict. An improved business enabling environment and successful partnerships with the private sector are key to sustainable economic growth.

Future economic growth will also require structural changes in the economy, including greater economic diversification and increased productivity. GSL has increased its focus on the agriculture sector, which currently employs a third of the population, as its development and modernization could be an economic driver for the entire country. Although Sri Lanka has excelled in overcoming human development challenges typical to a low-income country, its service delivery systems in education, health, and other areas must now adjust to face new and changing demands typical of a lower MIC.\(^8\)

### GENDER EQUALITY, SOCIAL INCLUSION, AND YOUTH

Sri Lanka presents a mixed picture in terms of gender equality, with impressive achievements in education and health statistics at odds with the low rates of political and workforce participation by women, as well as high rates of gender based violence. Sri Lanka’s positive development achievements related to gender and social inclusion include almost universal primary education, a dramatically reduced maternal mortality rate (currently 30 deaths per 100,000 live births per 2015 estimate), and a literacy rate of 92.6 percent in 2015.\(^9\) Citing gender equity in these strong education and health results, and a historical benchmark of electing the world’s first female head of government, it is often said that Sri Lankan women enjoy a relatively higher status than their counterparts in many other developing countries. However, gender disparities remain, such as under-representation in political and decision-making bodies, as only six percent of the national legislature representatives are women.\(^10\) Even though women outperform men in education, women are only a third of the workforce and face a significant wage gap.

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\(^8\) http://www.worldbank.org/en/country/srilanka/overview


Twenty-six years of conflict, followed by the displacement of hundreds of thousands of people, loss of assets, livelihoods, and incomes, breakdown of the social fabric in marginalized communities, migration of women in search of work, and lack of security sector and police reform, have resulted in a high rate of gender based violence in Sri Lanka. Female children, the disabled, war widows, and LGBTI people are especially vulnerable to harassment and violence.

Homosexuality remains illegal in Sri Lanka under Section 365(A) of the Penal Code, and convictions are punishable by a jail term of up to ten years, although LGBTI persons are rarely incarcerated under the Penal Code. Due to social stigma and prejudice surrounding issues of sexual orientation and gender identity, members of the LGBTI community are often denied their basic rights, are reluctant to access goods and services, and are driven to risky behaviors and dangerous coping mechanisms. High unemployment and school dropout rates are also prevalent.

Similarly, there is limited social inclusion for the approximately 8-10 percent of Sri Lankans suffering from physical and mental disabilities. The prevalence of people with disabilities (PWDs) is very high in the Northern and Eastern provinces, where landmines and unexploded remnants of war took a heavy toll on the combatant and civilian population alike. While needs in these two provinces are significant, the entire country suffers from limited availability of services and low capacity among available service providers. PWDs are among the poorest and the most marginalized people in Sri Lanka, as government assistance for this vulnerable group is minimal and only a limited number of NGOs are available to provide services. PWDs also face significant social, religious and cultural stigma at the community level as a result of their status, and have limited access to health care, education, employment, and social integration.

Youth also face marginalization in the economic and political spheres. Unemployment is the most significant issue facing youth. Major causes include an education system (including technical and vocational education) that does not adequately prepare students for the workplace and poor information on labor market needs and economic sector trends. Under-employment is particularly problematic for the poor, rural, less educated, and women. Youth aspirations are out of line with the realities of the labor market, and migration both domestically and internationally is becoming more popular due to lack of opportunities at home. Youth also have significant reproductive and mental health concerns, with more than half of youth unaware of service availability. If left unaddressed, health and reproductive issues can negatively affect employment prospects for youth.

Memories of the bloody quelling of Maoist uprisings in the Sinhalese rural areas in 1972 and 1989 remain fresh in the minds of many, and the fear of youth as a force to destabilize the country persists. The structures that should enable youth engagement, such as the youth societies

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11 2012 Census
and youth councils, are used instead to limit youth as a political force. As a result, youth are increasingly disengaged from civic and political participation.

Sri Lanka’s advancement to an upper MIC ultimately hinges on investing more in gender equality and social inclusion protections more broadly. Women, young people, the LGBTI community, and people with all levels of physical and mental ability need more opportunities to be active participants in the country’s economic development and political processes.

CLIMATE IMPACTS AND VULNERABILITIES

Climate change is a cross-cutting issue that can undermine development progress. Changes in temperature and precipitation patterns can significantly impact agriculture, straining food security and livelihoods. Historical records from 1974-2004 indicate that both floods and droughts are increasing. In the last 30 years, floods have affected more than 10 million people; droughts have affected more than 6 million people; and increased rainfall intensity and forest cover reduction have led to increases in landslides. Changing rainfall patterns can also shift the geographic range and incidence of vector-borne diseases. Sea level rise and storm surge can harm vital coastal ecosystems, infrastructure, and settlements. The impacts of climate change can also compound pre-existing and overlapping social, political, and economic stresses.

The GSL has demonstrated its commitment to reducing the impact of climate change by submitting its Intended Nationally Determined Contributions to the United Nations Framework Convention on Climate Change ahead of the 2015 Paris Climate Conference. Sri Lanka also reaffirmed its commitment to keeping global warming below 2°C by submitting its Nationally Determined Contributions in March 2016, which commits GSL to reduce greenhouse gas emissions by 7 percent by 2030, or up to 23 percent with international support.

III. ASSISTANCE TO SRI LANKA

The U.S. has invested more than $2 billion in Sri Lanka since the first bilateral economic assistance agreement was signed in 1956. Over the past 60 years, USAID assistance has waxed and waned with political and U.S. budget realities in the areas of agriculture, enterprise development, governance, environment and natural resources, health, education, and humanitarian assistance. USAID has been a critical donor during pivotal moments, providing more than $135 million in assistance after the 2004 tsunami and increasing assistance following the May 2009 peace declaration ending Sri Lanka’s 26-year civil war.
In mid-2015, the GSL requested a diverse slate of assistance from USG. Signaling widespread support for this foreign policy priority, the U.S. responded with $40 million\textsuperscript{12} in assistance that Secretary Kerry announced during his May 2015 visit. During his visit, the Secretary celebrated the re-energized bilateral relationship between the two governments and cited key areas of cooperation: reconciliation, justice and accountability, the advancement of human rights, strengthening of democratic institutions, and broadening economic growth and investment.\textsuperscript{13} Planned program resources will augment USAID’s previous portfolio of activities, which are in the final stages of implementation, and current activities that were implemented shortly after the parliamentary elections in response to GSL requests.

Other USG agencies and organizations, including Departments of State and Commerce, are also exploring how to address specific needs in rule of law, trade, and other areas. The State Department is supporting efforts in demining, enhancing strategic trade control systems, and strengthening of the military. In December 2016, the Millennium Challenge Corporation Board of Directors selected Sri Lanka as eligible to develop a compact, and Peace Corps visited Sri Lanka in October 2016 to consider establishing a program. In addition, the House Democracy Partnership, a bipartisan commission of the U.S. House of Representatives that works with legislatures around the world to support peer-to-peer exchanges and training seminars, announced its support of Sri Lanka joining as the 18\textsuperscript{th} member, which was signed on September 14, 2016.

DEVELOPMENT PARTNER COORDINATION AND AID EFFECTIVENESS

In the last five years, the international donor presence in Sri Lanka (including both staff and allocated resources) reduced significantly due to: (a) an increasingly challenging and repressive operational space under the former government; (b) the designation of Sri Lanka as a lower MIC by the World Bank; and (c) more pressing international crises (Syria, etc.) with similar or decreasing resources for international assistance overall. In 2014, the total international assistance commitment to Sri Lanka was approximately $5.8 billion, which included 34 loan agreements. The largest partners were China (22%), Japan (18%), Asian Development Bank (18%), World Bank Group (14%), and India (10%).\textsuperscript{14}

With the dramatic change in operational realities and international interest in Sri Lanka, donor engagement has increased significantly in the last year, with positive outcomes. While the previous administration courted only those donors providing large-scale infrastructure projects,

\textsuperscript{12} Fiscal year 2016 Funds

\textsuperscript{13} Secretary John Kerry’s speech to Sri Lankans at the Taj Hotel in Colombo, Sri Lanka on May 2, 2015, entitled “Strengthening The U.S.-Sri Lanka Partnership For Human Rights And Lasting Peace.”

\textsuperscript{14} Performance Report, Department of External Resources, Ministry of Policy Planning, Economic Affairs, Child, Youth, and Cultural Affairs (July 2015) and World Bank Group staff calculations
the current government is actively reaching out to the broader donor community. GSL representatives – from the External Resources Department, the Ministry of National Planning and Economic Affairs, the Office of National Unity and Reconciliation, and line Ministries – are leveraging existing donor coordination structures such as the Development Partners Forum, the Bilateral Donor Group, and the Thematic Working Groups to discuss future plans. USAID will continue to play an active role in donor assistance coordination to ensure maximum programmatic impact and avoid duplication in projects, areas of implementation, and services. USAID will focus on leveraging resources from multiple donors and the private sector to ensure Sri Lanka’s priorities are addressed and national programming needs are covered.

USAID programs will support democratic and economic reforms outlined in the Sri Lanka National Development Plan (2016-2020) through the strengthening of country systems and processes, and in coordination with the International Monetary Fund, World Bank and other donors, in the areas of public financial management, public accountability, and policy reform and implementation.

**CDCS DEVELOPMENT**

To inform and develop its strategy in a changing operational environment, USAID relied on recent assessments of the Sri Lankan development and operational context, as well as evaluations done on previous projects. To gather more detailed technical information in specific areas and guide the strategic application of limited resources for maximum impact, USAID also conducted further analyses and assessments, as well as a number of informal stakeholder discussions.

In February 2016, USAID hosted a CDCS in-country workshop facilitated by the staff of the USAID Office of Policy Planning and Learning, the USAID/Asia Bureau’s Strategic Planning and Operations Office, and the USAID Program and Policy Support Office in Sri Lanka. The discussions provided guidance for developing the CDCS and led participants through the development of a detailed results framework (see below). The key takeaways from the workshop were: 1) the need for USAID to broaden its implementation scope, particularly in terms of geography, to ensure more geographic balance; 2) the need to leverage limited funding by use of partnerships and innovations; and 3) the need to keep USAID’s priorities in sync with GSL priorities.

In March 2016, USAID presented the CDCS draft results framework to representatives of 13 GSL line ministries, hosted by the State Minister for National Planning and Economic Affairs. The GSL endorsed the results framework. As the coalition government continues to formulate its development policy and national priorities, USAID expects additional requests for assistance to be forthcoming. As a result, USAID programming and the strategy described in this CDCS is flexible enough to accommodate the GSL’s evolving needs.
Stakeholder discussions and analytical work enforced the idea that social cohesion will be the lynchpin of development success in Sri Lanka. Therefore, USAID/Sri Lanka’s approach fosters social cohesion, inclusion, and reconciliation, and focuses on satisfaction with civic life, human security including economic security, trust in public institutions, intergroup relations, and social threats. This work is grounded in analytical work that USAID and other donors, including UNDP, funded in post-conflict societies. In this approach, a cohesive society works towards the well-being of all its citizens, fights exclusion and marginalization, creates a sense of belonging, promotes trust, and offers its members the opportunity of upward mobility.

USAID’s approach in this CDCS also reflects the new focus on using innovation and partnership to leverage limited USG funds for maximum development impact across the nation. Programming will be focused in two key areas: 1) a strengthened partnership between the state, civil society, and citizens, reflected by a more responsive legal system, robust civil society, and government bodies and civil society able to deliver services to all constituents; and 2) equitable economic growth, especially in conflict-affected and economically disadvantaged areas around the country. With innovation and partnership at its core, this strategy will provide high impact engagement opportunities in economic growth, democracy, rights, and governance, international trade, transitional justice, and reconciliation programming that ensure a stable and democratic Sri Lanka.

IV. GOAL STATEMENT & DEVELOPMENT HYPOTHESIS

Given the context, challenges, and opportunities explained above, USAID/Sri Lanka sets as the overarching goal of the CDCS:

*Strengthened democratic governance and broad-based economic growth to support an inclusive and prosperous Sri Lanka.*

Sri Lanka is at a historical junction. The civil war is over and a democratic, reform-minded unity government is in position to leverage Sri Lanka's human capital, geographic location, and natural resources to develop into a prosperous, peaceful, and inclusive country. Vital to this transformation is strengthening government institutions, policies, and staff capacity and strengthening avenues by which citizens engage their government, such as through the media and civil society.

Equally important to stability and the success of the new reform agenda is tangible economic growth that gives the entire population a stake in the success of the country. Improved governance and economic opportunity will help to cement social cohesion by offering widespread opportunities for upward mobility. The crux of this USAID strategy is to seize this opportunity to strengthen GSL capacity while solidifying social cohesion to improve the well-being of all Sri Lankans. It does so with a two-pronged approach that focuses both on 1)
national-level efforts to improve policy and strengthen democratic and economic institutions and their staff, and 2) community-based support to livelihoods, enterprise development, community-based organizations, and vulnerable populations. National democratic reform efforts and community based support are mutually reinforcing and equally critical to the success of this strategy.

USAID’s critical assumptions to achieve the goal statement include:

- The security situation remains adequately stable to allow ongoing implementation of projects and activities.
- The reform-minded government coalition remains in place or a new government still provides a conducive operating environment.
- There are no new major disasters, natural or man-made.
USAID RESULTS FRAMEWORK for 2017-2019

USAID/Sri Lanka CDCS Goal Statement

Strengthened democratic governance and broad-based economic growth to support an inclusive and prosperous Sri Lanka

DEVELOPMENT OBJECTIVE ONE

DO #1: Strengthened democratic governance and social cohesion

IR 1.1
Strengthened Sri Lankan-led efforts to build a more inclusive and resilient society

IR 1.2
Strengthened key democratic government institutions

IR 1.3
Increased civil society and media advocacy and oversight

DEVELOPMENT OBJECTIVE TWO

DO #2: Sustained and inclusive economic growth

IR 2.1
Improved policy and regulatory environment for trade and investment

IR 2.2
Strengthened enterprise competitiveness, especially in rural areas and secondary cities

IR 2.3
Improved workforce capacity to meet market demand
DEVELOPMENT OBJECTIVE ONE: STRENGTHENED DEMOCRATIC GOVERNANCE AND SOCIAL COHESION

If the Mission supports the inclusion of marginalized groups, strengthens key institutions of democratic governance, and increases advocacy and oversight through civil society and the media, then Sri Lanka will strengthen democratic governance and social cohesion.

Intermediate Result (IR) 1.1 Strengthened Sri Lankan-led efforts to build a more inclusive and resilient society
IR 1.2 Strengthened key democratic government institutions
IR 1.3 Increased civil society and media advocacy and oversight

Illustrative outcomes:

- Parliamentary oversight of the executive promotes accountability
- Anti-corruption, judicial, and public service bodies function effectively and with minimal political interference
- Increased opportunities for civil society to engage in policy formulation, implementation, and oversight
- Increased government responsiveness to citizens at the local level
- Increased capacity of local service and advocacy organizations serving vulnerable or at-risk populations (vulnerable children, ex-combatants, victims of war, victims of torture, the disabled, etc.)

Protecting citizens’ rights and restoring effective and trusted governance, especially in the North and East, remain key GSL priorities. To achieve a unified nation with a strong foundation for a just and lasting peace, Sri Lanka must rebuild the capacity of government institutions and revitalize and/or establish independent commissions to perform key policy and oversight functions, enforce the rule of law, ensure the equitable provision of government services to all communities, and work in partnership with civil society leaders and organizations, including those that support women, the disabled, LGBTI, and youth.

GSL demonstrated commitment to good governance and long-term reconciliation with the creation of the Office of National Unity and Reconciliation, the appointment of civil society members to the Constitutional Council and the reconciliation task force, and the launch of trilingual websites for collecting public input on constitutional reform and transitional justice proposals. Last year the Parliament passed an Office of Missing Persons Bill and the Right to Information Act.

GSL demonstrated increased tolerance and tangible actions on a number of democratic values and human rights issues, of which the most critical is the co-sponsoring of the U.N. Resolution on Reconciliation, Accountability, and Human Rights in Sri Lanka. GSL has resumed
investigations into high-profile disappearances, endorsed international principles on protection of civilians, and adopted the international convention for the protection of all persons from enforced disappearances. There remains a great need to strengthen citizen engagement in the public space.

USAID will have positive impact in this new political environment by maximizing opportunities to support the GSL’s efforts to strengthen the rule of law, support the judiciary and Parliamentary reforms, strengthen protection of human rights, and improve access to legal assistance. USAID will strengthen participatory processes between citizens and government to improve decision-making, oversight and service delivery, support reconciliation processes, and reduce barriers to women’s and other marginalized populations’ participation.

IR 1.1 Strengthened Sri Lankan-led efforts to build a more inclusive and resilient society

USAID will build upon its experience in supporting war-affected communities and other vulnerable populations to promote social cohesion and reconciliation. USAID will help promote a cohesive Sri Lankan identity that embraces diversity and unity among all ethnic, religious, and linguistic communities across the country. USAID will also work to minimize social disparities through fostering social inclusion and supporting initiatives that address the marginalization of excluded communities including: women, survivors of gender-based violence, war widows, ex-combatants, unemployed youth, persons with disabilities, and individuals with psychosocial needs. USAID will take measures to bring the voices of youth and women into GSL’s reconciliation processes, as both voices are largely still marginalized. The Mission will support local institutions, policy research, services, and advocacy initiatives that address the needs of vulnerable communities, and seek opportunities to develop or disseminate innovations and technology that can assist in achieving these objectives.

An inclusive society is a resilient one, as all groups have access to resources and opportunities. In Sri Lanka, an increasingly common challenge to resilience is climate change related weather disasters. Climate change is shifting rainfall patterns in Sri Lanka, resulting in increased rates of both floods and droughts. The USG has provided critical and quick relief to support affected communities and GSL when disasters strike. USAID will continue to support disaster risk reduction programming in Sri Lanka to build the resilience of communities and individuals vulnerable to climate change, such as by helping improve access to clean drinking water and hygiene for Sri Lankans most vulnerable to droughts and floods.

IR 1.2 Strengthened key democratic government institutions

USAID will support key GSL policy reform priorities, promoting democratic governance and accountability in Sri Lanka by strengthening country systems and processes. The Mission seeks to bolster GSL’s capability to communicate with the public, including marginalized groups; improve GSL’s effectiveness, transparency, and accountability in the delivery of public services
to all of its citizens; strengthen GSL’s ability to incorporate public participation in policymaking; and reduce opportunities for, and incidences of, corruption in public sector institutions. Besides supporting GSL’s national and sectoral development plans consistent with program objectives, USAID will support Sri Lanka’s implementation of constitutional, parliamentary, and good governance reforms, including those aligned with the Open Government Partnership.

With Parliament, USAID will support the GSL’s democratic reforms by providing specific and limited assistance directed at strengthening the democratic performance, effectiveness, transparency, accountability, and responsiveness of the Parliament of Sri Lanka as proposed in the 19th Amendment to the Constitution. USAID will continue to support inclusive and gender-sensitive reforms to increase participation of women and other underrepresented groups in government, such as the recent change to the local elections law that instituted a 25% quota for female electoral candidates in local elections, addressing the challenge that Sri Lankan women only make up 1.6% of current local elected positions.

In the justice sector, USAID seeks to promote the rule of law by strengthening justice sector institutions and improving the quality of the services delivered. USAID seeks to strengthen the independence of the judicial system, improve the effectiveness of justice sector institutions and actors, enhance the quality and diversity of the legal profession, and increase public oversight and citizen engagement of the judicial system. Programming will support policy reform, including a national justice reform strategy, strengthen standards and procedures that safeguard judicial independence, and promote appropriate use of technology. Efforts in this IR will include identifying barriers to women entering the legal profession. Currently, there are more female than male law graduates but far fewer women practicing law. Under this strategy, USAID will engage with judicial institutions to identify and overcome those barriers.

USAID will support Sri Lanka’s election management body (EMB) in its transition to an independent public commission. Assistance will build the EMB’s institutional capacity to administer credible and inclusive elections in Sri Lanka and improve the content and efficacy of voter education programs.

Support to democratic institutions is dynamic as multiple new democratic institutions were created and are only now starting to operate. As support to democratic institutions is key to achieving this DO and fostering our ongoing relationship with GSL, the Mission will remain flexible on which credible institutions will be engaged to ensure that the Mission is able to respond to emerging GSL needs and seize windows of opportunity to support the democratic reform agenda.

**IR 1.3 Increased civil society and media advocacy and oversight**

USAID has been the lead donor strengthening civil society organizations (CSOs) to act as drivers of reform, citizen engagement, and advocacy for the rights and needs of marginalized groups.
Under this IR, USAID will foster cooperation among CSOs, including between Colombo-based and provincial-level CSOs, and expand CSO partnerships and consultative processes with GSL to improve the enabling environment for CSOs, including those representing marginalized groups. USAID will provide technical assistance and training, and mobilize innovation and technology to support institutional and professional capacity building, reconciliation and constitutional reform processes, policy advocacy and oversight initiatives, and the implementation of the Right to Information Act.

USAID will also strengthen the professionalism, governance, and quality of Sri Lanka’s media sector. This is key to supporting GSL’s efforts to solidify the country’s recent advances in media freedom and democratic governance, both critical to the protection of human rights. USAID will engage broadly with media sector institutions and professionals, including journalists and editors, media-related state and private commissions and agencies, and relevant organizations. This is necessary to improve the professional standards and capacities of media sector institutions, strengthen media pluralism and access to quality content, and promote a legal-regulatory enabling environment for media. USAID will seek to partner with the private sector and mobilize technology and innovation to strengthen the media sector. USAID will also engage with media organizations and their government counterparts to address barriers to women and other marginalized groups pursuing careers in media and journalism.

DEVELOPMENT OBJECTIVE TWO: SUSTAINED AND INCLUSIVE ECONOMIC GROWTH

*If the Mission enhances the enabling environment for investment and trade, facilitates the growth of small and medium enterprises, and improves the workforce ability to meet market demand for labor,* then Sri Lanka will have more sustainable and inclusive economic growth, especially in rural areas and secondary cities.

IR 2.1 Improved policy and regulatory environment for trade and investment
IR 2.2 Strengthened enterprise competitiveness, especially in rural areas and secondary cities
IR 2.3 Improved workforce to meet market demand

Illustrative outcomes:

- Increased foreign direct investment in Sri Lanka as a result of USAID-funded interventions
- Increased number of direct and indirect jobs created, especially in rural areas and secondary cities
- Increased number of apprenticeship opportunities available
USAID will support key GSL policy reform priorities, such as improving the enabling environment for foreign direct investment, reducing trade barriers, and enhancing the transparency and efficiency of its public financial management systems. To complement national level reform, USAID will partner with the private sector to increase Sri Lanka’s competitiveness, particularly by supporting enterprise development at the sub-national level and in impoverished rural areas. USAID will leverage innovative and successful models that help small and medium sized businesses with the highest potential for growth create viable employment opportunities. Also in partnership with the private sector, USAID will help Sri Lanka build a competitive workforce by providing youth with market-driven and entrepreneurial skills through vocational training and apprenticeship opportunities.

Sri Lanka’s post-war growth is encouraging, and the country’s geo-strategic location makes it well suited as a regional hub in one of the world’s least economically integrated regions. However, the business climate is hampered by corruption, import substitution policies, high tariffs, non-tariff barriers, and opaque procurement practices. These issues, in addition to Sri Lanka’s small market and distance from the United States, have hindered U.S. and other foreign direct investments in the Sri Lankan market. In 2013, Foreign Direct Investment accounted for only 1.4 percent of Sri Lanka’s GDP.

Economic benefits also remain inequitably distributed between regions and along gender and ethnic lines. The economic gains that Sri Lanka has achieved since the end of the conflict have been marked by sharp regional imbalances and inequality, further exacerbating challenges to building social cohesion. Economic development is disproportionately concentrated in the Western Province, which generates nearly 44 percent of GDP. Improvements to governance, the regulatory environment, the financial landscape, and human capital are prerequisites to attracting investment and achieving GSL’s economic targets.

In order to address these challenges, USAID seeks to support local enterprises that contribute to economic development across the country, particularly focused on regions of high unemployment and poverty, including the conflict-affected areas. USAID programming will partner with the private sector, stimulate increases in private sector investment, enhance business productivity, and improve public financial management. In addition, USAID will work at the sub-national level to support rural-urban linkages to ensure that vulnerable populations such as youth, women, and ethnic minorities benefit from this growth. USAID will strengthen Sri Lanka’s human capital by focusing on youth employment and entrepreneurship. USAID economic growth activities, especially small and medium enterprise development and vocational training, will be targeted at the areas of highest unemployment and poverty across the country.
**IR 2.1: Improved business enabling environment**

USAID will support Sri Lanka as it strives to enhance governance, increase transparency, and promote trade and investment through programming that strengthens the policy and regulatory environment. By improving the investment climate, Sri Lanka can attract and retain both foreign and domestic investments that will create jobs and spur growth. USAID will also work with GSL to support a transparent public procurement process and an effective and efficient public financial management system that promotes public investments and provides public services. With dynamic changes in this sector, USAID will consider engaging in other areas, such as reducing barriers to trade, trade policy analysis, and supporting GSL efforts to develop and implement trade agreements.

**IR 2.2: Strengthened enterprise competitiveness, especially in rural areas and secondary cities**

USAID will help Sri Lanka stimulate economic growth and increase household incomes by providing firms with technical assistance, training, and in-kind support to improve productivity and profitability in high value industries. With an aim at inclusive growth, support will be prioritized for small and medium enterprises that create jobs for vulnerable populations, such as ethnic minorities, ex-combatants, disabled persons, youth, and women, including war widows. With a strong emphasis on private sector partnerships, this may include fostering an open and competitive local business climate, promoting sectors that have the greatest potential for broad-based growth, and facilitating financing for small and medium enterprises. Given regional disparities, USAID’s programming will support rural activities that are market-driven and that enhance the connectivity between rural and urban areas so that the benefits of growth are spread island-wide. This will ensure that economic development is inclusive and benefits more women, youth, and ethnic minorities. Underpinning this approach is an emphasis on partnering with the private sector to ensure a market-driven approach that leverages the resources, expertise, and innovation of the private sector.

**IR 2.3: Improved workforce capacity to meet market demand**

To support a more skilled and competitive workforce, USAID will partner with the private sector to focus on youth employment and workforce readiness; entrepreneurship training and support; and an apprenticeship program in the corporate sector. This will include identifying barriers to increasing women’s participation in the workforce and developing strategies to address those barriers. USAID will promote technology in the delivery of technical vocational education and training. In addition, USAID will also work with commercial banks with extensive networks island-wide to assist young entrepreneurs in starting their own businesses. By focusing on youth livelihoods and entrepreneurship, USAID will support inclusive economic growth and broad-based development that strengthens social cohesion and reconciliation.
V. CROSS-CUTTING THEMES

Buttressing the two development objectives described above are four cross-cutting themes that are integrated into all of the IRs. These themes are gender and social inclusion; youth; Science, Technology, Innovation, and Partnerships (STIP); and development outreach and communications (DOC).

GENDER AND SOCIAL INCLUSION: Addressing gender inequality and gender- and sexual-based violence remains a key component of USAID programming in Sri Lanka. USAID will continue to operationalize the Agency’s Gender Equality and Female Empowerment Policy. This includes a zero tolerance policy for violence and discrimination against women, children, disabled individuals, and sexual minorities. USAID programming will continue to focus on achieving gender equality and social inclusion, targeting men and boys’ understanding of gender based violence, and combating violence against vulnerable and minority communities overall. Programming will identify barriers to access to services and develop and implement strategies to address those barriers. Specifically, through the activities described herein, USAID will seek to:

- Ensure equal access to activities for women, youth, PWDs, and sexual minorities;
- Increase women’s participation in public leadership;
- Create a more equitable balance between men and women in public decision-making;
- Create more equitable economic opportunities for disadvantaged populations;
- Reduce employment barriers;
- Ensure women and minorities play an equal role in promoting peace and security;
- Protect women’s legal rights and reduce barriers to equal access to the rule of law; and
- Increase opportunities for disadvantaged and marginalized populations, including women, to access public services.

YOUTH: USAID will apply a cross-cutting approach concerning youth across the program, including addressing youth unemployment, civic engagement, social cohesion, and reconciliation. This will require constructive engagement with GSL ministries that focus on youth so that youth can play an active and integral role in addressing development changes. USAID will also seek to partner with the private sector to create employment opportunities and utilize innovations and technology to engage youth both socially and economically.

STIP: Science, technology, innovation, and partnership (STIP) are key tools that USAID will increasingly use to accelerate and scale up development impacts. The Mission will seek assistance from the Global Development Lab to identify opportunities within existing activities and projects to integrate technology and innovation, as well as integrate STIP into new activity designs. This includes engaging with GSL on utilizing education technology and innovations to strengthen vocational training, introducing civil society to technology and innovations that strengthen their ability to engage with their constituencies, and using big data to pinpoint the
right people and places for activities. USAID will weave innovative technological approaches into its programming across the board, deepening this strategy’s impact.

Building on the Mission’s strong history of working with the private sector, USAID/Sri Lanka will pursue a robust private sector engagement approach across the strategy. The approach will proactively explore whether and how collaboration with the private sector may provide opportunities to accelerate or drive greater development impact, such as by involving the private sector in problem identification and definition, solution scoping and development, and, as appropriate, subsequent program implementation. Based on these efforts, the Mission hopes to identify a range of collaborations, including but not limited to formal Public Private Partnerships, that will expand the pace and scope of impact achieved under this CDCS. The Mission already uses partnerships with the private sector to leverage private sector knowledge, skills, and resources to accelerate economic growth, and the Mission is eager to learn from and build upon these experiences.

Private sector engagement will also be vital to both determining and implementing effective youth employment, entrepreneurship, and enterprise development efforts. As a core principle under this CDCS, private sector engagement will be pursued with regard to achieving strengthened democratic governance and social cohesion. As noted above, USAID will proactively explore whether and how collaboration with the private sector may provide opportunities to accelerate or drive greater development impact – across the entire strategy.

**DOC:** Development Outreach and Communications (DOC) is how USAID engages with the public and communicates our achievements, priorities, and success stories. This plays a key function of raising awareness of our projects and activities, as well as raising public awareness of key issues we support, including reconciliation, social cohesion, principles of democratic governance, and equitable economic growth. This increased public awareness creates political space to allow democratic reforms and reconciliation efforts to be advanced and expanded.

**VI. MONITORING, EVALUATION, COLLABORATING, LEARNING, AND ADAPTING**

During the period of this CDCS, USAID will continue to focus on improving monitoring and evaluation (M&E) and Collaborating, Learning, and Adapting (CLA) efforts at all levels of the Mission. USAID’s M&E activities are an important element of delivering high quality, high impact activities with limited resources. The Mission also recognizes the importance of utilizing CLA tools that incorporate a philosophy of learning in Mission activities. A robust M&E program in Sri Lanka will continue to monitor and document the impact of USG assistance, and also incorporate CLA activities that will facilitate learning, allowing activities the flexibility to adapt in order to improve development results.
To monitor mission-level performance towards development objectives, USAID will develop a Mission-level Performance Management Plan (PMP) within six months of the CDCS approval, which will include a CLA plan. As part of the PMP, USAID will conduct comprehensive reviews of existing activities internally, with implementing partners, and with government stakeholders, scheduled at key times during the year at which a “pause, reflect, and learn” exercise would be most beneficial.

During the period of this CDCS, USAID will continue to build the capacity of implementing partners to establish robust M&E efforts for their own activities. Moreover, CLA and learning modifier language will be incorporated into new awards so that implementing partners have the flexibility to adjust approaches and interventions based on learning.

Evaluation strengthens accountability and learning. Performance evaluations and assessments will be determined by the technical offices, in consultation with the M&E Working Group, who will review statements of work and evaluation questions with an eye for opportunities to advance learning, gender equality, and social inclusion. Evaluation results will be shared on the Development Experience Clearinghouse and with relevant stakeholders in order to facilitate learning for in-country development partners and across the Agency.

Sri Lanka is undergoing a dramatic political transformation with wide-ranging effects on the national policy framework and the daily lives of Sri Lanka’s citizens. As the operational context continues to evolve, the CDCS results framework may need to be updated accordingly. The Mission is keenly aware that tools that allow for flexibility to adapt to learning are especially important in light of these unique country conditions. The Mission will continuously monitor changes in the operating environment – through assessments, evaluations, reviews, and stakeholder meetings – and review its approach to stay relevant and meaningful. To ensure the strategy itself remains on track, USAID will conduct a CDCS mid-course stocktaking in 2018.

VII. COUNTRY TRANSITION PLAN

This CDCS enshrines USAID’s engagement with Sri Lanka at a critical moment in which democratic governance and equitable economic growth are necessary to ensure meaningful progress away from the factors that led to, and sustained, a nearly 30 year conflict. The overall goal of USAID’s assistance is to support country-led and -owned inclusive and sustainable democratic transformation. USAID programming will be targeted to take advantage of windows of opportunity to catalyze larger systemic changes that Sri Lankans voted to institutionalize in the 2015 elections. This CDCS represents a strengthening of USAID’s partnership with the government towards this goal.

Over the course of this CDCS, USAID’s programming will shift from providing technical and policy assistance to fostering sustainability of that assistance within GSL and other counterpart organizations. The Mission will focus on utilizing partnerships with the government, other
donors, private sector, and civil society organizations to build sustainable long-term development solutions. However, ingrained challenges, such as the current political fragility, ongoing reconciliation challenges, social inclusion, and a modernized rural economy require nuanced, adaptive, and flexible development planning, and USAID fully anticipates the need for programming beyond 2019. The Mission will continue to engage with GSL as well as other donors to identify opportunities to transfer USAID efforts as appropriate. In addition, through CLA efforts and pause-and-reflect moments, the Mission will regularly assess the state of transition readiness.

VIII. ANNEXES

A. Acronyms
B. Donor Map
C. Key Resources List
## ANNEX A: ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>CDCS</td>
<td>Country Development Cooperation Strategy</td>
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<tr>
<td>CLA</td>
<td>Collaborating, Learning and Adapting</td>
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<tr>
<td>CSO</td>
<td>Civil Society Organization</td>
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<tr>
<td>DOC</td>
<td>Development, Outreach and Communications</td>
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<tr>
<td>EMB</td>
<td>Election Management Body</td>
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<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
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<tr>
<td>GSL</td>
<td>Government of Sri Lanka</td>
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<tr>
<td>LGBTI</td>
<td>Lesbian, Gay, Bisexual, Transgender, and Intersex</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<td>MIC</td>
<td>Middle Income Country</td>
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<td>NAP</td>
<td>National Action Plan</td>
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<td>OGP</td>
<td>Open Government Partnership</td>
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<td>PMP</td>
<td>Performance Monitoring Plan</td>
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<td>PWD</td>
<td>Person with Disabilities</td>
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<td>SLFP</td>
<td>Sri Lanka Freedom Party</td>
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<tr>
<td>STIP</td>
<td>Science, Technology, Innovation, and Partnerships</td>
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<tr>
<td>USAID</td>
<td>United States Agency for International Development</td>
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<tr>
<td>UN</td>
<td>United Nations</td>
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<tr>
<td>UNP</td>
<td>United National Party</td>
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<td>U.S.</td>
<td>United States</td>
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<td>USG</td>
<td>United States Government</td>
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## ANNEX B: DONOR MAP

<table>
<thead>
<tr>
<th>Donors/ Sectors</th>
<th>Housing</th>
<th>Roads and bridges</th>
<th>Transport</th>
<th>Energy</th>
<th>Urban development</th>
<th>Water and Sanitation</th>
<th>Fiscal management</th>
<th>Waste management</th>
<th>Education</th>
<th>Health</th>
<th>Disaster Risk Management</th>
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<td>Saudi Fund for Development</td>
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<td>OPEC fund for Development</td>
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ANNEX C: KEY RESOURCES LIST

Hard Copy Resources:


Online Resources:

- http://www.adb.org/countries/sri-lanka/main
- http://thediplomat.com/2015/04/sri-lanka-can-sirisena-deliver-on-reforms/
- http://www.who.int/countries/lka/en/
- http://worldpopulationreview.com/countries/sri-lanka-population/