

Great Lakes region

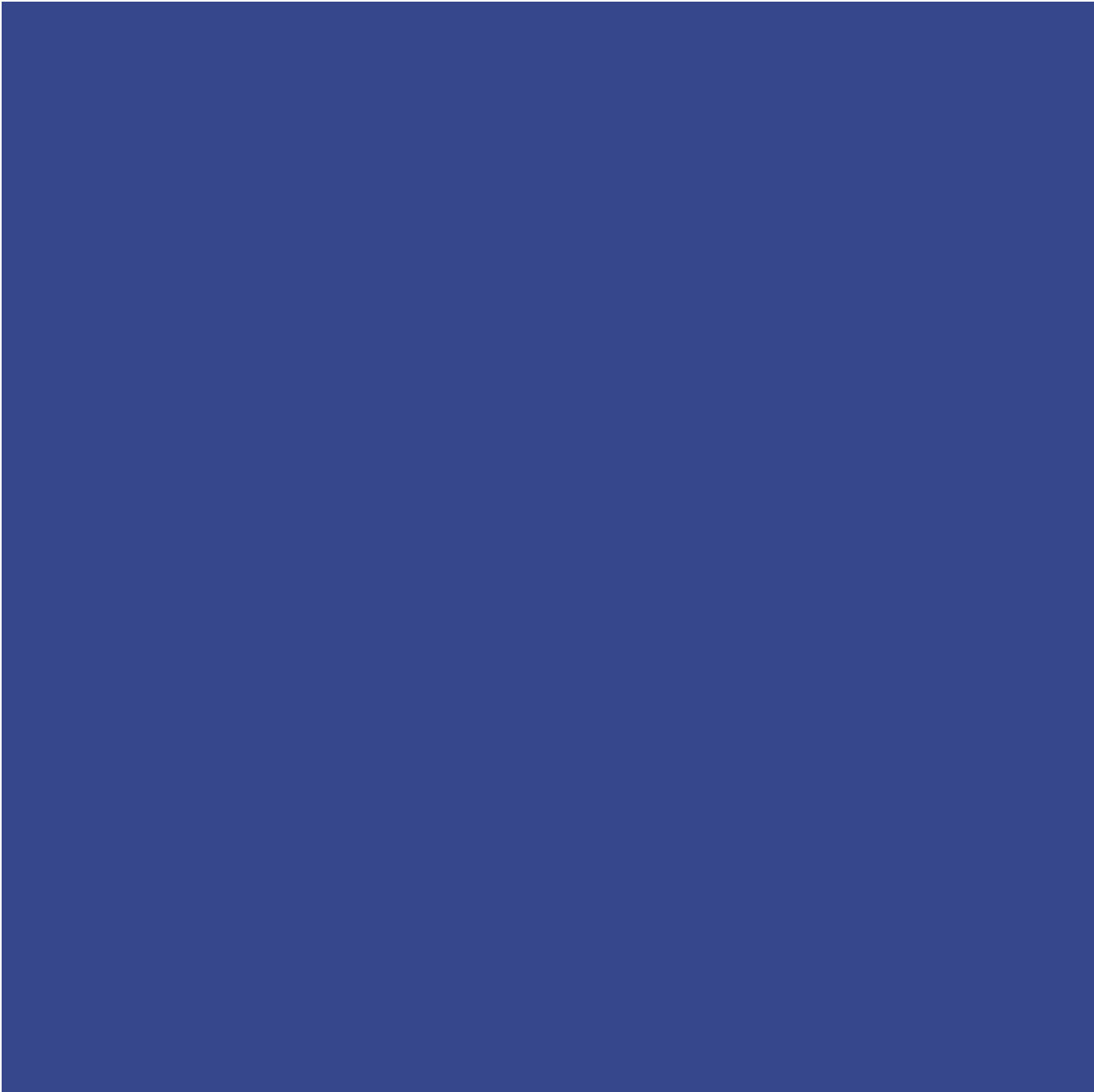


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Preface

The Assignment

A new strategy for the Great Lakes region including country strategies for Burundi, the Democratic Republic of Congo and Rwanda will be developed by Sida during 2003. Therefore, Sida commissioned a performance report and a performance analysis of projects in these countries to be undertaken by the consultants Kristina Flodman Becker and Pia Sassarson Cameron. It should be noted however, that the analysis has been complemented by information and assessments made by desk officers at Sida HQ as well as the Swedish embassy in Nairobi and the Development Co-operation Section in Kigali. The analysis comprises the years 1999, 2000 and 2001, although some projects also extend into 2002 and 2003. The basic principle is that projects included in the analysis should have been formally terminated and accounted for.

Methods used in conducting the assignment

The Terms of Reference for the assignment stipulates that the Sida Guidelines for Performance Analyses shall be adhered to in general. Material has been collected at Sida, and additional material has been gathered in conjunction with field visits to the countries in question. Interviews with desk officers at Sida Stockholm, the Embassies/representations, stakeholders in the projects and with other relevant development assistance actors have been undertaken. The consultant has visited Burundi, Rwanda and the Democratic Republic of Congo.

Notes regarding the scope of the assignment

The performance analysis is based on a selection of projects made by Sida. Although a good spread of projects has been chosen, the selection still constitutes a limitation regarding the data on which the performance analysis has been based. Since the reviewed projects/programmes constitute only a portion in relation to the total of all Sida development co-operation projects in the countries, the value of general comments are lessened and the cumulative effect on the totality of the project interventions can not be assessed. Further, it should be noted that only a few evaluations have been undertaken of the projects/programmes included in the performance analysis. In conclusion, the above factors should be taken into account when reading and using the information made available in this report.

1 Swedish support to the Great Lakes region

Sweden's engagement in the Great Lakes Region started when Swedish missionaries arrived in the Democratic Republic of Congo (DRC) during the late 1900th century and to Rwanda and Burundi in the 1920s. Sweden began its support to Rwanda after the genocide 1994 and to Burundi the same year. In 1999 the Swedish government adopted a regional strategy for the Great Lakes region (Rwanda, Burundi and the DRC) for the period 2000–2001. The strategy has been extended to December 2003. The objectives of the Swedish assistance formulated in the strategy are to;

- mitigate/lessen the consequences of conflicts and improve the conditions for a peaceful development.
- promote sustainable solutions to humanitarian problems.
- promote national unity and reconciliation.
- promote reconstruction and sustainable social, environmental and economic development.
- promote democratic development with good governance and respect for human rights and international humanitarian law.
- in parallel with the gradual phasing out of the humanitarian assistance, support long term projects that enhance sustainability and that strengthen the country's own capacity on the legal, environmental, economical and social sectors.

In addition to these overall objectives, specific objectives are set for each country.

The aim of this analysis is to respond to what extent the objectives have been reached and to identify lessons learnt from the Swedish assistance 2000–2002. Considering that Sweden is a small donor in the region, it is important to analyse the results in relation to their catalytic effect and their ability to support processes that can contribute to the objectives.

Developments in the Great Lakes region

During the strategy period there has been progress in the peace processes in the region but fighting continues in the eastern part of the DRC and in Burundi, the peace processes are fragile the future challenges are many.

The Lusaka cease-fire agreement signed in 2000 made explicit provision for the establishment of an internal dialogue to organise the political transition in the DRC. Under the impetus of the UN and South Africa a comprehensive and inclusive agreement on transition was signed in December 2002. A transitional government is planned to be installed in July 2003. Subsequently the conclusion of the Pretoria and Luanda Agreements with Rwanda and Uganda respectively put the commitment of these countries to withdrawing their troops from the DRC in exchange of the DRC stopping all aid to armed groups supporting it. The withdrawals were made during 2002 (Rwanda) and 2003 (Uganda). However, despite progress on the political level, fighting has continued in the eastern part of the DRC and the peace process is fragile. The humanitarian situation in the eastern part of the country remains acute.

In Burundi negotiations facilitated by Nyerere and Mandela led in August 2000 to the signing of a Peace and Reconciliation Agreement in Arusha by 19 parties representing all the ethnic and political groups. According to the Arusha agreement there should be a transitional period of 3 years divided into two phases of 18 months. In accordance with the agreement, President Buyoya handed over office to the former vice-president Ndayizeye on May 2003. Moreover, cease-fire agreements have been signed with several armed movements but not with the most active extremist movement in the province of rural Bujumbura (FNL). However, despite cease-fire agreements, rebel forces on the ground have continued combat with the regular army causing the displacement of the civilian population. The humanitarian situation continues to be difficult.

Rwanda has made progress towards creating a foundation for sustainable growth and poverty reduction. Many initiatives have been taken by the transitional government to transform the society from conflict to development. The government has been successful in establishing and maintaining stability. There has been no systematic ethnic violence for several years and many initiatives have been taken to reduce ethnic tension. At the same time, however, there are many divisions and potential conflicts in the society between different groups such as returnees/genocide survivors, elite/masses, urban/rural. Rwanda is, however, in a post-conflict and political transition process. Post-conflict tasks such as security, reconciliation, reintegration, demobilisation, genocide trials (Gacaca) dominate the political agenda. During 2003 the transition period from 1994 will be ended with parliamentary and presidential elections. The elections have been preceded by a referendum in order to approve a new constitution. These are positive developments but at the same time there are serious concerns about the human rights situation as well as the democratisation process.

Swedish support to the Great Lakes Region 1999–2002

Swedish support to the Great Lakes Region has included regional support and national support to Burundi, the DRC and Rwanda. Due to continued war and instability in the DRC and in Burundi, Swedish support has been limited to humanitarian assistance and projects to promote peace, democracy and human rights. Because of improved security in Rwanda, humanitarian assistance was phased out during the strategy period and replaced by more long-term bilateral development co-opera-

tion including budget support for implementation of Rwanda's Poverty Reduction Strategy and macroeconomic reforms. In 2002 Sweden signed a Memorandum of Understanding with the government of Rwanda setting out the basis of a development partnership with the aim of contributing to reduced poverty, sustainable economic and social development and to promote democracy, human rights and equality between women and men in Rwanda.

The post-conflict situation in Rwanda has improved the possibilities to promote human rights, reconstruction and sustainable social, environmental and economic development in the country. The phasing out of humanitarian assistance and the build up of more long-term development activities that enhance sustainability and that strengthen the country's own capacity has generally been successful. However, since many of the development projects started recently and the effects of the projects, in particular in the area of capacity building, human rights and democracy as well as macroeconomic stability are long-term, visible results will take some time.

Swedish assistance to the region may have contributed to improve the conditions for peace building. Support has been given to interaction and dialogue between different groups and the presence of international actors may have contributed to improved security in certain areas. Humanitarian assistance may also have contributed to mitigate the consequences of the conflicts. For parts of the population, humanitarian assistance may have been a prerequisite for survival (food and health care), schooling and minimum standards of living. It has decreased isolation of some conflict-affected areas and improved normalisation including maintenance of water and sanitation, and special protection of civilian people, particularly children. However, lack of access to large parts of the countries due to insecurity and lack of infrastructure has limited the humanitarian work. Therefore support has also been given to humanitarian co-ordination to avoid overlap and gaps in the humanitarian work and to co-ordinate joint efforts of increased humanitarian access. The character of the Swedish humanitarian assistance to the DRC and Burundi has been long-term whenever possible but the possibilities to promote sustainable solutions to humanitarian problems has been difficult, in particular in the eastern part of the DRC and in Burundi due to continued fighting.

The possibilities to promote national unity and reconciliation have been better in post-conflict Rwanda than in the DRC and Burundi. In Rwanda the process of national unity and reconciliation has been relatively successful. Sweden has supported the process. In the DRC and Burundi the preconditions for support in this area are more difficult but Sweden has supported projects to promote interaction and dialogue between groups. The effects of these projects on the overall development are difficult to measure.

Continued fighting has limited the possibilities to promote democracy and human rights in Burundi and the DRC. The human rights situation may have improved in Rwanda and in areas controlled by the government in the DRC but the situation in eastern DRC and Burundi continues to be alarming. Sweden has supported projects to promote democratic development with good governance and respect for human rights in

the countries. Support has in particular been given to projects to strengthen the civil societies. In Rwanda, Sweden has also provided support to governmental institutions, in particular in the area of capacity building. This kind of support is relevant for poverty reduction and democratisation in the medium and long-term but the effects are not yet visible.

General conclusions and lessons learnt

- The Swedish support to the Great Lakes 1999–2002 has been relevant. Due to the continued conflict situation in Burundi and the DRC it has been appropriate to focus on humanitarian assistance to conflict-affected areas. It was also relevant to phase out the humanitarian assistance to Rwanda and replace it with more long-term bilateral co-operation in order to adopt the Swedish support to the developments in the country. The main areas of co-operation with Rwanda focusing on i) peace, stability and reconciliation, ii) democracy and human rights, iii) economic reforms and macroeconomic stability and iv) institutional support and capacity building have been relevant given the situation in the country. It has in particular been appropriate to emphasise on capacity building.
- The general conclusions of the Swedish humanitarian assistance to the region are that it has contributed to mitigate the consequences of the conflicts and to improve the living conditions for people living in conflict-affected areas. It has however, been difficult to draw any general conclusions from the development co-operation with Rwanda since many programmes are relatively new and the effects of the support are of a long-term character.
- The major obstacle to the humanitarian work in the DRC and Burundi has been insecurity. It has prevented assistance to many parts of the countries and obstructed support with long term character. The organisations supported by Sida have, however, implemented their projects to a generally high degree considering the complex conflict situation in Burundi and the DRC. This shows that organisations with good local knowledge and developed security policies are capable of implementing humanitarian projects in areas with relative instability.
- In Rwanda lack of capacity has been a major limitation to development co-operation. The ownership of the development process from the political leadership has been strong and the motivation within the Rwandese organisation high, but the absorption capacity of separate projects has sometimes been limited.
- The channels of the Swedish assistance have generally been good. In Burundi and the DRC it has generally been efficient to channel the support via the UN system and through international NGOs. The Swedish Pentecostal church and the Mission Covenant Church of Sweden are important civil society actors with large networks and access to the population. The UN agencies, nevertheless, are generally underfunded which erodes the capacity and the human resources of the UN agencies. In Rwanda, co-operation with government institutions as well as local NGOs has sometimes been affected by lack of capacity.

- The OCHA regional office Nairobi has contributed to active co-ordination of UN agencies, international organisations and donors in the Great Lakes region. It has also been important for information sharing. However, the complex emergency situation within the region requires a strengthened regional humanitarian co-ordination and developed regional methods to tackle migration of refugees, natural catastrophes and conflict management.
- Donor co-ordination in Burundi has generally been weak. In the DRC the co-ordination of donors and agencies has improved after a decentralisation of OCHA and is now efficient. In Rwanda Sida has achieved some efficiency gains by co-ordinating with other (likeminded) donors and jointly funded some initiatives.

2 Regional Support

Swedish support to the Great Lakes Region 1999–2002 (million SEK)

	1999	2000	2001	2002
Total	203,2	250,5	175,3	268,6

Source: Sida Annual Reports

The overall objectives of the Swedish assistance to the Great Lakes are to:

- mitigate/lessen the consequences of conflicts and improve the conditions for a peaceful development.
- promote sustainable solutions to humanitarian problems.
- promote national unity and reconciliation.
- promote reconstruction and sustainable social, environmental and economic development.
- promote democratic development with good governance and respect for human rights and international humanitarian law.
- in parallel with the gradual phasing out of the humanitarian assistance, support long term projects that enhance sustainability and that strengthen the country's own capacity on the legal, environmental, economical and social sectors.

In addition to these objectives, the guidelines on Swedish support to regional- and subregional co-operation in Africa sub-Sahara constitute a reference for the regional support to the Great Lakes Region. According to the guidelines Swedish support should promote economic integration and co-operation between countries and organisations in Africa sub-Sahara and thereby strengthen processes towards peace and reconciliation.

Considering the strategic development issues and the Swedish comparative advantage as a regional donor, the regional support focus on four areas:

- Support to peace building with emphasis on consolidation and implementation of the Lusaka Peace accord.
- Support to increase regional integration to strengthen a democratic sustainable development and increase the respect of human rights.
- Humanitarian support to address the large number of refugees and decreased humanitarian situation for vulnerable groups.
- Support to co-ordination to avoid overlapping and gaps in the international engagement in the region.

Channels for the regional support

The regional support has been channelled through UN-agencies, ICRC/OFRC and the World Bank. The support to UNHCR and WFP is handled by the Ministry for Foreign Affairs and constitutes an important part of the regional support. The support to the Consolidated Appeal for the Great Lakes Region has been focused on OCHA for regional humanitarian co-ordination. The support to ICRC/IFRC has been focused on building preparedness of regional humanitarian needs. The support to the World Bank is related to the Multi-Country Demobilisation and Reintegration Program MDRP which is the regional programme for disarmament, demobilisation and reintegration.

Results

The support to OCHA on co-ordination and exchange of information has increased the possibility of UN agencies and international organisations to work efficient in the region and also enable more flexibility of national programmes.

The development of a regional programme for disarmament, demobilisation and reintegration through the World Bank constitutes an important regional tool for strengthening the exchange between the ongoing processes in the different countries, strengthening donor co-ordination and manage the specific issues that require a regional approach.

The regional approach on the support to refugees is important and it is relevant to include other neighbouring countries such as Tanzania and Uganda. WFP has during the period chosen to primarily focus on a regional programme rather than national programmes enabling them to respond more flexible within the region.

Lessons learnt

The complex emergency situation within the Great Lakes Region requires a strengthened regional humanitarian co-ordination and developed regional methods to tackle migration of refugees, natural catastrophes and conflict management. The OCHA regional office in Nairobi has contributed to active co-ordination of UN agencies, international organisations and donors in the Great Lakes region. It has also been important for information sharing. Sida is, and has been part of the steering committee of the OCHA regional office. The informal meetings of the steering committee with major donors and relevant agencies have proven to be crucial for co-ordination, information sharing and quick and efficient response to humanitarian needs in the region.

The Nyiragongo eruption (January 2002) highlighted several issues important for the regional humanitarian support. It revealed weak early warning mechanisms, gaps in inter-agency contingency planning and a lack of technical expertise in natural disaster. It also exposed the challenge of undertaking cross-border operations, weak points in information flow across the region and between countries and the necessity for increased regional support for these functions, including advocacy, in time of crisis. It also positively tested the rapid response mechanisms and donor attitudes to the reallocation of resources.

3 Swedish support to Burundi

Swedish support to Burundi 1999–2002 (in million SEK)

Sector	1999	2000	2001	2002
Human Rights and Democracy	4,8	5,2	3,5	1,9
Humanitarian Assistance	17,6	23,1	22,2	28,2
Non Governmental Organisations	7,3	9,3	-0,1	4,5
Total	29,7	37,6	25,6	34,6

Source: Sida Annual Reports

Swedish support to Burundi was initiated only in 1994 and Sweden has no bilateral agreement with the country.

The overall objectives of the Swedish assistance to the Great Lakes are to:

- mitigate/lessen the consequences of conflicts and improve the conditions for a peaceful development.
- promote sustainable solutions to humanitarian problems.
- promote national unity and reconciliation.
- promote reconstruction and sustainable social, environmental and economic development.
- promote democratic development with good governance and respect for human rights and international humanitarian law.
- in parallel with the gradual phasing out of the humanitarian assistance, support long term projects that enhance sustainability and that strengthen the country's own capacity on the legal, environmental, economical and social sectors.

In addition to these objectives, the following objectives are specific for Burundi:

- to support the peace process.
- to enhance human rights and strengthen democratic development.

There are two main categories of supported projects: humanitarian assistance and human rights and democracy development. These areas will be described more in detail under subtitles 3.1 and 3.2.

The working conditions of the international and national agencies are extremely difficult due to the conflicts. Since its independence in 1961, Burundi has been afflicted with tensions between the dominant Tutsi minority and the Hutu majority. There are some stable provinces in the north of the country where an array of activities takes place, whereas in many parts of the country, war is preventing any activities.

The peace process made progress during the strategy period. A peace agreement was signed in Arusha in 2000, although not by all rebel groups. A three-year transitional government was inaugurated in November 2001 as part of the effort to end the civil war. Power is to be shared between the ruling Tutsi minority and the Hutu majority. According to the Arusha agreement, parliamentary and presidential elections are to take place after the period of transition. As part of the power-sharing agreement mediated by Nelson Mandela, President Pierre Buyoya stepped down on 1 May, and was replaced by the former Hutu Vice President Domitien Ndayizeye.

Because of the difficult circumstances created by the civil war, many interventions have a short-term character. Nevertheless, efforts are made to include as many long-term development features as possible. It becomes particularly difficult to ensure any sustainability in a country at war, but all the more necessary to try.

3.1 Humanitarian Assistance

Sweden has provided humanitarian assistance, both for emergency assistance and reconstruction projects but also for projects that may strengthen peaceful and democratic social development. The support has been channelled through Swedish and international NGOs as well as through the UN system. A substantial amount of the support has been focused on agriculture, education-, health- and conflict management.

Sida contributed with 14 MSEK to UNICEF, FAO, UNDP and OCHA through the 2002 UN Consolidated Inter-Agency Appeal for Burundi (CAP). The contribution for 2001 was 13 MSEK. UNHCR, the UN refugee agency, has also received regional support to help other countries refugees in the country and facilitate return for the more than 500,000 Burundian refugees in Tanzania. UNICEF works with compulsory education, an issue of pressing importance in Burundi given the low level of education. FAO is trying to stimulate agricultural production. Among other things, Sida's contribution is used to provide seed and tools. UNDP rebuilds schools, hospitals, markets etc. with the help of local and international organisations. The goal of the project Community Assistance Umbrella Programme, (CAUP) is to establish long-term development initiatives at the same time as immediate humanitarian needs are dealt with. The programmes of the UN agencies are of humanitarian character, including long-term developmental components whenever possible.

Sweden has co-operated with a number of international NGOs in Burundi, including the Pentecostal Missions development co-operation, PMU InterLife, which has been operative there for some 40 years. Sida has supported the British Save the Children Foundation, Action Aid and the Norwegian refugee council. The Save the Children Foundation works with primary healthcare in three provinces in Central Burundi. The goals

include handling the dramatic increase in cases of HIV/AIDS infection among children and adults. The Norwegian refugee council provides a one year basic education for children who have been unable to start school because of the war. This programme includes education for teachers as well. Many Burundian teachers have been killed during the civil war and teachers from neighbouring countries have returned home.

The support to the UN Office for the Co-ordination of Human Affairs, OCHA, has rendered the assistance more efficient. OCHA co-ordinates the UN and NGO implemented programmes and performs assessments of the humanitarian situation in the country in conjunction with other UN agencies. Sweden has also provided assistance to the WFP for food distribution.

Results and lessons learnt

Continued fighting has limited the possibilities to promote reconstruction, and social, environmental and economic development as well as democracy, respect for human rights and reconciliation.

Swedish support may, however, have contributed to ease the effects of the conflicts, to protect and normalise the lives of civilians and to enhance dialogue between different groups. For parts of the population, humanitarian assistance may have been a prerequisite for survival and minimum standards of living. It has decreased isolation of some conflict-affected areas and improved normalisation.

Access is the greatest challenge for humanitarian actors. The situation of instability and insecurity has prevented assistance to many parts of the country.

The organisations supported by Sweden have, however, implemented their projects to a generally high degree considering the security situation in the country. This indicates that organisations with good local knowledge and developed security policies are capable of implementing humanitarian projects in areas with relative instability.

Due to the urgency of the humanitarian situation in the country, it has been difficult to reach the poorest. Working to the largest extent possible with supporting and involving communities through local structures as well as through local organisations in the whole country has been one way to try to reach the poorest.

Support and empowerment of community structures does not only ensure sustainability of implemented projects but also creates islands of stability in the midst of war and chaos. They constitute peacekeeping elements in the society. Results reached through real participation strengthen people's commitment to maintain and defend the community structures.

One of the programmes with humanitarian character including long-term development components is the UNDP Community Assistance Umbrella Programme having as one of its main strategies to employ a participatory approach. In practical terms it signifies that the identification of needs should take place within the communities and that the community itself should play a leading role in meeting those needs. In addition, the projects should as far as possible link up to existing community structures so as not to create new structures that will have no sustainability beyond the project. The chosen partner organisations are requi-

red to consult the communities on their priorities before embarking on any programme.

This project has been successful in responding to local needs and building local capacity.

The programme of Education in Emergencies by the Norwegian Refugee Council is an example of a project responding to an urgent need in Burundi. It has a well-developed strategy of dealing with refugees focusing on education, protection and the integration of the refugees and IDPs in the local community.

UN agencies are generally underfunded and the “tradition” of the UN CAP funded only with 30%, erodes the capacity and the human resources of the UN agencies. Donor co-ordination and humanitarian co-ordination has generally been weak. One reason for this has been the absence of a res.rep at UNDP for a longer period and another is OCHA’s limited resources.

The UN agencies have more capacity and can absorb much more funding than NGOs. The international NGOs in the country are few and do not have as high as capacity as the UN agencies of absorbing more funding.

Below some humanitarian projects will be described more in detail.

3.1.1 UNICEF (visited by the consultant)

Background

During the period, Sida has supported two UNICEF projects through the Consolidated Inter-agency Appeal. These projects are: “Basic Education for Peace” and “Children in Need of Special Protection”.

The Education programme aims to strengthen the capacity of all partners in order to ensure the right to basic quality education for all children and youths in Burundi, with particular emphasis on girl’s education, peace education, early childhood development and HIV/AIDS prevention.

The programme Children in Need of Special Protection has the objective to contribute to the psychosocial stability and the survival of 30 000 children in need of special protection.

Relevance

Children and women in Burundi are particularly affected by the armed conflicts. Their rights need special attention.

Results

The UNICEF projects have resulted in the breaking of the isolation, promotion of normalisation in continued schooling and maintenance of water and sanitation, health relief and special protection of particularly war affected children.

The Education project has in principal reinforced the capacities of partners such as the Ministry of Education, provincial and local administrations and NGOs, through training modules, logistic supports and workshops.

The Children in Need for Special Protection (CNSP) project has supported the survival, development and protection of 40 000 children in need of special protection through the distribution of emergency kits,

psychosocial assistance and reunification activities. The Swedish support has in particular benefited 5000 children in the provinces of Ruyigi, Rutana and Cankuzo through the support of school enrolment of 4000 children and the employment of personnel assisting the children.

Despite the humanitarian assistance profile of the projects, UNICEF introduces whenever possible, long-term development components for increased sustainability purposes. Nonetheless, the UNICEF staff points out that in a situation of war, hardware contributions are unavoidable and no development could take place without some kind of basic infrastructure.

In general, all UNICEF projects try to build on whatever structures that exist in the communities in order to boost the ownership of structures and ensure the maintenance. UNICEF also relies to a great extent on an extensive network of co-operation partners, in particular national NGOs, and whose capacity is also being strengthened through the Basic Education Programme.

The UNICEF HIV/AIDS programme has been able to develop a decentralised organisation of local agents that is fairly unique in the normally very centralised government system of Burundi. This network is also to some extent used when working with other UNICEF programmes.

3.1.2 UNDP, Community Assistance Umbrella Programme (CAUP) (visited by the consultant)

Background

The Community Assistance Umbrella Programme (CAUP) includes series of development projects to build peace and reconciliation. The CAUP approach is based on an integrated, sustainable concept of resettlement developed by the UN system and its partners in mid-1998. CAUP reflects in particular the successful experiences of an 18 month UNDP pilot project with the objectives to enable rural communities to regain their livelihoods, increase their access to basic services such as clean water, revive decision-making processes and help society to reabsorb the uprooted population.

Results

The Sida contribution has altogether financed four projects, out of which two have completed at least one phase:

- The INTER SOS project (Italian NGO) in northern province of Cibitoke;
- The Tearfund Disaster Response Team Project for the Kayanza Integrated Rehabilitation Project, Phase III.

Cibitoke has seen some of the worst violence during Burundi's civil war, which left the vast majority of its population living in the surrounding forests or in camps. INTER SOS has organised local communities into committees to help returnees rebuild their houses and establish income-generating schemes. The establishment of committees encourages the restoration of traditional values of co-operation.

The Kayanza Integrated Rehabilitation Project implemented by Tearfund has had a successful multi-sectoral approach. Each sub-project has had the common aspiration to be flexible and responsive in its design to respond to the changing needs of the population.

The total results achieved until December 2002 are as follows:

- 1 53000 people have benefited from the food security and income generation programmes;
- 24 health centres have been constructed or rehabilitated;
- 12 health centres have been supported to develop auto-financing systems;
- 51 primary schools have been constructed or rehabilitated, some with teachers' accommodations;
- 145 wells and water sources have been rehabilitated as well as 300 km of water systems;
- 2120 houses have been built for approximately 11 000 persons;
- 5 300 associations regrouping returnees and displaced persons are receiving support.

Generally the results so far surpass what the programme had expected to achieve during this time period.

Lessons learnt

A unique feature of the CAUP is that the programme does not only provide funds but is an active partner in the project implementation process. The Burundi country office has a completely decentralised authority to approve and sign programme and project documents with donors and implementers, which speeds up delivery. The CAUP office also verifies that the problem identification process has been adequately performed and ensures a continuous and close monitoring of the implementation.

The INTERSOS final report states: "The contribution of the CAUP was not limited to financing. During its mission of identification, CAUP's Development Unit made sure that the needs were real and that the administrative and technical authorities were involved in the project. Then, the unit participated actively in the elaboration of the project document to be presented for selection and approval. During its monthly missions, CAUP's Monitoring and Evaluation Unit worked closely with INTERSOS to strengthen the partnership with the authorities as well as with the other partners working in the province, to arouse the participation of communities, to reorganise in a flexible way the planning of activities and the budgets according to the requirements of the field."

This system has proven to be very efficient although it necessitates much capacity and resources. The efficiency partly lies in that the CAUP office has competence to involve itself during all stages of the project cycle.

3.1.3 Action Aid-Burundi

Background

The project is a continuation of AAB projects in Ruyigi province that started 1987. AAB has worked in Burundi since 1976 and is a thoroughly acknowledged actor by donors such as UN organisations and other

NGOs. The overall objective of the project is to support reconciliation and the peace process in order to improve the quality of life of the poorest.

The implementation method is based on a strongly holistic approach where the objectives are addressed from all possible, and even less possible angles. The project activities are all interlinked interventions, which relate to the poor and AAB applies an accentuated participatory work method working from grass root level and up.

Relevance

AAB's participatory approach to peace building and integration of other aspects like culture and traditional authority is an acknowledged strength. The project is an interesting mix of activities/micro projects ranging from spring protection and agricultural initiatives to group credits.

Results

The planned activities have been implemented and all the seven project objectives have been made operational with different activities. The achieved results are fairly impressive. Periods of insecurity have prevailed and field visits have been interrupted several times. However, Action Aid has never closed any of its projects, but responded to emergency needs in collaboration with other partners in the field. AAB evaluates itself continuously and submits good, fairly detailed reports documenting results and activities.

3.2 Human Rights and Democracy

The human rights situation is severely affected by continued fighting between the Government forces and armed groups in various provinces. Burundi has signed and ratified the main conventions on human rights and a Rapporteur of the Commission of Human rights has been appointed for Burundi, a measure that is only taken in very serious human rights situations. However, according to the Rapporteur, the rights to personal freedom and physical integrity are constantly being violated, with numerous reported incidents of illegal arrests and detention in the "cachots" of the police and gendarmerie or military installations, where torture is still practised.

The worrying human rights situation is aggravated by lack of punishment. The justice sector is suffering from structural, material/legislative and political problems. In addition, there is a shortage of personnel and funds. Hopes are being raised around institutions that might exert beneficial influence on the justice system and human rights, such as the Arusha Agreement Implementation Monitoring Committee (CSAAP), the Ministry of Justice, the Ministry of Human Rights, Institutional Reform and Relations with the National Assembly, the Ministry of Good Governance and Privatisation as well as the independent commission set up to investigate matters relating to prisoners. The Ministry of Human Rights, Institutional Reform and Relations with the National Assembly, has a budget of approximately 0.43% of the total government budget. With such a limited budget in relation to the task, the possibilities to strengthen and promote human rights are minimal.

Corruption is a problem at all levels of the administration but measures to combat it continue to lag behind in terms of scope.

Swedish support to Human Rights and Democracy Development Projects

The number of projects in the area of democracy and human rights supported by Sweden have been quite few and the projects relatively small. The Swedish support has focused on capacity building within the legal sector, for example promoting the human rights situation in prisons as well as access to justice for prisoners. Support has also been given to make civil society having confidence in and respect for the judicial system, the public administration, the Government services, state institutions etc.

Moreover, Sweden has supported the UNDP's project to help the government to implement the programme National Programme of Good Governance. Funds have been designated for strengthening parliament, for instance by providing training for its members. The funding has also included support to a new ombudsman institution and to the department responsible for ensuring that human rights are observed. Regulations that facilitate the activities of and exchange of information by various organisations will also be evaluated.

Sweden has also supported the peace and reconciliation process, both through seminars and workshops but also through regular or irregular mediation directly with different stakeholders. To provide a platform for contact and discussion for parties in Burundi and the diaspora, is in itself valuable, which has been done in the dialogue project (Van Eck) and through a one week dialogue seminar. To what extent the outcomes of such efforts contribute directly or indirectly lead to any sustainable results or indeed any impact, cannot be established. A favourable assessment could be that such projects have probably not negatively influenced the situation in Burundi. On the other hand, it has been important to try something that could brake the locked political situation in Burundi. The important issue to be kept in mind when considering similar projects, is how they fit in relation to other ongoing efforts and how possible outcomes can be used and followed-up.

To promote respect for human rights under the above-described preconditions has been difficult but necessary. The effects of the support are mainly long term and not yet visible.

Below some projects in the area of peace building, human rights and democracy will be described more in detail.

3.2.1 Association Burundaise pour la Défense des Prisonniers (ABDP) (visited by the consultant)

Background

The Burundian association for the Right of Prisoners (ABDP) is a NGO with the objectives to defend and advance the human and legal rights of Burundi's detainees and prisoners, as well as to promote their physical and social wellbeing. The situation in the prisons and other detention centres (cachots) is critical. The total prison population in Burundi is approximately 8.800 persons, of whom 70% are awaiting trial; some have been awaiting trials for years. The prisons also have major sanitary problems. Many of the founding members are themselves former detainees, and ABDP's work was largely inspired by their experiences and the appalling conditions they encountered inside Burundi's prison and detention centres.

Relevance

Due to the state of the prisons, the high number of inmates and the serious human rights situation in this regard, funding of ABDP is highly relevant. The situation in prisons still needs much attention. Only marginal improvements seem to have been made. Moreover, the number of organisations working with the issues is limited. Réseau des Citoyens (RCN) has been a partner organisation in the legal assistance programme.

Results

The proposal was three-fold and included legal assistance, a study on torture in prisons and a seminar for awareness creation. However, the bulk of the resources have been concentrated on the legal assistance and the torture study.

60 prisoners have received legal assistance and ABDP has been able to perform spontaneous visits to prisons and detention centres. The scope of the study on torture was increased from three provinces to encompass all the provinces in Burundi. The living conditions of 9240 inmates have been mapped, which is something unprecedented in Burundi. The next step the association would like to take is a follow-up of the study to evaluate the achieved impact of the findings. The follow-up will attempt to designate the actual torturers without the intention of bringing the culprits to trial, but to have a deterrent effect.

In June 2001 the ABDP organised a "day of reflection" -- a seminar and workshop -- on the issue of torture, with the participation of various government and civil society representatives, which concluded with the formulation of a number of recommendations to the government, the National Assembly and civil society as a whole, to bring an end to torture in Burundi.

As deputy Member of Parliament, the Director General of ABDP has also contributed to an amendment of the code of criminal procedure, stating that "any admission to guilt obtained through the use of force is not to be considered as valid".

ABDP plans to expand the organisations to two more offices and to develop vocational training for young prisoners. Facilities are constructed and the ABDP has been active in arranging vocational training courses for these young people in topics such as agriculture, mechanics and carpentry. However, an audit performed in February 2002 found that the organisation is too small in relation to its mandate, but that this is due to limited resources. Projects implemented are never entirely financed and the activities are thus hampered.

3.2.2 Réseau des Citoyens in Burundi (RCN) (visited by the consultant)

Background

RCN is an international NGO with its headquarters in Brussels. RCN was created in 1994 subsequent to the Rwanda genocide, at the initiative of Médecins sans Frontières (MSF) and Amnesty International. Sida has supported RCN from the beginning of its establishment in Burundi in 2000. Sida has also supported RCN in Rwanda since 2000. RCN in Burundi works with improvements of the situation of prisoners by supporting the grassroots justice and criminal courts, by providing logistical support to the courts and training of local judges and magistrates. These

activities are for instance meant to facilitate the release of detainees without a dossier, to decrease of the overall number of detainees and to accelerate the handling of the dossiers.

Relevance

The initial relevance of the support for Sida was formulated in relation to the situation of prisons and the malfunctioning of the judicial system. However, the relevance of the activities of RCN seems to go beyond this. Their activities within the peace and reconciliation process are developing in a vast number of areas. In addition, RCN involve themselves in activities of benefit to many key players, such as the editing of a summary of all laws pertaining to human rights that have been ratified by Burundi. This summary is among others used actively by lawyers working with prisoners' rights. RCN seems to be a well-known organisation and has already after a short time managed to acquire a good reputation.

Results

The implementation of the activities is only entering its second phase. The impact in relation to the main objective to participate in rebuilding the State and the rule of law is a long-term one and cannot be determined yet. However, it seems that the activities have started off at full speed and that improvement tendencies can be observed as far as the handling of prisoner dossiers is concerned. The training of local judges and clerks has inspired plans to establish a Government training centre to be funded by the Belgian Government. The training of legal staff obviously has to be institutionalised. Another important realisation by RCN is the advantage to network with and to support local organisations that have access to areas beyond RCN's reach. The project "Éloge aux Actes Justes" (Praise the Justs) has initiated a process where many actors co-operate to support the diffusion positive cultural values. The theatre initiative has reached as many as 20 000 people.

RCN works increasingly through local NGOs in order to strengthen the capacity of the civil society and target organisations, which normally do not get much support from the international community. RCN has also realised that this is the best strategy for reaching out in a country where the civil war is prohibiting free movements. In the second phase of the RCN project more focus is therefore put on the reinforcement of civil society and to link the support to the judiciary institutions with support to the civil society. One of the goals is to give the civil society a belief and trust in the judiciary.

3.2.3 Dialogue seminar, Peace Process and Perspectives.

Background

The project consists of a one-week seminar in May 1999 with the intention to further dialogue among key Burundian groups, the diaspora, government and civic associations. The overall objective was to support the ongoing peace process. A similar seminar was held in 1988, and the 1999 seminar intended to follow-up on dialogue initiated.

The seminar was a co-ordinated effort between COPRI (Copenhagen Peace Research Institute), IPC (International People's College in Helsingör), International Alert and the Nordic Africa Institute.

Relevance

Dialogue between different groups is more than relevant. Increased understanding of the causes and dynamics of the conflicts and prerequisites for constructive methodologies on how to deal with the conflict can contribute to positive changes in Burundi. All possible alternatives to provide an input to the peace and reconciliation process should be considered. Regarding seminars and similar initiatives of more or less a one-off nature, it should in general be assessed whether it is a part of ongoing, continuous processes and how it relates to other institution activities.

Results

The co-ordinate effort, the seminars objective to further dialogue and bring together Burundian groups and the relatively low cost for such an exercise (SEK 300.000) contributes to the opinion that such an effort should be regarded as worth its while.

The question of what results that may have occurred or what impact has been achieved cannot be answered for the limited scope of this seminar. Such a project should be regarded as complementary to other ongoing activities, and as a minimum requirement it should not disrupt or negatively influence other efforts.

3.2.4 Burundi-Dialogue project – Centre for International Political Studies, South Africa

Background

This project, ongoing since 1995 with funding from various agencies such as the Private Voluntary Organisation (PVO) “Search for Common Ground”, is meant to contribute towards reconciliation, multi-party negotiations and the development of a democratic culture amongst Burundians. The activities of the project are only made by one person, Mr Van Eck, a former activist of ANC. He is building relations between different role-players in Burundi and trying to keep the peace process on track and assisting it in moving forward.

The project objectives are formulated as follows:

- To facilitate communication and dialogue between Burundian leaders across the political and ethnic divide.
- To develop the necessary will amongst political and civil society leaders.
- To equip and empower them with required skills to engage constructively in formal dialogue and negotiations.
- To promote the development of a more representative and democratic culture.
- To encourage greater involvement by Burundians in peace making efforts.

Relevance

In order to promote peace building, dialogue between different groups is highly relevant. So far, Mr Van Eck is the only one having contact with and enjoying respect and trust from all parties involved, including the armed movement FNL, who has, earlier, been totally excluded from all discussions and negotiations. If these needs should be met in the specific

form of the so-called two-track facilitator, namely Mr Van Eck, or not could be discussed further. However the projects intentions must be deemed as important and commendable.

Results

The project expects to promote a belief in good negotiation processes, as the only way to achieving truly durable Agreements. The project advocates the notion that negotiation processes shall be regarded as a preferable alternative to war. As a concrete result of the project, Mr Van Eck and the Centre for International Political Studies regularly publish "The Burundi Report". The project activities consist largely of Mr Van Eck assistance and facilitation in communication related to the Arusha process. The results or impact of this input are difficult to assess. However, an evaluation was commissioned by Search for Common ground, which gave a generally positive view. Mr Van Eck's efforts were considered to be "instrumental in preventing major breakdowns between the parties" and the report further states that "Mr Van Eck has clearly established a foundation of trust, respect and confidence with key people in both major parties".

It is however an unusual project approach in that it is so closely linked to just the one person and not an institution, organisation, or any broader base of human resources. The Centre in itself appears not to play any significant role.

3.2.5 The radio station Umwizero (visited by the consultant)

Background

In 1995, Radio Umwizero, now named Radio Bonesha, was created by "Association pour l'Action Humanitaire (AAH), an NGO based in Paris founded by Bernard Kouchner, the father of Médecins sans Frontières (MSF). The radio station was launched in order to broadcast to the population at large messages of peace and reconciliation in order to prevent conflict and promote efforts of peace. When the funding from the European Commission was interrupted, Sida decided to grant support for the year 1999.

Relevance

The existence of free media is a basic prerequisite for democratic development. Although the media in Burundi generally operates under periodic government censorship, there are more than five independent radio stations and the opposition press functions sporadically although their papers are not published regularly. The role of the radio is major since the oral tradition is very strong combined and there are over 50% of illiterates.

Results

Sida funds have been used for the general activities of the Radio Station and neither more specified activities nor any particular objectives for the support were stated in the initial documents. Therefore, it cannot be established whether Sida funds have been used according to plan. However, the funds enabled the Station to survive, which is a very important achievement in itself. Radio Bonesha is in many contexts referred to as one of Burundi's main radio stations. According to studies made, the

radio station benefits from high popularity figures and the transmissions seem to be generally trusted. There have been programmes produced on matters ranging from abuse of women to political discussions. Some programmes even allow for people to call in and voice their opinions on the air. The radio covers a large part of the country and has programmes in Kirundi, French and Swahili.

Lessons learnt

A specific kind of impact described by the Bonesha staff is the direct effect on programmes on society. When radio programmes featuring victims of HIV/AIDS came to tell their story in the open, health centres in the capital noted a surge of people wanting to be tested for HIV. This shows that the role of the radio can also have a social function, should the owners choose to use the radio for this purpose.

The support from Sida has enabled the existence of an independent voice that has brought up and diffused to the public at large, a multitude of subjects of relevance to the peace process and to life in Burundi in general. It gives people an alternative channel of information and a forum for discussion that supports the democratisation process in the country. The high level of illiterates also emphasises the importance of access to information via radio. This kind of support is strategically motivated due to the need for democratic development in the country and has a strong impact in relation to invested funds.

The independent radio station Umwizero (Bonesha) is still diffusing, and is very well known in the country. There is of course always an element of risk present in media support since media can be used for wrongful purposes, but this is not the case for radio Bonesha. The impact on democratic development of the Sida support to radio Umwizero must be considered as quite substantial.

Search for Common Ground (SFCG) is another major player in the media area, although not supported by Sida. Nevertheless, Sida is supporting SFCG in Eastern Congo, where the focus is clearly on conflict resolution through information, media development, theatre and music. SFCG is a United States based conflict resolution and conflict prevention Private Voluntary Organisation (PVO). Initially, SFCGs goal in Burundi was to reduce ethnic conflict, focus on reconciliation and to be a model of co-operation between Hutus and Tutsis. Early on, an independent radio station (“Ijambo” signifying “speaking the truth”) was created in 1995, with the objective to reach a maximum number of ordinary people, both perpetrators and victims of violence. SFCG participated in the Sida-supported programme “Political Dialogue Project” facilitated by Jan van Eck but is no longer involved in the project.

4 Swedish support to the Democratic Republic of Congo

Swedish engagement in the DRC started when missionaries arrived in the country during the 19th century. During many years Sida provided support to Swedish churches for their assistance within areas of education, health, agriculture and forestry, environment and women's issues. Swedish humanitarian assistance through UN-organisations and international organisations started after the 1994 genocide in Rwanda when refugees invaded eastern DRC and war broke out in the country.

Swedish support to DRC 1999–2002 (million SEK)

Sector	1999	2000	2001	2002
Human Rights and Democracy	0	0	- 21,1	0
Humanitarian Assistance	30,5	44,2	56	49,3
Non Governmental Organisations	25	23,6	19,7	22,8
Total	55,5	67,8	54,6	72,1

Source: Sida Annual Reports

The overall objectives of the Swedish assistance to the Great Lakes are to:

- mitigate/lessen the consequences of conflicts and improve the conditions for a peaceful development.
- promote sustainable solutions to humanitarian problems.
- promote national unity and reconciliation
- promote reconstruction and sustainable social, environmental and economic development.
- promote democratic development with good governance and respect for human rights and international humanitarian law.
- in parallel with the gradual phasing out of the humanitarian assistance, support long term projects that enhance sustainability and that strengthen the country's own capacity on the legal, environmental, economical and social sectors. The overall development objectives for the Region of the Great Lakes are formulated in the present country strategy are as follows:

In addition, the country specific objectives for the DRC are to:

- contribute to an internal political process which leads to increased democracy and increased respect for human rights.

- contribute to the development of a macroeconomic strategy and politics aiming towards a more liberal economy.
- reinforce the prerequisites for a peaceful development and contribute to national unity and reconciliation.
- ease the effects of the conflict in the region.

Due to the conflict situation in the country, Sweden has provided humanitarian assistance mainly to the eastern part of DRC both for emergency assistance and reconstruction projects. Support has also been given to projects to promote peace building and human rights. The support has been channelled through Swedish and international NGOs as well as through the UN system.

In 2002 Sida contributed with 22 MSEK to UNICEF, FAO, UNSEC-CORD, OHCHR and OCHA through the UN Consolidated Inter-Agency Appeal for DRC (CAP). The contribution for 2001 was 18 MSEK and for 2000 9 MSEK. The Swedish support has concentrated on income generating activities (food for work), protection of vulnerable children, education, donor co-ordination and security for humanitarian staff. The programmes of the UN agencies are of humanitarian character, including long-term developmental components whenever possible.

Sweden has also co-operated with a number of Swedish NGOs with long presence in the DRC, including the Pentecostal Missions development co-operation (PMU InterLife), the Mission Covenant Church of Sweden (Svenska Missionsförbundet) and the Baptist Union of Sweden (Svenska Baptistsamfundet). Their activities are mainly in education, health, agriculture and the environment.

In addition to humanitarian assistance, Sweden has signed a bilateral agreement on debt relief with the DRC, which is extremely heavily indebted. On the basis of the global agreement reached with the DRC 2002 in the Paris Club, 2/3 of the country's bilateral debt to Sweden has been written off (representing a value of roughly 1,5 billion SEK).

There is in practice no Government structure in the Eastern DRC to link up with, which is a great challenge. The absence of a functional Government has, however, boosted the development of the civil society in DRC over at least two decades. The number of organisations is very high and OCHA is providing the donor community and the DRC Government with information regarding the active organisations and existing projects.

A large network of local NGOs operates in the DRC. Alarming reports exists however on the arrest and detention of some NGO Staff. A new restrictive law on NGOs introduced in July 2002 limits the autonomy of NGOs and is potentially degrading agencies to implement government policy.

Co-ordination of donors and agencies is efficient and managed by OCHA. The co-ordination has improved on different levels; regionally in Nairobi, countrywide in Kinshasa and locally, with international staff of OCHA throughout the country.

Developments in the DRC

During the strategy period there has been progress in the peace process. In July 1999, the Lusaka cease-fire agreement was signed by six countries, Angola, Namibia, Zimbabwe, Rwanda, Uganda, DRC and by rebel

groups. As a result Rwanda and Uganda have withdrawn their troops from the eastern part of the DRC. An all-inclusive power sharing accord was signed in December 2002 with assistance from the UN. A transitional national government is to be inaugurated in June 2003 and national elections are planned to be held after two years. The development is positive but the peace process is fragile. Fighting continues in the eastern part of the country and the humanitarian situation is acute in the conflict-affected areas. About 17 million people, close to a third of the population, are in urgent need of assistance and many areas are inaccessible to donors. Many social indicators have deteriorated during recent years mainly due the conflicts.

In January 2002 the Nyiragongo volcano in North Kivu erupted. The lava flow killed some people, destroyed many buildings and caused the population to flee the city (Goma). Most of them, however, returned within a few days but many remain homeless.

The conflict situation has had an extremely negative impact on respect for human rights and the right to the most basic safety of person and property is constantly challenged and violated, in particular in the eastern part of the country. The conflict, characterised by multiplicity of armed groups and forces cause in particular massacres of civilians, systemic rape, summary and extrajudicial executions, recruitment by force, including child soldiers, abductions, forced population displacement wilful destruction, pillaging and other predations on public and private property. The situation seems to have improved during recent years in areas controlled by the government. Still however, obligations and commitments instituted through the signing of several human rights convention, are not complied with in practice and impunity for human rights violations is rule rather than exception. In areas not controlled by the government the human rights situation seem to have deteriorated during recent years. Violence, torture and rape take place commonly. Humanitarian activities in these parts of the country prevail under extremely difficult conditions. The conflict has also affected the social and economic rights extremely.

Since 2001 the government has begun a programme of reforms to curb macroeconomic instability, eliminating hyperinflation, reviving sustainable growth and starting to implement an interim poverty reduction strategy.

4.1 Results of Swedish assistance and lessons learnt

Continued fighting has limited the possibilities to promote reconstruction, and social, environmental and economic development as well as democracy, respect for human rights and reconciliation.

Swedish support may, however, have contributed to improve the conditions for peace building. It may have contributed to ease the effects of the conflicts, to protect and normalise the lives of civilians and to enhance dialogue between different groups. For parts of the population, humanitarian assistance may have been a prerequisite for survival and minimum standards of living. It has decreased isolation of some conflict-affected areas and improved normalisation including maintenance of water and sanitation, and special protection of civilian people, particularly children.

Humanitarian staff work under extremely difficult circumstances including violence, threats and forcible taxes. In 2001 six ICRC employees were murdered

in the north-eastern Ituri district. Following these killings, the ICRC closed its Bunia sub-delegation and suspended all operations in territory controlled by the Congo Liberation Front and the Ugandan People's Defence Force.

Access has been the greatest challenge for humanitarian actors. The situation of instability, insecurity and lack of infrastructure has prevented assistance to many parts of the country and large parts of the populations in need of relief have not been reached. This has limited the absorbing capacity of the organisations. The underfunding of the UN CAP for DRC erodes the capacity to build resources within UN to create improved monitoring and security mechanisms that will make it possible for UN to work for increased access. Some of the UN agencies are weak, particularly UNDP and UNICEF.

In order to avoid overlap and gaps in the humanitarian work and to co-ordinate joint efforts of increased humanitarian access, Swedish support has also been given to humanitarian co-ordination. OCHA's role and mandate have developed during the period. OCHA implemented interventions with an Emergency Response Fund to be able to give quick response to urgent needs. This mechanism was criticised by a donor delegation in 2002, and in 2003 OCHA closed this Fund and focused only on co-ordination activities. OCHA has decentralised its office and put international staff throughout DRC. This has enabled OCHA to increase its co-ordination activities on both national and local level. However the closing of the OCHA Emergency Response Fund has had a negative impact on possibilities of responding quickly to urgent humanitarian need.

The character of the Swedish humanitarian assistance has been long-term whenever possible but the possibilities to promote sustainable solutions has been difficult due to continued fighting and lack of or weak government structures. Nevertheless, some international organisations (FAO and Save the Children) have found ways to work with government structures.

The support via Swedish NGOs has generally been successful. The various churches in the DRC are main civil society actors with large networks with access to the population. To a large extent, the churches assume the responsibilities that should be those of a government. The Swedish Pentecostal church has been present in the country over 80 years. During this long time, it has been able to develop substantial networks and provide social services such as education and health to the population.

There are islands of efficient social structures in place, some which have existed since the beginning of the eighties. Large parts of the social system are practically auto-financed. Schools, including teacher's salaries (as Government does not pay staff salaries), are financed and maintained by parents. Existing and functioning community structures with a high degree of auto-financing, create conditions for growth and democracy. It is therefore of central importance to support the development and sustainability of such structures. This support can be provided by civil

society actors but also by international NGOs who have realised the importance of developing these structures.

SC relies very much on community structures for their work. In the Peace Building and Child Soldier Demobilisation Programme, the SC/UK has developed community children protection networks, which encompass local authorities in Goma, traditional authorities, religious affiliations, school committees, youth and women associations as well as militaries. The networks normally comprise around 30 people, out of which a management committee is selected. Eleven child protection networks have thus been developed. The response from the communities has been very positive. The SC/UK relies entirely on local NGOs for its demobilisation programme.

FAO is currently implementing a Sida-supported upgrading of three feeder roads in eastern DRC. The feeder roads will open up communications in an area of enormous agricultural potential. The method used by the Emergency Operations and Rehabilitation division of the FAO is one of all-inclusive participation, including the “Service National des Routes de Dessertes Agricoles” (SNRDA), which is the technical branch for feeder roads within the Ministry of Agriculture. The technical branch shares the supervisory role of the project with the FAO, the entrepreneurs and a local NGO, and has in addition received funds for this purpose. This is an important and successful project with humanitarian character, including long-term developmental components.

Below, some projects supported by Sweden will be presented more in detail.

4.1.1 OCHA – Office for the Co-ordination of Humanitarian Affairs (visited by the consultant)

Background

OCHA co-ordinates the UN and NGO implemented programmes and performs assessments of the humanitarian situation in the country in conjunction with other UN agencies.

Support has been given through UN Appeals with 1 MSEK 2000, 2 MSEK for 2001 and 6 MSEK. Funding remains relatively modest compared to the actual size of one of the most acute humanitarian emergencies in the world. The absolute volume of funding has however undergone an upsurge.

Relevance

OCHAs overall objective is to enhance effective co-ordination and management of UN and NGO relief activities, to promote humanitarian principles through active advocacy and to implement new humanitarian strategies. In humanitarian aid speed and efficiency is vital and the need for co-ordination is large. OCHAs intended purpose to enhance effective co-ordination and management of UN and NGO activities was relevant when OCHA was established and its relevance has increased with the needs.

Results

Donor co-ordination has been weak in the DRC but during recent years the situation has improved. OCHAs role and mandate have developed, through changed political conditions in 2001 and through the establish-

ment of the EHI/ERF. OCHA is managing the so-called EHI –Emergency Humanitarian Intervention (renamed to ERF) with the objective of creating a rapid humanitarian response capacity to meet war inflicted sufferings of the civilians. OCHA’s interpretation of the widened mandate has been criticised as other players are of the opinion that OCHA should not be an implementing agency. One ground for criticism may be that project implementation diverts the organisational capacity away from its main role to co-ordinate and manage. OCHA on the other hand might consider that within the present circumstances, timing and access motivate their interventions. EHI was renamed ERF in 2001, Emergency Response Fund; ERF. Since new components were added to the EHI concept, such as the promotion of cross-frontline exchanges and quick-impact projects (QUIPs). QUIPs are intended as complementary follow-up to emergency responses.

During 2000 the EHI fund was used 19 times to facilitate access, to support peace building initiatives and to allow quick and massive humanitarian interventions such as restoring water and power distribution networks. Some 1,500,000 persons in 9 of 11 provinces have been assisted from these interventions.

In 2001 (the renamed and expanded) ERF fund (to be used by UN agencies and NGOs, managed by OCHA), developed 15 short-term impact projects (QUIPs) on emergency delivery of clothes, food stocks, medicine, agricultural inputs, temporary shelters.

A donor mission during 2002 recommended OCHA to strengthen the focus on the co-ordination role and close the implementation activities. It also recommended OCHA to decentralise its office and have a larger presence in the field. The shift of operation has been materialised during the end of 2002 beginning of 2003 and OCHA has now developed an impressive local presence.

4.1.2 “Support to integration of disfavoured households into agricultural production through the distribution of agricultural inputs”, Food and Agriculture Organisation (FAO)

Background

“Support to integration of disfavoured households into agricultural production through the distribution of agricultural inputs” has had the objective to contribute to the improvement of food security of 2000 households in Kinshasa through the distribution of agricultural inputs, i.e. seeds and tools. The two consecutive wars of 1996–97 and 1998 have prompted a large number of people to flee their homes, in most cases without belongings. They are often taken in by other rural communities, who have a low capacity for agricultural production due to the economic crisis, shortages of agricultural inputs and ongoing conflicts.

Results

This project was initiated to attend to the precarious food situation of the Kinshasa area. Seeds and hoes were distributed to 2000 households through a network of NGOs that also assisted in the identification of the beneficiaries. The NGOs also assisted with securing agricultural land from local chiefs, with the distribution of inputs and with technical assistance for the cultivation.

Lessons learnt

According to the FAO final report, the difficulties met by the project are associated to the extreme poverty of the targeted groups. These groups have difficulties to devote themselves entirely to agricultural production because it often necessitates a certain amount of existing resources to do so. One way of solving this problem would be to implement such projects in the framework of the food-for-work programme of WFP. In addition, more support to local organisations participating in the implementation is required for increased efficiency.

4.1.3 Save the Children UK (SC/UK) (visited by the consultant)

Background

SC/UK is implementing Sida-funded projects in North and South Kivu of Eastern Congo. The areas of intervention are emergency health and demobilisation and reintegration of former child soldiers. The health project began as an emergency project destined to reduce the negative health impacts of conflicts and displacement on vulnerable groups in North and South Kivu. In fact, the initial proposal was focused on cholera, but the project was actually granted for interventions around measles, malnutrition and capacity building of health workers. The second health project of 2001–2002 had the same objective but was more targeted at the rehabilitation and equipment of health centres, provision of food in nutrition centres as well as training of staff. Preventive health services were more focused upon and community mobilisation activities began to take place.

The health activities of SC/UK are presently concentrated in North Kivu only because of the war situation. Areas increasing in importance are the access to health care for women and children, nutrition centres with agricultural development components, improved health prevention through the strengthening of health centres and capacity building. A community participation approach is used whenever possible and sustainable development is continuously an issue with the SC/UK staff. There are four projects of concern that have been Sida-financed between 1998 and 2002.

Projects of demobilisation and reintegration of former child soldiers started shortly after the beginning of the war with the objective of providing child soldiers with the socio-economic support that they require for their reintegration into their families and communities. The components are basically activities to identify the children in need, run transit centres for the former child soldiers and to ensure the reintegration of the children into society.

Results

SC has worked with response to emergency needs and simultaneously developed projects with longer-term goals. This includes supporting the self-financing health system, supply of essential drugs, support to management of health centres and support to management committees. This double approach is positive focusing on both the emergency needs and also long term solutions. The security situation has however been a major problem during the period.

There are estimated 30 000 child soldiers in the DRC. 2000 have been reintegrated in the society, the SC programme on demobilisation and

reintegration of former child soldiers has successfully reintegrated 1000 child soldiers. As the partner and implementing channel, SC is using the local authorities in Goma. This is done to use already existing structures and get sustainability solutions since it is the local authority that is responsible for the demobilisation of child soldiers in the long term perspective.

SC/UK was initially the unique international agency involved in the reintegration process and has been able to share its experiences with other organisations working on demobilisation in similar contexts.

A major tool for both the protection and reintegration of the children is the establishment of community networks. SC/UK has initiated the establishment of child protection community networks in each province, which are providing protection to reintegrated children. These networks assist in checking the quality of reintegration by verifying the presence of the children in the community, the way they were treated, their behaviour within the community, etc. The work with communities through children protection networks has increased the protection of children in general. Moreover, the integration of demobilisation and reintegration activities into the protection of vulnerable children in general has been a shift of major importance. The reoriented approach has directed the interventions of local partners towards overall prevention and protection of vulnerable children, which has proven to be very successful.

The next step in the work with communities has been to link community sensitisation to a support of visible community activities that improve the access of children and other community members to basic services. Some community-identified micro-projects have also been supported.

The methodology used at one of the visited transit centres is worth mentioning. The concept is revolving around the re-adaptation of these children into the villages. Life in these camps should not differ too substantially from the type of life that they are used to in the villages. In addition, they should be equipped with some basic skills in order to take care of themselves. Therefore, they sleep together on mattresses on the floor as they are used to, they learn to cook their own food and they are taught how to grow vegetables and other crops.

In general, the impression is that SC/UK is a professional organisation. The concepts that they adhere to are addressed in a very methodical and conscientious way. The organisation is managing to work with long-term development and sustainability issues at heart, despite the urgency of the war situation.

4.1.4 “Communauté des Églises de Pentecôte en Afrique Centrale”

(CEPAC): Training of head nurses 1998, through PMU Interlife

(visited by the consultant)

Background

Swedish Pentecostal congregations support projects through PMU Interlife (Pingstmissionens utvecklingsarbete) implemented by the “Communauté des Églises de Pentecôte en Afrique Centrale” (CEPAC), the sister church of the Swedish Pentecostal churches. CEPAC was founded by Swedish Pentecostal missionaries in 1921 but is now a Congolese church. Sida has, through PMU, mainly financed a programme for the reconstruction of clinics and schools destroyed by the war.

Every four years, the CEPAC General Assembly elects an Administrative Committee comprised of twenty members. Each province has a regional committee with representatives from local congregations. CEPAC is mainly active in Eastern Congo and within all areas relevant to a society, such as education, health, agriculture and forestry, environmental care and women's issues. Each Administrative Committee member is assigned to a specific area of intervention.

CEPAC runs programmes in the following areas:

- Education: 400 schools are run by CEPAC, encompassing 100 000 pupils and 5 500 teachers. Teachers in CEPAC schools are continuously trained.
- Health: CEPAC runs 3 hospitals, 130 health centres, each serving between 7000 and 10 000 people and 4 nutrition centres. Health staff has been receiving training through CEPAC since 1995.
- Environmental care: reforestation and erosion prevention projects.
- Women: female literacy programmes, vocational training centres.
- Agroforestry: food security projects reaching approximately 1000 women per year.

Relevance

Churches play an important role in providing social services such as education and health to the population. This project was aimed at improving the therapeutic and administrative routines at the CEPAC Health Centres.

Results

Training seminars have been continuously performed each year since 1995 and the results are achieved in a continuous process. However, the war in 1998 somewhat hampered the activities of the project.

The results achieved were that the accountancy, supervision and administration functions had made progress. Head nurses started to submit monthly financial reports, statistical reports on patients and prevalence of diseases. The reporting and use of the NSIS system has however proven to be difficult to implement since the feedback from the national level was non-existent.

Another result is the establishment of a centre for natural medicine in Bukavu, which is presently developing medicines for various uses in the CEPAC hospitals and Health Centres. The component on the use of natural medicine is not included anymore in the training programme. The training has changed over time, based on the experiences made during each training period. At present, the staff trained is tested before and after the training for evaluation purposes. Training facilities have also been installed within the CEPAC hospital complex, which provides possibilities for the training to become more practically oriented. Training has become increasingly oriented towards maternal health, nutrition, chronic diseases, HIV/AIDS and war injuries, both mental and physical.

There are 123 Health Centres in Kivu Province that have been created by CEPAC and which serve approximately 1 million people. The consultant was able to visit the Panzi Hospital in Bukavu that among others specialise in women, which have been molested during rape. The

hospital is very impressive. The commitment of the staff during these most difficult times of war is commendable and admirable. When there is no government to care for neither the sick nor wounded, or to pay the salaries of the staff, CEPAC is able to ensure a level of care, which is unique for this area. The capacity of the operative unit is very high and the laboratory has been equipped with materials from a Swedish field hospital from the urgency period after the war.

4.1.5 Communauté Évangélique du Congo (CEC): Agricultural and Forestry Development, phase VIII 1998–2001, through The Mission Covenant Church of Sweden, SMF (Svenska Missionsförbundet)

Background

Activities have been ongoing since 1982 and the current project is carried out in co-operation with Communauté Évangélique du Congo (CEC) and is still ongoing. Project management is undertaken by CEC's main office in Luozi. The objective is to, through agricultural development, including soil conservation, silviculture and agro forestry, improve living conditions and enhance possibilities to be self sufficient in agricultural products.

Relevance

The areas where CEC/SMF operates is in deep need of any enhancement contributing to possibilities of having a agricultural and forestry sector generating products to the people in real need of it.

Results

Overall, the above mentioned objective has been met, and an impact on living conditions of a positive nature seems to have been achieved. Local ownership appears to be firm.

The following results have been achieved:

- 5 seminars, 65 workshops has been conducted and 1850 project visits undertaken;
- Nine stations exist in total, spread out over Luozi area, 20 members per station have been trained (total of 200);
- Over one million plants have been produced, 350 ha of land have been re-forested. The plan was however to produce one million plants per year. This turned out to be unrealistic, since the budget was restricted and the focus regarding the nursery production changed. The villages wanted more frequent visits and demonstrations, which led to decreased activities around the central nurseries;
- Five gatherings of the projects technical workers have been held, which was documented on video;
- The ambition with introducing the concept of re-generating income through for instance the sale of seeds did not work out very well. No details are provided regarding the reasons why the income generation component did not work out. A short note regarding lack of rain was made.

A peculiar note is however made in the final report by SMF, where it is stated that “capacity building has been achieved but not sustainability”.

Normally the assumption would be that if capacity building had succeeded, the chance of sustainability would be there. Possibly, sustainability in this case signifies financially sustained.

5 Swedish support to Rwanda

Swedish support to Rwanda between 1999 and 2002 (million SEK):

Sector	1999	2000	2001	2002
Human Rights and Democracy	5,9	13,4	7,8	22,2
Humanitarian Assistance	67	38,8	4,5	2
Social Sectors	3,4	3,1	18,2	47,5
Economic Reforms	20	60	40	50
Non Governmental Organisations	13,1	14,4	13,4	16,5
Total	109,4	130	84	138

Source: Sida Annual Reports

Sweden began its support to Rwanda after the genocide in 1994. The support during the nineties was mainly focused on humanitarian assistance and support to democracy and human rights through the UN-system, ICRC and international NGOs. The programmes/projects supported were mostly of a short-term nature with the objective of attending to acute needs.

In 2000 a country strategy was adopted for Rwanda (and the Great Lakes Region) for the period 2000–2001, which has been extended to 2003. The Swedish Co-operation with Rwanda during the strategy period has been characterised by a gradual shift from the initial focus on humanitarian assistance towards a more long-term, bilateral development Co-operation.

According to the strategy for the Great Lakes, the overall objectives of the Swedish assistance to region are to:

- mitigate/lessen the consequences of conflicts and improve the conditions for a peaceful development.
- promote sustainable solutions to humanitarian problems.
- promote national unity and reconciliation.
- promote reconstruction and sustainable social, environmental and economic development.
- promote democratic development with good governance and respect for human rights and international humanitarian law.
- in parallel with the gradual phasing out of the humanitarian assistance, support long term projects that enhance sustainability and that strengthen the country's own capacity on the legal, environmental, economical and social sectors.

In addition to the above mentioned overall objectives, the following objectives are specific for Rwanda:

- to enhance democratic development and the respect for human rights.
- to support macro economic reform efforts.
- to strengthen Rwanda's possibilities to assume a peaceful and responsible role in the region and to ensure an increased participation in regional co-operation.

The main areas of co-operation are:

- Peace, stability and reconciliation
- Democracy and respect for human rights
- Economic reforms and macroeconomic stability
- Institutional support and capacity building

In addition to this, a thematic approach to capacity building has been applied throughout the co-operation to respond to the lack of capacity caused by the genocide.

Additional funds have also been allocated for regional interventions in the area of demobilisation, disarmament and reintegration of former soldiers and combatants.

In 2002 Sweden signed a Memorandum of Understanding with the government of Rwanda setting out the basis for a development partnership with the aim of contributing to reduced poverty, sustainable economic and social development and to promote democracy, human rights and equality between women and men in Rwanda. The MoU has been extended to 2003.

During the strategy period Rwanda has made progress towards creating a foundation for sustainable growth and poverty reduction. Many initiatives have been taken by the transitional government to transform the society from conflict to development. Rwanda is still in a post-conflict and political transition process. Post-conflict tasks such as security, reconciliation, reintegration, demobilisation, genocide trials (Gacaca) and drafting of a new constitution dominate the political agenda, which, to some extent, divert attention and resources from the development agenda.

During recent years poverty has reduced, partly as a result of peace and restored stability. Soon after the transitional government came to power measures to alleviate poverty (for example rehabilitation of health and education sectors, development of infrastructure etc) began.

General conclusions from the Swedish Co-operation with Rwanda 2000–2002

Swedish support has in general corresponded to the areas prioritised in the strategy and overall reached its objectives. The gradual shift from a humanitarian assistance towards a more long-term, bilateral development co-operation was in general successful but took some time due to organisational structures at Sida. Some humanitarian projects, mainly in the health sector, have been successfully transformed by the implementing organisations into more long-term engagements in line with the government's policies. From an organisational viewpoint, the responsi-

lity of the humanitarian division within Sida has thus been taken over by the health division.

The task of building up the development co-operation programme has been carried out during the period, despite some constraints due to organisational and structural limitation at the Development Co-operation Section (human resources, no delegation and no procedural agreement with Rwanda).

The bilateral co-operation has, mainly due to the preparation for long-term development co-operation, to a large extent included strategic interventions of an ad hoc nature, often study visits or short-term consultancies. Although interventions of this kind have a relatively high cost in terms of administration for Sida, it has been considered valuable.

A resource-group, composed of representatives from different departments at Sida-S, was during one year commissioned to respond to the thematic approach to capacity building, and to elaborate on a fund for capacity development. The group's mandate was however ended before a draft Terms of Reference for a capacity building fund was presented.

The dialogue between the countries has developed positively and is an important complement to development activities. The assumption made in the strategy about Sida's comparative advantages in a co-operation with Rwanda proved to be correct – the lack of former relation with Rwanda as well as Sida's flexible and somewhat limited bureaucracy has been welcomed by the Rwandan partners. From the technical aspect representatives from Rwandan institutions and authorities have expressed appreciation of the "collegial" approach by Swedish partners.

However, since many development projects started only recently it is premature to draw general conclusions about some of them. Moreover, the effects of the projects, in particular in area of capacity building, human rights and democracy as well as macroeconomic stability, are long-term. Therefore visible results will take some time.

What can be noted is the feeling of a strong ownership of the development process from the political leadership as well as a high motivation within the Rwandese organisations and their wish to move fast. This, however, has not always been matched with the absorption capacity of a separate project.

The discussions on donor co-ordination and alignment with the government's own policies and plans have started during the strategy period and the first results are already noticeable. Sida has achieved some efficiency gains by co-ordinating with other (likeminded) donors and jointly funded some initiatives (silent partnership with DFID in education, Dutch co-funding support to the OAG etc), which has proved efficient for all partners.

The plan to have an integrated approach to HIV/AIDS has just started and on a limited scale but has been welcomed by the partners. Below each area of co-operation will be described more in detail.

5.1 Peace, stability and reconciliation

The government has been successful in establishing and maintaining stability, which is a precondition for poverty reduction and national reconciliation. Progress has been made in repatriating and re-integrating tens of thousands of combatants and refugees from the DRC. The

withdrawal of Rwandan troops from the Democratic Republic of Congo in October 2002 was a step towards peace in the region.

The process of national unity and reconciliation has so far seen good results. There has been no systematic ethnic violence for several years and many initiatives have been taken to reduce ethnic tension. At the same time however there are many divisions and potential conflicts in the society between different groups such as returnees/genocide survivors, elit/masses, urban/rural. The progress of genocide trials has been slow. Recognising that the normal courts could not conduct the trials in reasonable time, the Gacaca system, a traditional conflict resolution mechanism adapted to judge the tens of thousands of people accused of participation in the 1994 genocide, was launched officially in June 2002. The first results were positive, although a number of problems have come forth, such as the lack of distinction between prosecutor and judge, the absence of an independent defence, the arbitrary sentencing and the incentive provided to confess.

Despite the conditional release during the first months of 2003 of 40 000 prisoners awaiting Gacaca, the situation in the prisons remains extremely critical. According to ICRC, 115 000 persons were, prior to the conditional release, held in detention in facilities that have a capacity for 17.000 detainees.

Swedish support to promote peace, stability and reconciliation

Sweden supports the National Unity and Reconciliation Commission (NURC) which is one of three commissions formed after the Arusha peace treaty. The overall aim of its activities is to promote unity and reconciliation between the Rwandan population. NURC plays an important role in the reconciliation process.

Sweden is, together with DFID, supporting a capacity building project within the NURC, aiming at strengthening its capacity of programme planning and administration. Twice, an ad hoc contribution has also been given to the NURC's National Summit 2000 and 2002, that brought together people from all areas of the society to discuss the progress made in the reconciliation process.

Moreover Sweden supports the World Bank's initiative on demobilising soldiers in

Rwanda and in the region, as well Penal Reform International's project that focuses on the prison administration, and with a component on Gacaca research (see 4.2.2

Penal Reform International (PRI).

It is too early to draw any general conclusions from the programmes which effects are of long term character. The consultant has not visited any of the projects in this area.

5.2 Democracy and respect for human rights

During 2003 the transition period from 1994 will be ended with parliamentary and presidential elections. The elections have been preceded by a referendum in order to approve a new constitution. These are positive developments but at the same time there are serious concerns about the human rights situation as well as the democratisation process. The

constitution contains several provisions, which create uncertainty of the extent of inclusiveness and future possibilities for participation in the political system. One concern is the position of the Forum of Political parties (article 56), potentially creating a legal basis for the present forum. The Forum is widely viewed as an instrument of political control by one political party, the RPF. A multi party system has to be accepted, not only as a principle, to provide a cornerstone for the efficient exercise of democracy. According to human rights organisations it happens that people who challenge the official RPF line are repressed, jailed or exiled, and political space is narrowing rather than opening up.

The new press law will hopefully lead to fewer overt forms of repression against critical journalist, but the step towards a fully independent media is still to be taken by the Rwandan government.

Rwanda has signed the most central human rights conventions, but has not had the capacity to present the reports to the different monitoring committees in time

Lack of resources, financial and human, contributes to the serious deficiencies in the judicial sector. The government commissioned a Law Reform Commission to revise the present judicial system and to propose changes needed in order to consolidate the rule of law and the independence of the judiciary. If the recommendations presented by the Commission will be implemented, it will lead to significant changes of the system.

As part of the democratisation process, the government of Rwanda in May 2000 adopted a national policy on decentralisation, since a need to decentralise both power and fiscal resources is recognised as a crucial component in achieving the goals of the Vision 2020 as well as the priority areas of the national PRS.

Popular participation has been introduced as an important methodology in almost all processes in Rwanda, starting from the Ubudehe-process (development activities on the lowest structural level- Cell), to the drafting of a new constitution, Gacaca and local elections that were held in 1999 & 2002 (cell and sector levels) and 2001 (district level). It has, however, been questioned how voluntary the participation has been, considering the low level of education in the country along with a tradition of strong hierarchy in a centralised system.

Swedish support to promote democracy and respect for human rights

Swedish support to this area has mainly been channelled through international organisations, but over time become more direct co-operation with government authorities.

Reseau des Citoyens/Citizens Network, Penal Reform International, Danish Center for Human Rights and African Rights are some of the organisations active in the justice/human rights field in Rwanda that have received Swedish support. The Swedish support has often been appreciated especially for being un-earmarked support to a project instead of earmarking certain budget lines, and thus offering the organisations flexibility in their work. Sweden supports the civil society development through Trocaire (se below).

The bilateral co-operation has mostly been institutional co-operation between Rwandan authorities and their Swedish counterparts. It has also included ad hoc interventions, that has been considered as strategic and

valuable, despite a relatively high cost in terms of administration for Sida for interventions of this kind.

- Law Reform Commission study visit to Sweden, to achieve input and learn from the Swedish experience within the justice sector
- Consultancy, co-financed with DFID through UNDP, to assist the Legal and Constitution Commission elaborate their activity plan
- Consultancy to support the elaboration of a Human Resource Development Agency.

Since April 2002, Sweden supports the decentralisation process, with a support executed by SALA-IDA (the Swedish Association for Local Government Authorities). The project, which is composed by support to three areas (to the Ministry for Local Government, Information and Social Affairs, to the Rwandan Association of Local Government Authorities and finally to strengthening local participation in development in 12 out of 106 districts) has during the first year of activities presented good results and has been appreciated by the Rwandan partners. The project runs until December 2004 and many requests have already been posed for a geographical expansion of the work in the districts.

Sweden also supports the Rwanda Legal and Constitutional Commission through a UNDP basketfund.

The development of democratic institutions, structures for democratic dialogue and participation in decision making are particularly important in a country as Rwanda, which has a weak democratic culture and where the system is based on a long tradition of being authoritarian and centralised. Steps towards legal and structural changes are underway and contributing to development. It is important to develop non-governmental forums and networks for discussion and decision-making. A strong civil society is the foundation for a culture of human rights and of the growth of participatory democratic processes.

Capacity building is however by definition a long-term undertaking and results may not be assessed within the framework of this report. Below some projects will be described more in detail.

5.2.1 National Electoral Commission (NEC) (visited by the consultant)

Background

Sweden has supported the General Commune Elections in Rwanda through the National Electoral Commission (NEC) of Rwanda. NEC was established in accordance with the Arusha declaration of August 1993. The Commune Elections were a step in the process of decentralising the government system to the district level. The elections at the lower cell and sector levels took place in March 1999, with reelection in 2002.

Relevance

The project was deemed relevant because of the importance of supporting processes that increase the decentralisation of power and people's participation in decision-making.

Results

Within the support project for the communal elections, the NEC decided

to use the Swedish un-earmarked support in particular for sensitisation of the population, aimed at achieving a higher awareness on the electoral process.

The Commune elections were implemented in March 2001 with a 96% voter turnout. 205 national and international election observers participated and concluded that the elections were conducted in a transparent and fair way. The project may have contributed to improve people's awareness about the election.

Lessons learnt

Being a relatively young and still growing organisation, the National Electoral Commission needs continuous capacity building, also in between elections. In addition, there is a vast network that has been developed as a support to the electoral process. 33 500 electoral agents have been trained and sensitised as well as co-ordinators at the sector and districts levels. This network also needs continuous re-orientation. Therefore, the NEC would need funds for capacity building on a regular basis and not only during a delimited intervention.

5.2.2 Penal Reform International (PRI) (visited by the consultant)

Background

Penal Reform International (PRI) is an international NGO founded in London in 1989 that seeks to achieve penal reform by promoting, among others, the development and implementation of international human rights instruments with regard to law enforcement, prison conditions and standards. PRI has a consultative status with the United Nations and with the Council of Europe and observer status with the African Commission for Human and Peoples' Rights.

The main objectives of the programme have been to:

- Improve the conditions of the detainees of Rwandan overcrowded detention centres.
- Help the Ministry in the reorganisation of the national prison service.
- Render each prison partly self-sufficient and capable of sustaining some costs of the prison management.

Relevance

The relevance of the activities of PRI was viewed in relation to the terrible state of the prisons in Rwanda and in relation to Sida's action programme for peace, democracy and human rights. It was also indicated that PRI was one of the few organisations working with the rights of prisoners in Rwanda, which also made the support relevant.

Results

This project is a continuation of a humanitarian support to ICRC's work in prisons. In connection with a decreasing support to the ICRC, a decision on support to PRI was taken.

In general terms, the impact of the programme so far is that the conditions of detention appear to have improved, partly as a result of the activities of PRI such as the awareness raised during the training of prison staff. Working outside the prisons has both provided exercise and some additional income for the inmates. Although micro-projects have

been initiated, the compensation system set up for the prisoners has not functioned as expected. In addition, the mobile teams of trainers planned were not set up in the analysed phase but have become operational during the current project phase. As the project is still ongoing, the actual impact of the programme as a whole will only be measurable in the long-term.

PRI's Country Programme for 2002 has been built on previous achievements and the lessons learned. PRI is developing ways of responding to the particular needs of vulnerable detainees and prisoners, as well as support to the development and implementation of Gacaca and community service. PRI has developed an information system for the monitoring of the Gacaca activities to inform and advise the planning and practice of the Rwandan authorities charged with the responsibility for the Gacaca process and to inform the international community. PRI is also assisting in the introduction of community service as one of the sentences available to the Gacaca tribunals.

5.2.3 Trocaire: Partnership Support for the Development of Civil Society in Rwanda

Background

Trocaire is an international organisation with headquarters in Ireland, whose mission is to empower local organisations and development partners in the process of sustainable development. Trocaire has been working in Rwanda since 1994. Initially, the programme addressed urgent needs in a variety of programmes such as agriculture, food security, school construction, shelter, health rehabilitation and institutional support, trauma counselling and social work training. Through working in these various sectors, Trocaire has been able to develop close relationships with local organisations.

The current Trocaire mission is to contribute to the development of a strong civil society by strengthening the technical and organisational capacity of Rwandan organisations, which in turn will promote participation on a grassroots level in the development and democratic processes of Rwanda.

The project funded by Sida has two main components:

- Capacity building with the objectives of strengthening the institutional capacity of local NGOs and to foster self-reliance and civil participation in grassroots communities.
- Human rights with the objective of raising awareness of human rights amongst the wider community and to promote a peaceful and tolerant society where different sections of society participate equally and with respect for the human rights of all.

Relevance

The relevance is that a strong civil society is the foundation for a culture of human rights and for the growth of participatory democratic processes.

Results

According to an externally performed mid-term review, the programme is on course and some results have been achieved, but the results are however still at the level of outputs. Sensitisation has taken place and

capacity has been created, but these have to be translated into changes in attitude and later to behavioural change, which would be the expected impact. The challenge for the programme is therefore to consolidate the achievements and to groom them towards the attainment of impact.

5.3 Economic reforms and macroeconomic stability

A Poverty Reduction Strategy was finalised in 2002. The quality of the paper is relatively good and poor people were consulted during the process of elaboration. Tight fiscal resources and limited capacity are however great challenges for implementation. Sweden, together with DFID, supported the Ministry of Finance and Economic Planning in the elaboration of the PRSP.

The economy has developed positively. Most targets under the IMF and World Bank programme have been achieved. Growth and fiscal performance have outpaced projections for 2002. The economy is however heavily dependent on aid and GDP per capita has not increased.

Since 2001 Sweden provides budget support to the government of Rwanda. The aim is to support the implementation of the poverty reduction strategy. It is yet too early to draw any conclusions of the support.

5.4 Institutional support and capacity building

In the present strategy, the lack of capacity of all levels and in all sectors of the society is identified as a major constraint to development and nation building in Rwanda. Support to capacity building is thus identified as a main priority for the Swedish Co-operation and should take a cross-sectoral approach. Support to capacity building is thus overlapping with the thematic support to certain areas like democracy, human rights and economic reforms.

Donor-co-ordination is a central element in this field, in order to limit the transaction costs for the government having to deal with different donors. Sweden, together with DFID, has therefore financed a consultant to assist the government with donor-co-ordination.

Below some projects will be described more in detail.

5.4.1 Office of the Auditor General (OAG) (visited by the consultant)

Background

The project, which has been co-funded between the Netherlands and Sida, set out to assist in the process of making the OAG operational with sufficient institutional capacity. Furthermore, a need was seen to sensitise the public, parliament and government to the role of government audit as a crucial component for accountability, transparency and democracy. The Swedish National Audit Office (RRV) was approached regarding the implementation of such a project. The project has been implemented by RRV together with the Dutch Algemene Rekenkamer (AR). During an 18-month period, the phase 2 of the project will be defined. A Logical Framework Analysis (LFA) exercise preceded the commencement of the project, specifying numerous activities and results, stipulated in an Activity Plan to the Project Document.

There seems to be a general government support to OAG. OAG has its own budget, which allows measures to be taken regarding maintaining human resources at OAG and attracting competent staff. The training

opportunities at OAG as an employee further reinforce the possibilities of attracting and retaining competent staff.

Relevance

An independent competent national audit institution is a cornerstone of democratic governance. It is presupposed that the new constitution in Rwanda will strengthen OAG's position and attribute a sufficient level of independence to OAG through a clear mandate and defined area of responsibility, especially in relation to the authorities to be audited and supervised and to the executive power, i.e. the president.

Results

A long list of activities was planned (see matrix). However, the reporting of activities implemented and regarding project progress has not functioned satisfactory and has been the subject of several meetings. Both OAG and RRV state that more or less all planned activities have been carried out and results have been achieved, and that the co-operation has fulfilled their expectations.

In the draft final report OAG further states that the training programmes have had a significant impact on the quality of work and strengthened the institutional capacity the OAG. Ernst & Young have undertaken several training sessions on management issues, contacts with the Parliament budget committee have been undertaken. An information brochure on the OAG is under preparation.

Lessons learnt

Considering the difficulties OAG has had regarding reporting in line with the donors' (The Netherlands and Sida) requirement, it would be useful to offer a new co-operating partner a sound introduction to project management and reporting.

5.4.2 Debt Management Advisory Project

Background

Sweden, Austria, United Kingdom, Denmark and Switzerland are co-financing a programme of capacity building in debt analysis and management (DSACBP). In parallel Sweden finances debt management support bilaterally.

The project objectives were to enhance the capacity of debt management within the Ministry of Finance by providing Advisors in Debt Management through enhancing the capacity at the Public Debt Division (PDD) and providing support regarding institutional strengthening of the Ministry and the National Bank of Rwanda (NBR). The project shall in general implement conditions and tasks inherent in the debt relief programme under the HIPC (Heavily Indebted Poor Countries).

Relevance

Rwanda's needs for advice regarding an integrated approach to debt management and the further development of human resources must still be deemed to exist. Further attention should be given to issues like sharing of knowledge, efforts aimed at multiplying effects to contribute to capacity building and sustainability, on the job training and follow-ups of acquired skills.

Results

Activities and expected results are generally phrased. A national debt management and monitoring sub-committee (DMMC) has been established and a debt management procedure manual as well as a guide to financing instruments and mechanisms have been drafted. Comprehensive basic training manuals have further been provided and the staffing level at the PDD has been reinforced. The following training has been undertaken;

- Basic training in debt concepts in the Ministry and in the National Bank (8 participants).
- Full training provided to the PDD and NBR in the use of software (DMFAS) and analysis software (Debt-Pro), as well as external debt strategy analysis (30 participants).
- The basic training in debt management received the most satisfactory answers through the questionnaires.
- Questions relating to development of human resources and advice regarding an integrated approach to debt management have been addressed.

Lessons learnt

The training appears to be very hands-on consultancy based, solving issues that need to be addressed during the week the short-term consultant/s are there. In general the training seems fairly condensed with a more theoretical level and less room for practical training elements. The project document and reports distinguish between “basic” training and “in-depth” training, where it seems like more “in-depth” training is needed, since the training is conducted mostly in intensive work-shop formats, that sometimes are to “effective”. According to questionnaires filled in by participants during an assessment of the project 2nd February 2002, the software training in particular appears to have moved too fast from the participant’s perspective. The implementing agency DRI (Debt Relief International, UK) on their hand seems to have thought that the participants should have continued training/ implementing knowledge attained on their own.

5.5 Humanitarian Assistance

The phasing out of Swedish humanitarian assistance to Rwanda started during 2000. Some projects that were considered to be purely emergency projects have been terminated. Some projects were shifted from the division for humanitarian assistance to other divisions at Sida. The bridging from humanitarian support to development projects included Save the Children – UK (SC/UK), Norwegian People’s Aid (NPA) and Health Net International (HNI). These organisations and projects were deemed to have an ability to shift their projects towards longer-term capacity building.

The first phase of the Health sector support in Kabutare district through HNI was initially an emergency programme. During the first phase, the programme basically succeeded in reinstating a minimum level of functionality of the health services. However, the second phase of the programme has started off with other more long-term concerns such as

developing systems to retain and motivate staff. The Rwanda genocide has caused a substantial lack of educated personnel in many sectors, including health. There are at present two medical doctors present in Kabutare district serving a population of 290 000 people. In an attempt to improve the situation, HNI together with the district have developed a bonus system for health centres. These are awarded extra funds when performing certain tasks identified through needs assessments made in co-operation with the general population.

The health sector support in Gihundwe district through NPA has had the profile of a humanitarian assistance project since its start in 1997. The relatively calm security situation and the end of returnees influx, has made it possible for NPA to shift from an emergency-style programme to a more development-oriented intervention. However, even though NPA has been able to perform this shift, the biggest problem as perceived by the District Health Administration is the low cost-recovery rate. Even if Health Associations (Mutuelles) would be formed to some extent, it will be difficult to sustain the progress made if foreign assistance is completely phased out unless Government undertakes its responsibilities for financing the health care system.

The NPA strategy introduced in the year 2001 was a community-oriented approach of mobilisation and sensitisation of the population through the work of the Health Animators and Health Committees. Through the support to Health Animators, NPA has tried to fill the gap between the Health system and the population, and to gain the real participation of the community. Emphasis has been put on public awareness raising campaigns to set up a Prepayment Scheme in the district and improve the population's access to Health Care by starting Health Associations (Mutuelles).

The FAWE project started merely as a rehabilitation of a school that was a gift from the government. However, long-term elements to develop the school have been gradually introduced. The construction has actively involved the parents, which have contributed both in cash and in kind to the construction. The pupils participate in different extra curricular activities such as projects aimed at providing information on HIV/AIDS to girls in the local community. The education model used for the school will be made a national demonstration model to be replicated in other schools and for which the concept of wider community participation of the school is central.

In essence, a strong participation approach involving parents and pupils is what will ensure the sustainability of the school concept in the future. The involvement of pupils in the local community strengthens the acceptance of the school from the community point of view, which is also a guarantee for long-term development and thus sustainability.

The major challenge for projects shifting is how to sustain results achieved. In all projects described above, the challenge has been taken on. The lessons learnt from the initial phases with a humanitarian emphasis have enabled the strengthening of the sustainable development aspects of the projects.

The major lessons learnt regarding how to sustain results are as follows:

It is not sufficient to develop capacity; trained staff must also be kept.

One solution is not only to interact with sectors of direct concern to the

project but also with community structures in general. The sustainability of any capacity development is partly depending on if society as a whole realises the importance of having and keeping qualified staff. Community committees and structures must be made aware of needs in sectors such as education and health and be able to act when problems arise.

Communities must also be given the opportunity to participate actively in the planning for basic services. The active participation of the communities in decision-making, such as in health committees, regarding issues of direct concern to them is the only way to motivate people to improve their own situation. Furthermore, the up-keep and maintenance of any infrastructure must ultimately be the delegated responsibility of the communities. With a delegation of responsibilities, delegated authority and funding must follow.

Finally, systems must be developed to ensure the financial sustainability of the services, whether it is for health, education or other sectors. If government support is insufficient, the only sustainable solution is to develop community based auto-financed systems. In order to motivate people to join such systems, it again necessitates that communities are involved to some degree in decision-making processes and that they thus become empowered to improve their own situation.

Below some humanitarian projects will be described more in detail.

5.5.1 Santé d'abord, Health Net International (HNI), Phase I (visited by the consultant)

Background

Health Net International (HNI) is a Netherlands based organisation working in the field of complex and chronic emergencies. However, HNI works on a different approach to help people recover from the devastation of war, natural disaster or other crises and has the objective of fundamentally improving health services through training, education, co-operation and dialogue with communities. The first phase of this project has mainly been aimed at ensuring basic health services in Kabutare district of Butare region. The reconstruction had already been initiated by Médecins sans Frontières (MSF).

Relevance

The relevance of the project was seen in relation to the endless needs of the Health sector in Rwanda. The activities have included:

- Formal and on-the-job training for health staff in the delivery of both curative and preventive services.
- Development of the management of health information systems and instalment of a viable financial management system including cost recovery mechanisms.
- Technical and financial support to set up a maintenance system in order to assure that facilities are well maintained.
- Reactivation of community groups such as health workers and health committees.

Results

Although training of health, administrative and financial management

staff has taken place; the results have been deemed as insufficient. The process of improvement is underway but the overall assessment is that the expected results can only be achieved in the long-term. Effectively managed health systems as well as Health Units staffed with well-trained and motivated personnel, are very ambitious goals and take time to reach. The staff situation has been particularly serious in Rwanda due to the genocide and it is also difficult to retain staff.

Lessons learnt

The results of the first phase have had a substantial impact on the formulation of the second phase of the programme. Systems to retain and motivate staff are being further developed and staff training in the second phase will be less formal and more practically oriented. Finally, one important realisation is that the project should not only interact with the health networks but also with other community structures that could contribute to the sustainability of the health system. The importance of a functioning health care system must be felt within society as a whole. However, Government must also take its responsibility and ensure that health care is provided and financed through public funding.

In 2000, the responsibility of the second project phase was shifted from the Division for Humanitarian Assistance at Sida to the Health Division due to the increased focus of the project on capacity building.

5.5.2 Health Support to Gihundwe Health District, through Norwegian People's Aid (NPA) (visited by the consultant)

Background

Norwegian People's Aid (NPA) is one of Norway's largest non-governmental organisations founded in 1939 by the Norwegian labour movement. NPA is involved in more than 300 projects in 30 countries.

NPA has focused its interventions in three Rwandan districts: Nyagatare in the Northeast, Gisenyi in the Northwest and Gihundwe in the Southwest. Sida has supported the Gihundwe Health district. One major donor has been UNHCR. UNICEF and Project Santé Population of the World Bank have also made some smaller contributions.

Relevance

The objectives of the Sida funded project have been to support and upgrade health services at Gihundwe District Hospital, to organise the District Medical Office, to support the District Peripheral Health Units (OHUs) and to improve the existing standards of health care services.

Results

According to the NPA Final Report 01/07/98–30/06/99, the achieved results of this project phase were as follows:

- The District Health System of Gihundwe has been made functional. The health system comprises four Peripheral Health Units (PHUs) and one referral District Hospital, under the co-ordination of the District Medical Office.
- Basic promotional, preventive and curative activities are generally available and accessible to the population. Financial accessibility to

health care is in principle universal. Indigent patients are exonerated from health service payments. A cost recovery system is in place, but work is needed to make it more efficient.

- Health Management Committees are in place in all Health Units and regular meetings are held. Improvement is however needed to increase the real participation of committees on health services planning and monitoring. The DMOs office is satisfactorily playing its role of overall co-ordination and supervision.

Lessons learnt

As a consequence of the experiences of the first project phases regarding the difficult financial situation of the health system, the district health management has now set up a Prepayment Scheme in the district and initiated the creation of Health Associations (Mutuelles). Cost recovery rates are low, for Gisenyi hospital less than one third. The system of Health Associations is being introduced but the results so far in Rwanda are not encouraging. The system has been introduced in three districts but failed completely in two because of low adherence and has so far succeeded only in one. Studies have shown that over 50% of the population have an interest in Health Associations in Gihundwe district. Attempts to set up the system in Gihundwe are being coupled with income generating activities to be undertaken by communities jointly.

The present situation (2003) is worrying from a sustainability point of view. It seems that the discontinuation of support would put the health Sector in Gihundwe in a precarious situation. Unless there is a system for securing funds from treated patients, there will be problems in the long run to maintain the health sector in its present state.

5.5.3 The FAWE Girl's School project (visited by the consultant)

Background

The Forum for African Women Educationalists (FAWE) was created in 1992 as a response to the slow pace of implementation of Education For All (EFA) Goals in sub-Saharan Africa and registered in Kenya as a pan African NGO in 1993. As FAWE has developed, more emphasis has been placed on practical interventions that benefit girls directly. The FAWE Girls School is a pilot programme co-ordinated by the Government of Rwanda to meet the educational needs of returning refugees. The ultimate goal of the FAWE Girls School is to increase the self-confidence of these girls to study further and assume leading positions in society.

Relevance

The objective of the project has been to rehabilitate the FAWE Rwanda Girls Demonstration Secondary School for it to provide an environment totally conducive to learning, as well as facilities for care and protection of girls borders. The relevance of the project however goes beyond the mere construction of the school buildings. The school has become a role model because of its concept of focusing on girls and their specific situation.

Results

The Sida support has in principal funded the finalisation of constructions and maintenance of the school premises as well as the Bursary Funds.

The Bursary Funds have permitted girls from poor households to access education. At present, over 40% of the girls attending the school are from vulnerable social and economic backgrounds and are supported through bursaries. Moreover, the physical school construction has enabled FAWE to perform its intended activities. For instance, a number of empowerment programmes have been implemented such as the Role Model Programme. Women who have broken society's barriers against women are invited to speak with the girls in the FAWE School to encourage them to become role models for future generations.

One particularly interesting impact is that the experience gained through the FAWE School has resulted in that FAWE now has the mandate to work in 35 schools in Rwanda to improve the gender balance in the education sector. Various schools actors have already been trained to manage schools in a girl-friendly way.

Although the FAWE school rehabilitation began as a humanitarian assistance project, it has gradually shifted its focus to become more development oriented. The handling of the project has now been transferred to the Educational Division at Sida as the focus has changed towards capacity building.

5.5.4 Literacy project, Association des Églises de Pentecôte du Rwanda (ADEPR) (visited by the consultant)

Background

The Swedish Pentecostal Church started its activities in Rwanda through Swedish missionaries in 1940. At independence in 1962, the responsibilities for the implementation of the activities were transferred to the "Association des Églises de Pentecôte du Rwanda" (ADEPR), which up to this day has been the partner of the Swedish church. ADEPR has 400 000 members in the country and has a vast network at grassroots level that reaches the whole country. In the education sector, ADEPR works with alphabetisation, construction of school buildings and training of teachers. ADEPR runs 100 primary schools encompassing 38 000 pupils as well as seven secondary schools with 1 400 pupils. The involvement of ADEPR in the health sector is increasing; one major hospital in Nyamata was inaugurated in 2002. Sweden has supported ADEPR projects in the education sector, in particular humanitarian assistance projects after the war.

The alphabetisation project was initiated in 1999. The examined project is the second phase initiative from April 2000 to June 2001. The purpose of this particular phase was to improve non-formal literacy education in the regions of Gitarama and Kigali rural. Apart from courses in reading, writing and calculation, complementary education would be provided in the areas of nutrition, hygiene, peace and reconciliation. The project has been pursued beyond phase II and is currently in the beginning of phase IV.

Relevance

The project is of great importance, especially since the level of illiteracy in Rwanda is approximately 30% for men but close to 50% for women. The project provides possibilities for illiterates of all ages to exit illiteracy in a relatively short period of six months. They also acquire a certificate that enables those who wish to resume a school education. 75% of the enrolled students are able to graduate in six months as opposed to stan-

dard government programmes that have a duration of two years. The certificate is nationally accepted and all graduates are due to pass a government test before graduation.

Results

Up to the end of the second phase, the project has enrolled 21 460 students and developed 504 alphabetisation centres. Literacy activities have been initiated in Gitarama province with new literacy centres, distribution of books and training of monitors, literacy activities have been initiated in Kigali-Ngali province, with the training of educators and of monitors as well as a sensitisation seminar. In addition, the follow-up of the activities in Kigali town has been comprised re-orientation seminars for monitors and congregation leaders and follow-up visits to literacy centres.

Lessons learnt

The project seems to be gaining in popularity because of its efficiency and because it is totally free of charge. Many people who have followed the course are bringing their spouses/children/neighbours. The courses have also enabled people to speak more freely about the handicap of illiteracy and the shame and stigma of it.

The consultant visited two sessions of four to five groups working simultaneously at different levels and observed that the students were of ages between 8–10 up to 40, both men and women. In addition, approximately half of the students did not belong to the Pentecostal church.

There should be more provisions made for follow-up programmes of the students some time after graduation to ensure that their knowledge has been sustained. The reasons for limited follow-up activities are budgetary constraints. However, unless regular follow-ups are made, it will not be possible to evaluate the present set-up and improve it if necessary.

Halving poverty by 2015 is one of the greatest challenges of our time, requiring cooperation and sustainability. The partner countries are responsible for their own development. Sida provides resources and develops knowledge and expertise, making the world a richer place.



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