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Swedish Development Cooperation in Central Asia through Sida from 1997–2010

An Overview

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We would like to express our sympathy with the families of those who died in Osh and Jalalabad during June 2010, and for the hundreds of thousands who have had to abandon their homes. We hope that the new government will find a way forward to provide peace and stability to the country.



Executive Summary

After fourteen years of providing development assistance in Central Asia, Sida is closing its doors following a decision by the Swedish government on August 27, 2007. This report provides an overview of Sida's experiences, highlighting the strategic direction, main results and issues related to sustainability and the phase-out.

Sida began implementing development assistance in the Central Asian countries of Kyrgyzstan, Kazakhstan and Tajikistan in 1998. Between 1998 and 2008 annual support to Central Asia gradually increased from SEK 11 million to SEK 153 million. By the end of 2010 the amounts disbursed in the region will total approximately SEK 891 million (approximately USD 120 million¹). The strategic focus has been in the areas of Democratic Governance, Economic Development, and Health.

This report summarizes how Sida followed the various country and regional strategies provided by the Swedish government over the twelve-year period. In summary, the review team found that:

- The interventions that Sida funded (or co-funded) were relevant for the Central Asian countries.
- Sida has made a significant contribution in Central Asia through the creation of platforms for other actors including national governments, to build on.
- Sida has honored its commitments and executed a responsible exit.
- Sida has been an instrumental and much appreciated actor for alignment of donor support and involving the government in development processes in Tajikistan.
- Sida was seen as a flag bearer for anti-corruption efforts in Tajikistan, but made less progress in mainstreaming gender equality and human rights.

¹ The exchange rate used in this report is USD 1 = 7.4 SEK

At the same time, other donors in the region voiced the following fears concerning the future of development efforts in the region:

- There will be very few bilateral organizations with a presence in Kyrgyzstan and Tajikistan.
- The European Union does not have the resources or position to assume the role that Sida played in Tajikistan.
- The health sector in Kyrgyzstan risks being underfinanced because of reduced support due to few bilateral organizations remaining after Sida (and likely DFID) leave.

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Abbreviations and Acronyms

ADB	Asian Development Bank
BITS	Beredning för internationellt tekniskt och ekonomiskt samarbete
DCC	Donor Coordination Council
DFID	United Kingdom Department for International Development
EU	European Union
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
HPAU	Health Policy and Analysis Unit
INGO	International non-governmental organization
IOM	International Office of Migration
JCPS	Joint Country Partnership Strategy
KfW	Kreditanstalt für Wiederaufbau (German development bank)
KYSS	Kyrgyz-Swiss-Swedish Health Project
MOH	Ministry of Health
NDS	National Development Strategy
NGO	Non-Governmental Organisation
OSCE	Organisation for Security Cooperation in Europe
PGU	Politik för Global Utveckling
PIP	Public Investment Programme
PRS	Poverty Reduction Strategy
SDC	Swiss Development and Cooperation Agency
SEK	Swedish kronor
Sida	Swedish International Development Cooperation Agency
SWAp	Sector-wide Approach
ToR	Terms of references
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNICEF	United Nations Childrens Fund
UNODC	United Nations Office on Drugs and Crime
UNTOP	United Nations Tajikistan Office of Peacebuilding
USAID	United States Agency for International Development
USD	United States Dollar

1 Introduction

The Swedish International Development Cooperation Agency (Sida) is closing down after fourteen years of providing assistance in Central Asia and has been requested by the Government of Sweden to document this assistance. This report provides an overview of the history of Swedish development cooperation in Central Asia, including how funds were allocated and to which sectors, and how the phase-out was conducted. The goal was to provide a document that would both be interesting reading and serve as a form of institutional memory for Sida, the Swedish government and all who are interested in development cooperation in Central Asia.

2 Context

2.1 THE CENTRAL ASIAN REGION²

The five newly independent countries Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan form what is commonly referred to as Central Asia. The quintet shares a history of being former republics of the Soviet Union.

Central Asia covers an area of 4,003,400 km² kilometers, including some of the most sparsely populated regions in the world. Its population of 61.5 million people is formed by more than 100 different ethnic groups, the main population groups being Uzbeks, Tajiks, Kyrgyz, Kazakhs and Turkmens.³

The contemporary national frontiers are the result of Soviet geopolitical attempts to control and tie the Region's countries closer together, rather than trying to preserve or identify already existing borders. Today, in a context of protecting national interests, ethnic opposition, fighting over resources, and other factors, the way these borders were drawn is creating problems. The mix of many nationalities living side by side that was earlier taken for granted is now causing conflicts. This is particularly noticeable in the Ferghana Valley, where three countries (Kyrgyzstan, Tajikistan and Uzbekistan) share the valuable fertile agricultural land and, in many cases, limited water resources.

Tajikistan, Uzbekistan and Turkmenistan all have long common borders with Afghanistan. For Tajikistan, in particular this has led to a serious drug trafficking problem, according to UNODC – the worst in Central Asia. Nearly 20 per cent of the opiates leaving Afghanistan transit through Central Asia, and much of that flows through Tajikistan.⁴

² Unless indicated otherwise, the following sources were used for this section: Sida Strategy for Development Cooperation with Central Asian 2006–2009; Website of the SDC in Central Asia (Kyrgyzstan, Tajikistan, Uzbekistan): www.swiss-cooperation.admin.ch/centralasia/; Håstad, D. (1998) *Arvet från Timur Lenk*. Stockholm: Norstedt.

³ www.un.org

⁴ www.unodc.org



For the five Central Asian republics the transition from Soviet republics to independent states has been complicated. This is not least because of weak industrial abilities – an inheritance from the Soviet planned economy where the Central Asian states were mainly agricultural centers and providers of crude material, where as refinement and processing took place in other republics. The break-up meant disruption of economic ties and of the single economic market between the former Soviet republics and Russia, resulting in widespread poverty after independence. While poverty alleviation programs have been in progress in all five countries since the mid-1990's, particularly in Kyrgyzstan and Tajikistan (the latter after 1997), only small segments of the population have benefited from economic development. This has led to extremely high levels of labour migration (to Russia and other former Soviet States) and brain drain from many sectors, particularly in construction and the health and education sectors. In the case of Tajikistan, the civil war was also a strong factor that incited educated individuals to migrate.^{5, 6, 7, 8}

The five countries have very different economic pre-conditions. Turkmenistan and Kazakhstan have great natural resources in the form of oil and gas. Uzbekistan has by far the largest population.

⁵ Tajikistan National Development Strategy 2006–2015

⁶ Kyrgyzstan National Development Strategy 2007–2010

⁷ Joint Country Support Strategy (JCSS) for Kyrgyzstan 2007–2010

⁸ Joint Country Partnership Strategy for Tajikistan 2010–2012

Kyrgyzstan and Tajikistan are the smallest and poorest countries in the region. All five countries share obstacles for democratic and economic development. Limited, mismanaged and poorly developed water and energy resources are all significant obstacles for economic development and causes for bilateral and regional conflicts, as well as widespread corruption on all society levels. Respect for human rights is low, gender equity is under-developed and the freedom of press is very limited.

Central Asia has not been known previously as a region with strong religious leanings, particularly as the Soviet State repressed and controlled religious movements. After independence, however, there has been a resurgence of Islam, the most widely practiced religion, particularly in Uzbekistan and Tajikistan. These movements have been strongly controlled by the governments of these countries, however, through cooperating with less radical religious movements.⁹

2.2 TAJIKISTAN¹⁰

Short Facts Tajikistan

Population: 6.8 million

Territory: 143,100 km²

Capital: Dushanbe

Official Languages: Tajik

GDP per Capita 2008: USD 2082 (ranks 189 of all countries in the world)

Infant Mortality Rate 2008: 54 per 1000 live births

Maternal Mortality Rate 2005: 170 per 100,000 live births

Gender Development Index 2007: 107 out of 155.

Tajikistan is one of the least accessible countries in the world. Its high mountainous terrain and remoteness, compounded by ineffective infrastructure and a weak governance and regulatory framework, are significant barriers to external trade, connectivity and

⁹ Olcott, M.B. The roots of radical Islam in Central Asia. 2009. Carnegie Endowment Paper No. 77. Carnegie Endowment For International Peace.

¹⁰ Sources: National Development Strategy for Tajikistan 2006–2015; Sida Strategy for Development Cooperation with Central Asian 2006–2009; Website of Sida: www.sida.se Website of the SDC in Central Asia (Kyrgyzstan, Tajikistan, Uzbekistan): www.swiss-cooperation.admin.ch/centralasia/; Website of IOM: www.iom.int; Website of UNDP in Tajikistan: www.un.tj. For economic data: www.indexmundi.com/tajikistan: 2010–06–28, For demographic data: www.unicef.org/infobycountry/Tajikistan: 2010–06–28 For Gender Development Index data: <http://hdr.undp.org>

investment. It was and remains the poorest of the countries that emerged from the Soviet Union.

Tajikistan was devastated by a five-year civil war directly after gaining independence (1992–1997). This war caused huge economic and human losses and greatly complicated the country's initial transition from planned to market economy. Despite thirteen years having passed since ceasefire was declared, one should keep in mind the fragile nature of the independent Tajik state when comparing it to the other countries in the region.

The political situation in Tajikistan today may be characterized as stable with strong presidential power. Civil society's role in the political process remains weak. This has created a context of low level of public accountability and transparency, where corruption is a key obstacle for development.

The economic development of Tajikistan stabilized after the civil war and since 2000 the country has had an annual average growth of 8 %. However, there has been slow development of new branches or new industries and the main export products for Tajikistan still remain aluminum and cotton (in their raw qualities). Another significant source of income for the Tajik state are the remittances sent home by Tajik labor migrants, mainly in Russia. There are estimates that the labor migrant remittances grew explosively from 5 % of GDP in 2003 (USD 82 million) to 50 % of GDP in 2008 (USD 2.6 billion).

The population's health status is poor and both maternal and child mortality rates remain high in comparison to the rest of the world and the neighboring countries. There has also been an erosion of human capital in social services since independence, which has contributed sub-optimal services. The health care system is undergoing reforms with assistance from international development partners, but it is difficult to guarantee sustainability of the reforms as the state's own input in the health and social sectors is fairly low (due to a small GDP).

2.3 KYRGYZSTAN¹¹

Short Facts Kyrgyzstan

Population: 5.3 million

Territory: 199,900 km²

Capital: Bishkek

Official Languages: Kyrgyz, Russian

GDP per Capita 2008: USD 2226 (ranks 179 of all countries in the world)

Infant Mortality Rate 2008: 33 per 1000 live births

Maternal Mortality Rate 2005: 150 per 100,000 live births

Gender Development Index 2007: 100 out of 155.

Kyrgyzstan is as inaccessible as Tajikistan and, due to its large high-mountainous area, 90–93 % of the country's land is not suitable for cultivation. As in the case of Tajikistan, Kyrgyzstan's geographical isolation is a significant barrier to international trade and transport, which is further hampered by inadequate physical infrastructure and protectionist policies in neighboring countries. Poor governance and low institutional and technical capacity have also limited the implementation of reforms in many areas. Despite a sound record of macroeconomic performance in recent years, economic growth has been modest and volatile; a large burden of external debt has been accumulated and integration into global production and trade remains limited.

From October 1990 to March 2005, the Kyrgyz Republic had eleven governments. The frequent changes at the political level have contributed to insufficient capacity in implementing policies and reforms. The other more serious disadvantage of political instability is that the situation occasionally gets out of control and causes turmoil, violence and large insecurity for the population, as witnessed in the uprisings in Osh and Jalalabad in June 2010.

Institutional weaknesses and widespread corruption in the public sector also diminishes the ability and incentives of the public admin-

¹¹ Sources: National Development Strategy for Kyrgyzstan 2007–2010. Sida Strategy for Development Cooperation with Central Asian 2006–2009; Website of Sida: www.sida.se Website of the SDC in Central Asia (Kyrgyzstan, Tajikistan, Uzbekistan): www.swiss-cooperation.admin.ch/centralasia/; Website of IOM: www.iom.int; For economic data: www.indexmundi.com/kyrgyzstan; 2010–06–28, For demographic data: www.unicef.org/infobycountry/Kyrgyzstan; 2010–06–28 For Gender Development Index data: <http://hdr.undp.org>

istration to act in the public interest and respond to the needs of the emerging private sector. Kyrgyzstan is said to benefit from the fast developing neighbors Kazakhstan, China and Russia through new export opportunities of non-manufactured products.

The health status of the population is rather poor, however a general improvement of health outcome indicators has occurred. The health system has undergone major reforms, but sustainability of these reforms is questionable due to lack of state budget means.

3 Swedish-Cooperation with Central Asia 1997–2010

3.1 STRATEGIES AND PRIORITIES¹²

Pre-1997

Before 1997 Sida had no involvement in Central Asia although Sweden provided USD 1 million to UNDP's Democracy, Participation, and Governance Programme in Central Asia and the Caucasus from 1995–1996.

1997–2002

Sida's involvement in Central Asia grew out of a gradual expansion eastward in the agency's activities. After the break-up of the former Soviet Union, Sida began to initiate development assistance to countries such as Ukraine, Moldova, Belarus and Georgia with positive results. One of the products of this expansion was the decision in 1996 to support a program around the Aral Sea that had originated from BITS¹³, a Swedish government agency that was integrated with Sida, along with three other agencies, in 1994–95. As visits were made to the region (the first to Kyrgyzstan in 1998), and contacts were made with multilateral organizations working in the region (primarily UNDP and World Bank), Sida gradually expanded its activities in the region.

In 1998 the Government of Sweden appropriated SEK 280 million of its Budget Bill to "Central Asia and the Caucasus." This grouping was justified by the countries all being former Soviet States. At the time, the Government prioritized support to the development of democratic institutions, human rights, social projects and projects related to the Aral Sea Disaster. Following these instructions, from 1998–2002 Sida focused primarily on democratic processes and human rights, followed by the social sector. The majority of funds were focused on Kyrgyzstan, followed by Kazakhstan, Uzbekistan, and Tajikistan.

¹² The information in this section was derived from 1) Sweden's regional strategies for Central Asia, 2) instructions and memorandums from the Ministry of Foreign Affairs and Sida, and 3) interviews with Sida staff.

¹³ Beredning för internationellt tekniskt och ekonomiskt samarbete

2003–2005

In 2001 Sida was asked by the Ministry of Foreign Affairs to begin preparing a regional strategy for Central Asia to be completed by December 2002. To begin the process, an evaluation of Sida's development assistance from 1997–2001 was carried out in 2002. The results indicated that projects that had focused on the grassroots level had been more successful than those that had attempted to achieve reform at the central levels. The conclusion was that Sida should focus its support on fewer areas and apply a more long-term perspective.

Other events in the region, such as the war in Afghanistan after the attacks in the U.S. on September 11 2001 created a political motivation for Sweden to contribute to reducing poverty and avoiding further conflict in the region. In October 2002, Sida and the Ministry of Foreign Affairs, visited Tajikistan. The combination of this study trip, the evaluation carried out by Sida, various meetings with stakeholders, and the events occurring in the region led to the new development strategy clearly focusing on Tajikistan in the region, while support to Kyrgyzstan and Kazakhstan was to be continued.

The goal of development assistance in the 2003–2005 Regional Strategy for Central Asia was “to reduce poverty and prevent conflict through contributions that aim at promoting sustainable growth, and creating better standards of living for the people, and through contributions to the creation of democratic governance structures and respect for human rights.”¹⁴ The document clearly outlined the linkages between poverty, unemployment, democracy and risk for conflict. Swedish assistance was expected to be focused, result-oriented, long-term (more than 15 years), flexible, inclusive of civil society, and environmentally and gender-aware. Donor coordination, capacity-building and alignment with the countries' own poverty reduction strategies were also prioritized.

Funding levels were estimated to reach approximately SEK 100 million per year to cover contributions within democratic governance, transition and economic growth, the social sector, and rural development. Funding modalities that were to be used includ-

¹⁴ Author's translation. Original: “att minska fattigdomen och förebygga konflikter genom insatser som syftar till att främja en hållbar tillväxt, skapa bättre levnadsförhållanden för befolkningen och genom insatser till uppbyggnad av demokratiska samhällsstrukturer och respekten för de mänskliga rättigheterna.”

ed continued support to multilateral organizations in the region, such as UNDP, and co-financing with other bilateral organizations. The promotion of Swedish competencies and companies was also seen to be important.

In 2004 a Section Office for Development Cooperation was opened in Dushanbe, Tajikistan in order to better coordinate activities in the region. However, for logistical reasons (there were no direct flights between Tajikistan and Kyrgyzstan at the time), the work load in Dushanbe, and the need for involvement desk officers from Stockholm with certain technical backgrounds, the activities in Kyrgyzstan were primarily monitored from Stockholm.

2006–2007

In 2005 Sida received an assignment from the Ministry of Foreign Affairs to develop a new regional strategy for Central Asia for 2006–2009. The overarching guidelines for this strategy were a focus on poverty alleviation using the country's own strategies, fewer and bigger interventions in a smaller area, continued attention to conflict reduction, and close collaboration with other donors.

Because of the lack of reform processes in Uzbekistan and Turkmenistan, and the great economic progress in Kazakhstan, Sida proposed a strategy that focused on Tajikistan and Kyrgyzstan. The amount of assistance in the region was to start at SEK 120 million in 2006 and then increase to SEK 200 million per year. An engagement of at least 15 years was envisioned.

In Tajikistan, the aim of Sida's development cooperation was to "strengthen opportunities for popular participation in the development of society and to improve both the means of support and health of poor men and women." Three sectors were identified for support: Democratic Governance, Economic Development, and Health. Gender equality was to "permeate all activities." In addition, Sida was to focus on the following dialogue issues: donor coordination, gender equality and the importance of transparent processes and institutions.

In Kyrgyzstan the goal of development cooperation was "to support the country's long-term programme for poverty alleviation." The sectors identified for support were Democratic Governance and Health. "Other" areas that were eventually to be phased-out included agriculture. Dialogue issues to be promoted were development of transparent and democratic governance and gender equality.

Beginning in 2006, the Swiss Cooperation in Bishkek, Kyrgyzstan was contracted by Sida to support the implementation of

Sida's development assistance program in that country. The purpose of this agreement was to both work according to the Paris Declaration and reduce administrative costs.

Phase-out: 2008–2010

After national elections in 2006 the Government of Sweden changed political leadership. The new government placed a high priority on reducing the number of countries that Sweden provided bilateral development assistance to from over 70 to 33. Tajikistan and Kyrgyzstan were both selected for “phase-out” in this process. The decision was made by Swedish parliamentarians on August 27, 2007.

The decision to “phase-out” from Central Asia prompted the development of a “Phase-out strategy” for the period 2008–2010. The objective of Swedish development cooperation in this period was “to improve opportunities for citizen participation in the development of society, and to improve poor people's possibilities of earning a living and maintaining good health.” Thus, there were no changes in the objectives of this strategy from the previous one. The three sectors from the previous strategy – Democratic Governance, Economic Development and Health – were also continued. In addition, dialogue issues of gender equality, human rights and anti-corruption were to be pursued, both in connection with bilateral assistance and in donors' joint processes, such as the donors' joint strategies and implementation of the European Union (EU) Strategy for Central Asia. The levels of assistance were projected to reach SEK 140 million in 2008, and then decrease to SEK 110 million in 2009, followed by SEK 75 million in 2010.

At this point, Sida began preparations for closing the office in Dushanbe, Tajikistan by December 31, 2010 (this was later changed to July 31, 2010). Sida personnel attached to the Central Asia activities were subsequently and gradually reduced.

3.2 COOPERATION PARTNERS

In line with the Paris Agenda, the principle of ‘ownership’ has characterized Sida's method of working in Central Asia. Sida has thus initiated or supported ongoing reforms in partner countries on the basis of the countries' own poverty reduction and national development strategies and in cooperation with government agencies. For this reason, the primary partner for Sida in Central Asia was the Government of Tajikistan and Kyrgyzstan and various state agen-

cies. For example, health program support was carried out in conjunction with the Ministries of Health in Tajikistan and Kyrgyzstan. Veterinary and seed projects were carried out with the Ministries of Agriculture in each respective country. Land reform projects and assistance were carried out with the different responsible state agencies in each country.

In dialogue with the governments, and in accordance with their needs, a variety of cooperative efforts were initiated to help support these reform efforts through capacity building and technical support. Over the twelve-year period, Sida primarily engaged with four types of partners: 1) bilateral organizations, 2) multilateral organizations, 3) Swedish partners, and 4) international non-governmental organizations (NGOs). These partner relationships are explained below.

3.2.1 Bilateral Organizations

Sweden's signing of the Paris Declaration on AID Effectiveness in March 2005 had an impact on Sida's aid modalities in general. The principles of ownership, alignment, harmonization, managing for results and mutual accountability are intended to improve the likelihood of sustainability and reduce the burden of administration for partner countries. Sida cooperated extensively with other bilateral development agencies through coordination mechanisms such as the Joint Country Partnership Strategy (JCPS), described in more detail below under section 3.3.5. Another mechanism of bilateral cooperation is donor co-financing of projects and initiatives. In Central Asia this could be seen in projects such as the *Community and Basic Health Project* in Tajikistan (Swiss Development Cooperation), the *Kyrgyz-Swiss-Swedish Health Project – KYSS* (Swiss Development Cooperation), the *Health Sector Support Project* (SWAp) in Kyrgyzstan (Swiss, UK, World Bank and Germany), and the *Public Financial Management Multi-donor Trust Fund* in Kyrgyzstan (with the Swiss, UK, World Bank and European Commission).

3.2.2 Multilateral Organizations

Swedish development policies have traditionally prioritized close cooperation with and funding of multilateral organizations at both the global and country levels. This has been reflected in the country and regional strategies for Central Asia as outlined above. Collaborations on different levels were developed with the World Bank, the United Nations Development Program (UNDP), the Food and Agri-

cultural Organization of the United Nations (FAO), the Organization for Security and Cooperation in Europe (OSCE), the International Office of Migration (IOM), the United Nations Office on Drugs and Crime (UNDOC) and the United Nations Tajikistan Office of Peacebuilding (UNTOP). In Tajikistan Sida provided direct project support to UNDP, FAO, UNICEF and World Bank and had close collaboration with their country offices. Examples of specific interventions conducted with multilateral organizations were *Women in Politics* in Kazakhstan and Kyrgyzstan (with UNDP), *Supporting Social Welfare and Child Protection Reform* in Tajikistan (with UNICEF), *Enhancing Peace and Reconciliation* in Tajikistan (with UNTOP and UNDP), and the *Veterinary Services project* (with FAO).

3.2.3 Swedish Partners

The Government of Sweden, through its Policy for Global Development (PGU), requires all Swedish government agencies to contribute to the implementation of this policy where they possess relevant knowledge and skills. This is reinforced in annual instructions to Sida, which underline the promotion of Swedish competencies in countries where Sweden has “an edge” and where lessons learned in other countries (i.e. other former Soviet States) may be applied. This policy has resulted in many Swedish implementers such as Lantmäteriet, Sveriges lantbruksuniversitet and Stockholms universitet entering the Central Asian arena. Additional Swedish organizations, such as consultancy companies (Språngbrädan, SIPU International, and Swedesurvey AB) have also been involved in the implementation of reform work in Central Asia. Some of these projects are explained in more depth below.

3.2.4 International NGOs

After the establishment of the Sida office in Dushanbe, funding to international NGOs (INGOs) in Tajikistan began to increase. Recipients included The Aga Khan Foundation, ACTED and Mercy Corps. Supporting INGOs also represented a way for Sida to encourage development within a sector that was seen to be neglected and in particular need of assistance. An example is in the area of local governance where Sida financed the project –Tajikistan Governance and Livelihoods Programme – implemented by the Aga Khan Foundation.

3.3 SECTOR PRIORITIES AND CROSS-CUTTING ISSUES

Between 1998 and 2008 the annual support to Central Asia gradually increased from SEK 11 million to SEK 153 (Figure 1). The total amount disbursed for the whole period (1998–2009) reached SEK 848 million. By the end of 2010 this figure will have reached approximately SEK 891 million.

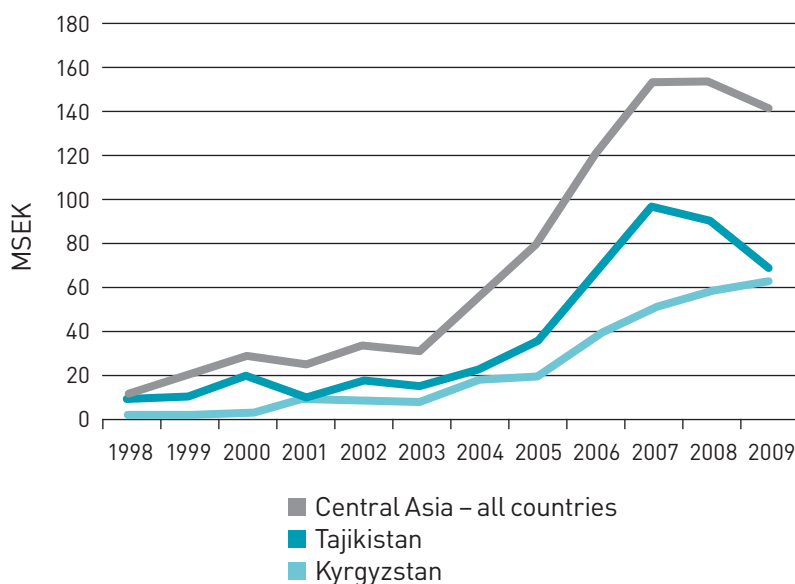


Figure 1: Sida's annual support to Central Asia 1998–2009 (MSEK) by country and in total¹⁵

Nearly SEK 900 million were spent on activities concerning Democratic Governance, Economic Development, Health/social protection, humanitarian assistance, and “other” between 1998 and 2010 in Central Asia (see Table 1).

As stated above, the majority of the humanitarian assistance provided by Sida was directed to Tajikistan as a result of conflict and natural disasters. For example, from 1998–2002, Tajikistan received SEK 68 million in humanitarian assistance to alleviate the country's deterioration after the civil war that occurred during the 1990's. This support, channeled primarily through UN organizations and the Red Cross, focused on nutritional support to vulnerable groups,

support to primary health care, and support to the development of systems for disaster preparedness.

Table 1: Sida's total support to Central Asia 1998–2010 by sector and country (in SEK)¹⁶

	Demo- cratic Gov- ernance	Economic Develop- ment	Health/ Social Protection	Humani- tarian As- sistance	Other	Total
Kazakstan	19,645,000	0	0	0	0	19,645,000
Kyrgyz- stan	53,392,982	88,312,371	150,595,380	6,780,000	9,095,549	308,176,281
Tajikistan	79,112,137	201,372,748	104,154,059	106,046,947	15,501,994	506,187,885
Central Asia, regional	22,738,000	5,376,000	24,908,000	0	4,392,721	57,414,721
Total	174,888,119	295,061,119	279,657,439	112,826,947	28,990,264	891,423,887

“Other” contributions include educational activities (such as a Masters and doctoral degree program for Central Asian agricultural students with the Swedish Royal School of Technology), an environmental study of the Aral Sea region carried out in 2004–2005, support to donor coordination activities, and support to OSCE and framework agreements with Swedish NGOs.

Below we summarize how Sida implemented the strategies that were outlined in Section 3.1 above according to the three prioritized sectors: Democratic Governance, Health/social protection, and Economic Development. Sida's activities in promoting dialogue issues and donor coordination are also examined. Due to the large numbers of contributions over the years (many for under SEK 1 million), and because of space limitations, we have chosen to highlight one contribution for each sector. These contributions were chosen based on the following criteria: 1) prioritized during the phase-out period, 2) large monetary value, 3) comprised more than one phase, and 4) represent use of different types of partners. a list of all of Sida's contributions from 1998–2010 (including humanitarian assistance) can be found in Annex 1.

3.3.1 Democratic governance

Democracy, governance and human rights are part of overall priorities for Sweden's development support due to their centrality in poverty reduction. Sida has contributed to these goals in the region by

¹⁶ Source: Sida/PLUS

supporting the Tajik and Kyrgyz governments' own efforts at improving public administration through increased transparency, accountability, efficiency and combating of corruption. In addition, Sida has supported projects aimed at improving gender equality and human rights. These efforts are described in greater detail below.

Support to Democratic Governance represented about 20 % (about SEK 175 million) of all Swedish expenditures in the Central Asian region from 1998–2009. Tajikistan and Kyrgyzstan received approximately an equal proportion of support to Democratic governance (16 % and 17 %). All of the support to Kazakhstan fell under this sector.

Contributions to Democratic Governance can be further divided into “sub-sectors.” As shown in Figure 2, the sub-sector that received the greatest proportion of contributions in Central Asia was Democracy (40 %), followed by Public administration (26 %), Gender equality (18 %), and Human rights (14 %).

Contributions to “Democracy” for the whole region totaled SEK 70 million, and can be loosely grouped into local governance, support and capacity building in national and parliamentary elections, and training of journalists. The largest single project funded (SEK 24 million) was for the Tajikistan Governance and Livelihoods Programme, a local governance initiative in Tajikistan implemented by the Aga Khan Foundation in two phases from 2004 to 2010. The largest share of contributions to Democracy in Kyrgyzstan (SEK 4.7 million) was support to election processes and capacity building between 2004 and 2008, which is likely a reflection of the large number of elections in this period (see Context). About 16 % of Democracy contributions went to regional-level activities, including a training program for journalists in Central Asia (SEK 5.1 million).

“Public administration” contributions (SEK 45.3 million) were primarily focused on reforming and strengthening systems in the region, including child care and public financial management. The largest contribution (SEK 17.1 million) was to the World Bank for a project geared at strengthening the national statistical system in Tajikistan.

“Human rights” contributions in Central Asia totaled almost SEK 24 million and can be divided into human rights training, conflict prevention, trafficking prevention, and human rights treaty reporting and follow-up. The single largest contribution in the region (SEK 6 million) was to the Danish Institute for Human Rights, which implemented a project entitled “Addressing Conflict Through Human Rights Dialogue” from 2004 to 2009.

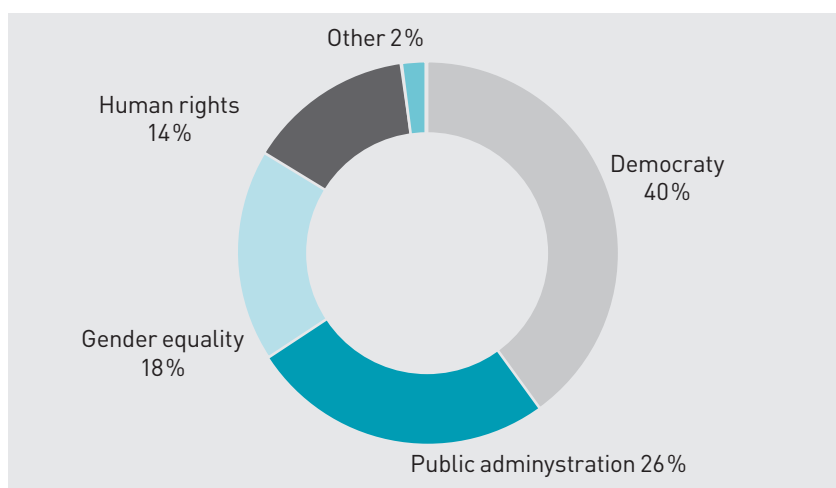


Figure 2: Sida's Contributions to Democratic Governance in Central Asia, 1998–2010¹⁷

Sida disbursements to gender equality interventions totaled SEK 32 million. Gender equality activities were carried out in Kazakhstan (from 1998–2009) and Kyrgyzstan (2000–2010). The primary intervention was “Women in Civil Service and Politics,” described below in greater detail.

Women in Civil Service and Politics – Kyrgyzstan

Since independence in 1991, the situation of women in Kyrgyzstan has deteriorated. Despite high education levels, unemployment for women is high. Domestic violence, human trafficking, and forced marriages (“bride kidnappings”) are on the rise in some areas. During the Soviet era, women were more visible. However, after independence women disappeared from the public eye and traditional gender norms promoting a lower status of women became more prevalent. This was partly due to the eroding systems of child and elderly care, which meant that these duties fell on women, who were obliged to leave their jobs. In 2005 there was no representation of women in parliament and only 12% of higher public administration positions in the country were held by women. Sida had been funding an intervention supporting women in politics in Kyrgyzstan since 2000 (in parallel with a similar intervention in Kazakhstan). While networks had been established at the regional level, the lack of political will to address gender inequalities at the national level meant that women were still being left out of important decision-making positions.

¹⁷ Source: Sida/PLUS

Women in Civil Service and Politics – Kyrgyzstan

Therefore, in 2006 Sida decided to fund an intervention to raise awareness on gender equality in the civil service, political parties, and the media in Kyrgyzstan. Implementing partners were UNDP in Kyrgyzstan and the Swedish organizations Språngbrädan and SIPU International AB. The project was finished at the end of 2009. In total, about SEK 21 million was spent on this intervention in Kyrgyzstan.

Since the project ended, there has been increased attention given to women's issues in the government, including a gender quota in the new election law, which resulted in 25% of seats in parliament going to female candidates in the 2008 elections. This put Kyrgyzstan among the top 40 countries in the Gender Gap Index of World Economic Forum. One of the most active participants in the project, a representative for Social Democratic Party, was Mrs. Roza Otunbaeva, who after the recent April political events in Kyrgyzstan became the interim president there. This was approved by a National referendum on June 27, 2010.

3.3.2 Health and social protection

Sweden considers health as a right and also a necessity for reducing inequalities in society and poverty. Sida's approach to support of the health sector in Central Asia has been a multidimensional one.

Amongst other things, they have supported health reforms through joint funding of the health sector, providing technical assistance, and funding community-level health projects.

The Health and social protection sector represented about one-third (almost SEK 280 million) of all Sida contributions in Central Asia from 1998–2009 (Table 1). Contributions to health and social protection represented almost half of all contributions in Kyrgyzstan, while only 21 % of contributions in Tajikistan.

About 89 % of all contributions to the Health and social protection sector went to health activities (including HIV and AIDS, which could be multi-sectoral), while 11 % went to social protection activities (Figure 3). The largest single health contribution was for SEK 89 million to the health sector reform in Kyrgyzstan, which Sida supported. Sida was a joint financier, to the country's five year (2006–2011) health reform program together with SDC, KfW, DFID and the WB, (see description below). This was complemented by support to the Kyrgyz-Swedish-Swiss (KYSS) Health Promotion Project with SDC and the Swiss Red Cross (SEK 42 million), a community-based health project.

Other large contributions in health included funding of the Community and Basic Health Project (CBHP) in Tajikistan with SDC and the World Bank (SEK 48 million), Strengthening Primary Health Care (a component of CBHP), through funding of three international NGOs in Tajikistan (SEK 30 million), and funding of a long-term health policy advisor in the Health Policy and Analysis Unit of the Ministry of Health in Tajikistan (SEK 7 million).

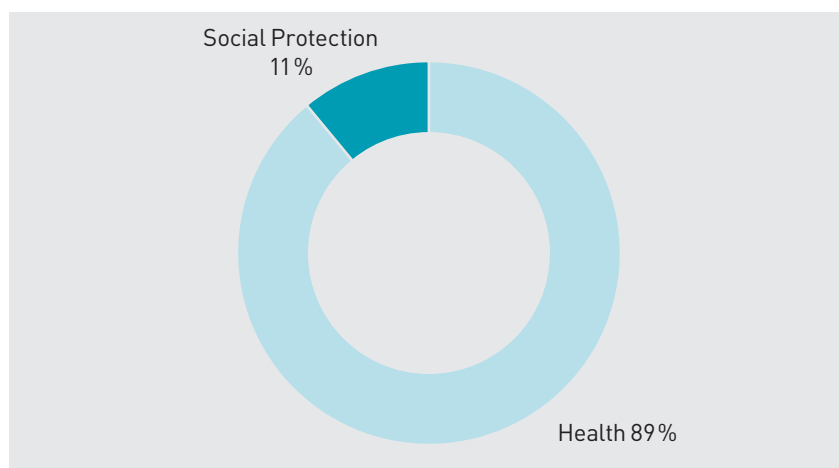


Figure 3: Sida's Contributions to Health and Social Protection in Central Asia, 1998–2010¹⁸

Sida support to social protection between 1998 and 2010 totaled SEK 29.8 million. The major project funded by Sida in this area is the Children at Risk project (SEK 16.2 million), which was implemented by Stockholm University in three phases from 2004 to 2009 together with the Ministry of Labour and Social Protection, the Kyrgyz Association of Social Workers, and Bishkek Humanitarian University. The second largest contribution was to UNICEF for the Protecting Lives initiative in Tajikistan between 2007 and 2010.

¹⁸ Source: Sida/PLUS

Support to health reform processes in Tajikistan and Kyrgyzstan

The Soviet health system was heavily dependent on hospital-based services, using specialist physicians, which is a cost-inefficient, and inequitable, method of health care delivery. After the dissolution of the Soviet States, Central Asian countries were left with ineffective health systems that did not serve the needs of the population. This structural problem, exacerbated by a lack of financial resources, led to a decline in health status of the populations in the region. Sida's primary contributions to the health sector in Kyrgyzstan and Tajikistan have gone to the support of health reform processes.

In Tajikistan, Sida, together with the World Bank and SDC, supported the Community and Basic Health Project (CBHP), which was implemented between 2006 and 2010. Sida has contributed to the project, which is complemented by a linked community-based project "Strengthening Primary Health Care" and support to a long-term health advisor at the Health Planning and Analysis Unit in the Ministry of Health. The goal of CBHP is to strengthen the capacity of the Ministry of Health, increase the efficiency of health management at all levels, increase access to and utilization of health services, support finance reforms in primary health care, and assist in laying the groundwork for a SWAp in the health sector.

In Kyrgyzstan, Sida's support has been provided through a SWAp, in which donors' (World Bank, KfW, Sida, DFID and SDC) funds are pooled with the State budget. These funds support **Manas Taalimi**, the national health reform program in Kyrgyzstan, covering the 5-year period 2006–2010. The program aims at improving access to services, reducing financial burdens on the population, increasing effectiveness of the health care delivery system, improving the quality of health care services, and increasing the responsiveness and transparency of the health care system. The program has placed a great emphasis on expanding services to the primary health care level, including re-training specialist to be generalists. The SWAp in Kyrgyzstan has been held up as a model for SWAps worldwide.

3.3.3 Economic development

Swedish development cooperation has a strong focus on promoting economic development, including sustainable livelihoods, economic reforms, and the equitable distribution of wealth. In Central Asia, Sida promoted the productive, equitable and sustainable use of natural resources. Sida also focused its efforts on improving the transparency and efficiency of land use rights, a necessary pre-condition for economic development in primarily agrarian societies such as Tajikistan and Kyrgyzstan.

The greatest proportion (33 %) of Sida's contributions to Central Asia from 1998–2010 (SEK 295 million) went to programs and projects in Economic Development (Table 1). Tajikistan received over twice as much funding for this sector than Kyrgyzstan (SEK 201 million vs. SEK 88 million). Again, this is in line with Sweden's regional strategies after 2006, which indicated that Sida's activities in Kyrgyzstan should be focused on Democratic Governance and Health and social protection.

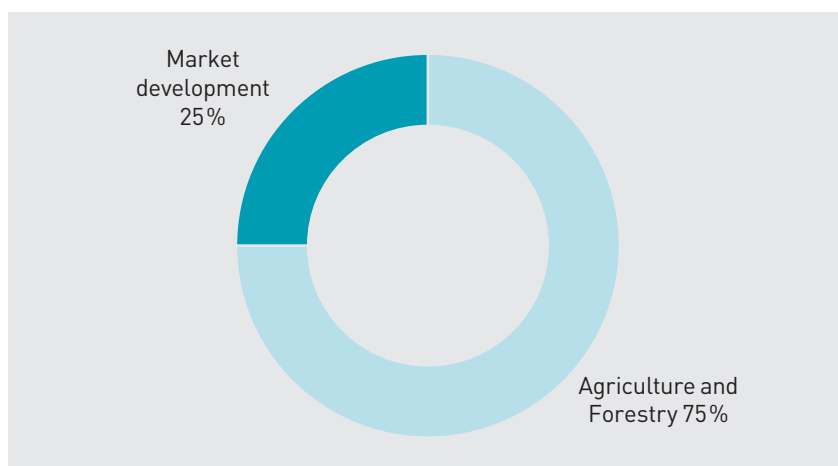


Figure 4: Sida's Contributions to Economic Development in Central Asia, 1998–2010¹⁹

Agriculture and Forestry represented 75 % (SEK 220.6 million) of Sida's contributions to Economic Development (Figure 4). The project that received the most funds within Agriculture and Forestry is the Seed Development Project, which is described in more depth in section 4.2. The budget for this project in Tajikistan, which was implemented between 2004 and 2010, was SEK 98 million. In Kyrgyzstan, the project was allotted SEK 46 million between 2003 and 2010. The other large investments in this sector were the two veterinary services projects with the Swedish Agricultural University and FAO in Tajikistan (SEK 33.5 million) and the Southern Tajikistan Agribusiness Supply Chains Development Project, (which was carried out by the International Finance Corporation from 2006–2009, (SEK 10 million)²⁰.

¹⁹ Source: Sida/PLUS

²⁰ This project's budget was originally SEK 25 million but it was terminated early.

Nearly all of the funds to Market Development (SEK 73 million) went to supporting land reform projects in Tajikistan (SEK 27 million) and Kyrgyzstan (SEK 41 million). The land reform project in Tajikistan is described in more detail below.

Development of a Modern Cadastre System in Tajikistan

Tajikistan is the poorest and one of the most fragile states in the former Soviet Union. One of the main constraints to pro-poor growth in Tajikistan is the lack of comprehensive and secure property and user rights to land. Sida's intention was to increase transparency and efficiency in land use in order to increase land tenure/ownership rights, not least for women and the poor.

From 2004–2007 Sida funded the project: **Support to the Establishment of a Modern Cadastre System**. The project, implemented by Swedesurvey in conjunction with the State Land Committee (SLC) of Tajikistan, helped create awareness of a modern Cadastre system, contributed to the process of drafting a new land registration law, and contributed to defining many elements of an upgraded and unified electronic register. The project received almost SEK 16 million.

In 2008 a Law on Registration was approved in Tajikistan, requiring registration of land and immovable property and ensuring rights for individuals. However, there were insufficient systems in place to effectively implement the new law. From 2008–2010 Sida funded the Swedish Mapping, Cadastre and Land Registration Agency/Lantmäteriet for approximately SEK 9.2 million to implement the project **Capacity Building for Implementation of the Law on Registration of Land and Immovable Property and Rights to it in Tajikistan**. The purpose of the project was to build capacity in the State Committee for Land Management and Geodesy (SCLG, former SLC) towards being a more efficient organization with a unified land and immovable property registration system, to eventually be developed into an electronic system. The project developed procedures and tools for both manual and automatic registration for rural and urban property.

3.3.4 Dialogue issues

Included in Sida's phase-out strategy was the task of promoting dialogue issues. The primary issues to be promoted in connection with individual initiatives and in donors' joint processes were gender equality and respect for human rights. In addition, Swedish support was to help ensure that there is a public debate on the problem of corruption. Below, we discuss how Sida addressed dialogue issues in their development assistance, the visibility of these issues in

Tajikistan and Kyrgyzstan, and which partners, if any, are also addressing these issues. The information below is based on interviews with stakeholders and is more focused on impressions.

Gender equality

As mentioned above, the status of women in Central Asia has deteriorated since independence. Traditional patriarchal structures have re-emerged which, when combined with poor economies and high unemployment, particularly in Kyrgyzstan and Tajikistan, have led to more women leaving the wage market and girls leaving school early.

The Women in Public Administration and Politics projects (several projects carried out from 2000–2009 in both Kazakhstan and Kyrgyzstan) addressed gender directly. The other interventions that Sida has supported may, in the long-run, contribute *indirectly* to reducing gender inequities in these two countries, but without significant financial support this is not likely to happen. For example, the development of land registration legislation in Tajikistan has led to women and men having equal rights to own property. However, the problem remains that most people are not aware of their rights. In its project document, the Cadastre project in Tajikistan was to train project staff and government personnel in gender awareness. However, staff and leadership understanding is still on the level of numbers of men and women personnel rather than gender equity. Given the culture in the region, gender mainstreaming would require much more significant funding to ensure specific attention to awareness-raising in the population about their rights regarding land registration and ownership. Without this, the new legislation will not contribute to improving the rights of women and their ability to use property for generating income.

Human rights

Sida is always guided by a rights-based approach in their aid assistance. Direct support to supporting human rights has been channeled through, for example, the Danish Institute for Human Rights and to UNTOP for monitoring of treaty reporting. Sida is known as an active contributor to the human rights field in Central Asia, including in coordination of its activities, but has not been seen as a leader in driving the human rights *dialogue* agenda in Tajikistan or Kyrgyzstan, at least in the last few years. General human rights issues are seen as being driven by the EC, OSCE, and lately the Swiss Development Corporation.

Anti-corruption

In discussions with other donors and stakeholders in Tajikistan, Sida was seen as a flag bearer of anti-corruption efforts, although it was recognized that there is much more to be done:

“ Sida has taken a lead among donors in the fields of anti-corruption and local governance. They always provided meeting rooms both for anti-corruption and local governance, and they were the lead on anti-corruption and local governance committees [in the DCC].” – Donor in Tajikistan

Sida primarily addressed anti-corruption through a project developed in cooperation with UNDP aiming at promoting development of a National Council on Anti-Corruption and to improve capacities for oversight of budgets and expenditures by the lower house of the parliament. This resulted in ratification by the Parliament of the UN Convention on Combating Corruption. In addition, a public survey on corruption, led by the UK/DFID but funded by Sida, served to raise the issue in the public eye and corruption is now openly debated among government representatives and in the press. According to one stakeholder, the resulting debate after this survey was “...one of the reasons why the President moved anti-corruption functions from the Prosecutor General to the Agency of State Financial Control and Anti-corruption.” One worry about Sida leaving is that there will be no strong actor in this field after their departure. UNDP is working closely with the Agency of State Financial Control and Anti-corruption to increase their capacities, but many challenges remain.

In Kyrgyzstan, as mentioned above, Sida was not known for any specific dialogue issues in anti-corruption. However, within the context of specific projects, particularly the work in public financial management, anti-corruption was one of the driving forces of the whole work.

3.3.5 Donor coordination

Sida has been an instrumental and much appreciated actor for alignment of donor support and involving the government in development processes. This is particularly true in Tajikistan where Sida has had a physical presence. Efforts for implementing the 2005 Paris Declaration for Aid Efficiency and Effectiveness²¹ can be seen both

in the design of several Sida-funded development interventions, and in strategic choices for Sida's day-to-day inter-action with other development partners.

“ Sida has been the perfect mediator among development partners, with their diplomatic non-confrontational, listening approach and they have taken a great responsibility for the coordination processes.”

– Donor in Tajikistan

Donor Coordination in Tajikistan

The most obvious example of the role Sida played in aligning with the Paris Declaration and Accra Agenda is the work with donor coordination in Tajikistan. In 2007 a Development Forum was held, showing a need for new approaches to aid. International bilateral donors had been supporting Tajikistan since 1997 and the external aid had nearly tripled in amount over a ten-year period. Post-civil war humanitarian relief activities were being replaced by social and economic development interventions. Yet, despite the significant increase, the amounts were still relatively modest in relation to what the country needed, and, although both the number of interventions and development partners²² were large, the actual impact was considered small. At the same time, the large number of interventions put a lot of pressure on the Tajik authorities who had limited resources for coordination and absorption. It was also found that the donor interventions corresponded very little to the national Government Public Investment Programme (PIP). The situation called for a change. Soon after the Forum a group of five core development partners²³, which eventually expanded to twelve,²⁴ resolved to develop what became a Joint Country Partnership Strategy (JCPS) with the aim of enhancing aid efficiency and effectiveness. There were regular meetings and key sector donor coordination sub-groups were established. The donors also jointly financed a secretariat for the donor coordination activities.

²² Over 80 development partners are currently represented in Dushanbe; about 25 multi- and bilateral institutions, 16 UN Specialized Agencies and over 40 non-governmental organisations. Out of these 5 are bilateral organisations.

²³ World Bank, DFID, SDC, EC, UNDP

²⁴ Aga Khan Foundation Tajikistan, Asian Development Bank, European Bank for Reconstruction and Development, European Commission, Germany, Organisation for Security and Cooperation in Europe Office in Tajikistan, Swedish International Development Cooperation Agency, Swiss cooperation, the UK Department for International Development and World Bank Group

Donor Coordination in Tajikistan

Sida chaired this group, which began as an informal initiative and eventually developed into a more formal Donor Coordination Council (DCC) with fixed terms of reference. In parallel with the overall DCC that conducts regular meetings with governmental partners, area-specific sub-groups to the DCC were established. Sida was particularly active in the establishment and functioning of sub-groups for Local Governance Initiatives, Anti-Corruption and Land Reform and Agriculture. Some comments from other donors on Sida's efforts:

“ The JCPS process was very long. There was a serious fragmentation in the modalities of working and not enough funds. Sida really contributed to a functioning coordination.” – *Donor in Tajikistan*

“ [Sida] was the first head of DCC and put a lot of effort in coordinating the cooperation of the second Poverty Reduction Strategy. With an attached development forum, the donors were to have a regular continuous dialogue with the government. Under [Sida] this was a very well driven process.” – *Donor in Tajikistan*

Creation of a platform for health SWAp in Tajikistan

One example of progressive donor cooperation in Tajikistan is the first step towards a Sector Wide Approach (SWAp) in health – the joint development of a comprehensive health strategy. In this process, ten core development partners jointly, with individual contributions, supported the Ministry of Health (MOH) to develop a more instrumental ten-year strategy for health. Each party provided its technical assistance contribution separately so it was a challenge for the Ministry of Health to coordinate the many inputs. Sida contributed with a key function; the international secretariat manager with the task of coordinating the process. The joint efforts of MOH and the development partners resulted in a core strategy document with a detailed action plan and comprehensive monitoring and evaluation framework – a potent map for future donor coordination in health development interventions, owned by the Ministry of Health. a platform for SWAp in the health sector was thus created.

Cooperation between Swiss Development Cooperation Agency and Sida in Kyrgyzstan

An example of donor harmonization, in line with the Paris Declaration, is the Swiss-Swedish arrangement that appoints the SDC as representatives of Sida in Kyrgyzstan with administrative responsibilities from 2006–2010. The main reason being that Sweden did not have a section office in Bishkek to cover the activities in Kyrgyzstan.

The mandate for SDC under this agreement was to: *“Support and cooperate with Sida in the implementation of Sida’s assistance programme in the Kyrgyz Republic and in information exchange between Sida, the Kyrgyz Republic and the group of donors in in the Kyrgys Republic. Through this cooperation the Parties shall aim at reducing the administrative burden on the Kyrgyz Republic and at enhancing the efficiency of the Parties development cooperation.”*²⁵

The Swiss-Swedish cooperation is perceived and described as a well performing and efficient cooperation in many ways.

²⁵ Agreement between Switzerland and Sweden regarding Cooperation and information services to be provided by the Swiss Cooperation office, Bishkek to the Swedish International Development Agency. July, 2006

4 The Phase-out Process

The 2008–2010 Phase-out Strategy stated that phase-out was to be geared in a way that would “guarantee the sustainability of the results of support, and that improves Sweden’s chances of working effectively via other actors, especially the EU.” Sustainability was to be ensured through focusing remaining funds on building capacity and systems, and on forming “institutional foundations” on which further efforts could be built. “Complementarity” with other donors was to be sought in order to encourage others to continue support that Sida had started. Finally, Sida’s ambition was to honor the commitments that had been made before the phase-out decision was taken to the degree possible.

4.1 HONORING COMMITMENTS

Sida has been able to honor its financial commitments in Central Asia and phase-out has been conducted in a responsible manner with integrity. All agreements have been honored and on several occasions no-cost extensions have been granted in order to permit completion of activities.

Sida’s phase-out strategy included mobilizing other donors to continue reform efforts and communicating a phase-out strategy to partners. The opinion of the stakeholders we spoke to in Tajikistan and Kyrgyzstan is that while the decision to leave the region was “sad” and “a mistake,” Sida has, for the most part, honored its commitments and executed a responsible exit:

“ Sida advocated for someone to ‘take over’ assistance to the HPAU.” – *Donor in Tajikistan*

“ There was a concern from Sida’s side that sectors would be left without attention.” – *Donor in Tajikistan*

However, different opinions about Sida's ability to honor its commitments were provided in Kyrgyzstan in relation to one project:

“ Sida was very passive in the work with follow-up activities in order to make other donors take over... There were no efforts from Sida's side to involve other potential donors to continue where Sida ended.”
– Implementer of project in Kyrgyzstan

“ One thing that I was criticizing a lot with Sida was phasing out of [a co-funded project] on short notice without finding a replacement...We tried to get Sida to have discussions with other donors here or in Brussels to take over. They said 'It is not our task.' We did it instead.” – Donor in Kyrgyzstan

4.2 SUSTAINABILITY

The definition of sustainability usually refers to the degree to which the results of interventions remain after support is withdrawn²⁶. This requires program designers to pay attention to capacity-building and creation of systems and structures that are strong enough to survive without outside technical assistance. In some cases, sustainability demands that financial mechanisms are in place to ensure that salaries are paid and established infrastructure is maintained. This usually demands specific budget lines in national budget frameworks.

Many of the interventions that Sida undertook contributed to building the capacity of the recipient governments to implement their mandates, and can therefore be seen as temporary assistance. Interventions such as supporting a system of community-based health workers in Kyrgyzstan (through “KYSS”), and developing a modern Gosregister in Kyrgyzstan more or less achieved their goals, were absorbed into the national systems, and are now, or soon will be, no longer in need of structural support.

Other interventions, such as financing a long-term advisor to the Health Policy and Analysis Unit (HPAU) at the Ministry of Health in Tajikistan, and laying the groundwork for a multi-donor trust fund in public financial management in Kyrgyzstan, have been instrumental in getting other partners, both multi- and bilateral,

²⁶ *Looking back, moving forward. Sida evaluation manual. 2nd revised edition.* 2007. Stockholm: Sida.

to invest in processes that Sida first funded. In other words, Sida was able to create *platforms* for other actors including national governments, to build on. These platforms were created through institutional capacity building, structural and technical assistance, equipment and systems strengthening.

The sustainability of interventions is partly due to (but not guaranteed by) their relevance to the government partners. If interventions are not seen as relevant they are less likely to be absorbed into the national systems. On the whole, Sida's interventions in Central Asia were relevant. They followed Sweden's own Policy for Global Development (PGU), the country strategies, and the governments' own Poverty Reduction Strategies (PRS) and National Development Strategies (NDS). In Tajikistan the sectors that were prioritized in the PRS for 2002–2006 – 1) sustained economic growth, 2) improved governance, and 3) increased access to social services²⁷ – were essentially the same as Sweden's chosen sectors of democratic governance, economic sustainability and health/social welfare.

Sida's development strategy in Kyrgyzstan is in line with the Country Development Strategy for 2007–2010 in that country, which is anchored on four pillars – 1) growth-oriented economic development and improving the business environment, 2) governance and transparency in public administration, 3) human resource development and environmental sustainability and 4) natural resources management.

Seed Development Project in Tajikistan

The Sida-funded project that represented the greatest challenges for Sida in relation to sustainability was the Seed Development Project in Tajikistan. a similar project had been successfully implemented by Swedish partners in Kyrgyzstan from 2000 first with EU Tacis funding. From 2003 funding was provided by Sida. The project was focused on strengthening the nascent seed growers' organization and government agencies charged with control and licensing of seed. Based on the promising results from Kyrgyzstan, the project was replicated in Tajikistan.

²⁷ These were re-affirmed in the National Development Strategy of Tajikistan for 2007–2017 as: 1) promotion of sustainable economic growth, 2) improvement of public administration, and 3) development of human resources.

Seed Development Project in Tajikistan

From 2004–2007 Swedish consultants, together with the Ministry of Agriculture, worked on certification of seeds, establishing a national Seed Association, establishing seed protection legislation, and creating a central seed laboratory in order to eventually develop a seed industry and stimulate the private market. Funding was for about SEK 21 million. In 2006, work began on a ToR for a new phase, which would be much more ambitious, requiring a twenty-year investment to include strengthening regulatory structures and institutions, developing and implementing a plant breeding program, and providing masters and PhD education to Tajik seed experts, among other things. Partners included several Swedish consulting firms and the Swedish University of Agricultural Sciences. Overall, the project spent almost SEK 98 million (USD 13 million)

The relevance of this project at the time, and today, is clear. It was in-line with the development goals of the country, which were to establish a market economy based on the agricultural traditions in the region. However the decision by the Swedish government to phase-out of Central Asia, which was made during the six-month inception period of this new project, meant that Sida would not be able to follow-through with this long-term commitment. Despite this, the decision was made by Sida to continue with the project, although on a slightly smaller scale. While the project has made significant progress, the long-term sustainability of the efforts invested thus far (nearly SEK 35 million since 2008) is not ensured. Below are some comments from stakeholders in Tajikistan:

“ The state has no money. The academy will not last even for ten more years. The private initiatives depend on protection of patents and the like.” – *Swedish implementer*

“ The [Seed] Association is too weak to continue on its own. We will need 5–6 more years of external support.” – *Tajik stakeholder*

Sida has held fora to introduce the project to development partners, and has lobbied for others to take an interest in the project. Three partners who have shown interest are USAID, FAO and the EC. Both USAID and EC consider the intervention to be extremely relevant and timely. USAID sees economic viability as being “the most important factor in reducing conflict,” and can see “a whole bunch of projects” that could link up with the seed development project.

Seed Development Project in Tajikistan

The EC has prioritized agriculture as a sector for development: **“Now that agricultural reform is moving we have earmarked 16 million [euros] for a project on private sector development with focus on agriculture, but now it has become agriculture with a focus on private sector development.”**

Development partners agreed that Sida’s work has led to the advancement of agricultural reforms in Tajikistan, which would pave the way for future developments in this area. Although it is unlikely that any one partner will assume all components of the project, it appears that some components may be carried on by other partners. Most importantly, the Ministry of Agriculture is considering a sector strategy similar to the health sector strategy, in which seed development would be placed.

4.3 VOICES ON THE IMPLICATIONS OF SIDA LEAVING CENTRAL ASIA

While Sida has honored its commitments, there are indications that there will be consequences of the loss of another bilateral actor, even if Sweden is represented through the European Union. All bilateral organizations that we spoke to in the two countries (SDC, KfW, USAID and DFID) agreed that having a critical mass of bilateral organizations in a donor community is important for ensuring that issues such as human rights, gender equality and anti-corruption are stressed in negotiations with governments. The reason for this is in part because bilateral organizations are generally considered to be freer to speak openly and have long-term policy dialogue agendas.

“ The bilaterals are sometimes less restrained than multilaterals. We can be more critical and honest...there are less political repercussions because we report to our governments. It gives us more cover if multiple bilaterals come together. It is not just [our country].” – Donor in Tajikistan

The “banks” (i.e. ADB and the World Bank) are considered to have different priorities than bilateral organizations because of their relationships with governments as “clients.” Also, multilateral organizations generally have very few of their own funds and therefore not as much leverage in negotiations. Below are donors’ impressions of the implications of Sida leaving Tajikistan and Kyrgyzstan.

Implications for Tajikistan

There are few bilateral donors with a presence in Tajikistan. Amongst the twelve signatories of the JCPS, only five were bilateral organizations. When Sida leaves there will be four²⁸. Furthermore, only two of the remaining bilateral organizations – SDC and DFID – are considered to work in a similar manner to Sida, which is in close collaboration with the government. In addition to the loss of leverage with the government for promoting key dialogue issues mentioned above, the low number of donors naturally means few resources available to assistance in development cooperation. It is generally agreed that Tajikistan is an “aid orphan.” This is naturally concerning for the government, which is struggling to maintain a basic standard of living for its population in order not to fall back into conflict: *“There are many projects closing down at the moment unfortunately so our ministers are very concerned about the situation.”* – MOH official

The phase-out strategy for Sweden in Central Asia placed future engagements in Central Asia through the European Union and OSCE, stating: “A close dialogue with the EU delegations in both countries during the strategy period will ensure that Sweden can continue to contribute to EU work in Central Asia even after the phase-out.” However, according to the EC in Tajikistan, they do not have the resources to play the same role that Sweden has in the country and they are not a bilateral organization and thus cannot push dialogue issues as much. Furthermore, Central Asia is reportedly not a priority for the European Union: *“Central Asia is always the last point on the [EU] agenda and Tajikistan is always the last point on the Central Asia agenda.”*

Implications for Kyrgyzstan

As we have indicated above, all of Sida’s commitments in Kyrgyzstan have been honored. However, the loss of one of the few bilateral organizations will be acutely felt by those remaining, and the support to the health sector risks being under-financed in the future. This is unfortunate given the tenuous status of the interim government and its attempts at creating a constitutional democracy.

According to the stakeholders we interviewed, assistance to the health sector in Kyrgyzstan risks being abandoned after 2011 because in addition to Sida, DFID is also planning a phase-out. Some voices of three different donors about this are:

²⁸ DFID, SDC, Germany and USAID. The EC is considered a multilateral organization.

“ I am concerned about the future of the SWAp.” –
Donor in Kyrgyzstan

“ The worst-case scenario is that there is only the
World Bank, SDC and KfW.” – *Donor in Kyrgyzstan*

“ [If the SWAp fails] “People would see the glass as
half-empty...Those who are informed will blame
us. They will not see the good parts.” – *Donor in Kyrgyzstan*

5 Conclusions

Sida followed mandates set by the Swedish government in regards to cooperation partners. Large portions of the portfolio were implemented by Swedish actors, both public and private, most notably in the areas of land administration, agriculture and gender equality. Multilateral organizations, such as UNDP, UNICEF, IOM and the World Bank were also frequently employed as local implementers, again in line with the PGUs of Sweden over the years, which steer Swedish development policy.

Sida-supported interventions were often in close alignment with the development priorities of the Central Asian countries. Focus was on building up the Central Asian governments' systems and capacities of vital functions such as land administration and primary health care provision. Swedish capacity was used to build this national capacity.

Not all activities that Sida initiated were able to continue after Sida funded was terminated. However, in many cases Sida had created enough of a platform that others could build on, increasing the chances that the system would eventually be put into place by others in collaboration with the government.

Sida honored all of its commitments, sometimes granting no-cost extensions where needed, thus fulfilling the requirements of the phase-out strategy.

While Sida honored its commitments, the decision by the Government of Sweden to leave Central Asia was considered a mistake and a great loss by government ministries and most bilateral agencies. The latter in particular felt that the loss of one of the few bilateral partners in the region would reduce the abilities of other donors to ensure that cross-cutting issues such as anti-corruption and human rights are included in cooperation efforts, and that the EU would not be strong enough to replace Sweden in the region.

Annex 1. Table of Contributions 1998–2010, by country, sector and budget size

Sector	Title	Agreement period	Budget
Tajikistan			
Democratic Governance	World Bank/Strengthening the National Statistical System	2006–2011	17,100,000
	Aga Khan Foundation, Local Governance, Phase II	2007–2010	15,000,000
	Aga Khan Foundation, Local Governance, Phase I	2004–2009	8,880,000
	UNDP Promoting transparency and Accountability	2006–2009	8,800,000
	UNTOP Enhancing Peace and Reconciliation (Phasing out Package)	2006–2009	7,000,000
	Danish Institute for Human Rights – Addressing Conflict through Human Rights Dialogue	2004–2009	6,000,000
	UNICEF De-institutionalisation of child care	2004–2007	5,330,000
	ADB – Strengthening Results Management in Support of Poverty Reduction	2006–2009	3,750,000
	IOM – Trafficking Prevention	2003–2007	1,900,000
	Tadjikistan Parliamentary Election 2010	2009–2010	1,300,000
	Tajikistan Parliamentary Election 2005	2005	880,000
	UNDP – Capacity Development, Elections,	2004–2005	870,000
	UNDP – Conflict Prevention in communities	2005–2007	750,000
	UNTOP – Human Rights Treaty reporting	2003–2007	700,000
	UNTOP – Human Rights Treaty obligations, phase II	2005–2009	510,000
	PMU frame 2007–2009	2006–2011	473,013
	Consultancy – Integrated Economic Analysis Study	2007–2008	350,000

Sector	Title	Agreement period	Budget
	Local democracy Tajikistan	2006	252,120
	Consultancy – Macroeconomic Study, World Bank	2009	110,000
Democratic Governance Tajikistan Total			79,112,137
Economic Development	SLU – Natural Resources Programme Tajikistan	2008–2011	44,799,075
	SLU – Natural Resources Programme Tajikistan	2007–2008	26,500,000
	IFC – Southern Tajikistan Agribusiness Supply Chains Development Project	2006–2010	24,600,000
	FAO – Development of self-sustaining animal health in Tajikistan	2007–2011	21,000,000
	SLU – Seed Sector Development in Tajikistan	2004–2007	20,697,780
	Swedesurvey – Establishment of a modern cadastre system in Tajikistan	2004–2008	15,657,120
	UNDP – Poverty alleviation in Rasht Valley	2003–2007	12,180,000
	Lantmäteriet – Capacity building for implementation of law on registration of land and immovable property	2008–2011	9,205,417
	FAO-Veterinary services	2003–2006	8,017,031
	SLU – Plant Genetic Resources	2008–2010	6,000,000
	SLU – Support to strengthen veterinary institutions,	2008–2011	4,500,000
	MCI Microfinance	2004–2006	4,000,000
	Lantmäteriet – Preparation Phase to the Modern Cadastre Project	2005–2010	2,161,725
	FAO/EC – Vaccination Campaign on Brucellosis	2009–2011	1,250,000
	Consultancy – Quality Control of the Natural Resource Programme	2008–2011	452,000
	Consultancy for Modern Cadastre project	2006–2007	252,120
	PMU frame 2007–2009, Economic development	2007–2011	100,480
Economic Development Tajikistan Total			201,372,748

Sector	Title	Agreement period	Budget
Health/Social Protection	WB – Community and Basic Health Project	2006–2010	48,122,527
	UNICEF De-institutionalisation of child care, Phase II	2007–2010	13,000,000
	Aga Khan Foundation – Strengthening community health and PHC Outreach	2006–2011	10,025,000
	ACTED – Strengthening community health and PHC Outreach	2006–2010	10,000,000
	Mercy Corps – Strengthening community health and PHC Outreach	2006–2010	10,000,000
	WHO – Long term Health Policy adviser to HPAU	2007–2010	7,050,000
	Consultancy support in health support assessment – InDevelop	2006–2007	1,654,000
	Health Strategy Process – Financing Secretariat manager	2009–2010	1,620,000
	ACTED Health programme	2003–2006	1,300,000
	Health consultant Tajikistan	2005–2006	975,000
	Social sector study Tajikistan	2005	308,000
	PMU frame 2007–2009, Health/social protection	2007–2011	99,532
	Health and Social Protection Tajikistan Total		104,154,059
Humanitarian Assistance	Swedish Red Cross (SRK) Drought appeal	2000–2001	10,500,000
	OCHA	2009–2010	8,000,000
	UNHCR – Voluntary repatriation of Tajiks	1997–1999	6,000,000
	FAO consolidated appeal	2002–2003	6,000,000
	FAO consolidated appeal	2001	6,000,000
	Swedish Civil Contingencies Agency (SRV) Framework agreement	2009–2010	4,464,720
	SRK/International Federation of Red Cross Red Crescent (ICRC)	2005–2008	4,366,595
	SRK/ICRC appeal Social infrastructure	1998	4,000,000
	ICRC appeal	1998–1999	4,000,000
	SRK/IFRC	2007–2010	3,873,600

Sector	Title	Agreement period	Budget
	SRK /IFRC	2002–2003	3,817,200
	SRK/IFRC	2003–2004	3,737,720
	SRK/IFRC	2000–2001	3,500,000
	SRK/IFRC appeal	1999–2000	3,150,000
	FAO Flash appeal Winter crisis	2008–2009	3,000,000
	Tajikistan Winter UNICEF	2008–2011	3,000,000
	ICRC	1999–2000	3,000,000
	FAO agriculture	2000–2001	2,500,000
	FAO consolidated appeal agriculture	1999–2000	2,500,000
	SRV Framework agreement	2008–2010	2,425,280
	SRV	2007–2009	2,171,400
	ICRC Appeal	2001–2002	2,050,000
	OCHA consolidated appeal	2001–2002	2,000,000
	OCHA	2002–2003	2,000,000
	SRK/ IFRC	2004–2005	1,801,800
	ICRC Appeal	2000	1,770,000
	SRV	2007–2009	1,678,600
	OCHA consolidated appeal	2003–2004	1,500,000
	OCHA RDRA	2009–2011	1,000,000
	UNICEF Water and sanitation	1998–2000	500,000
	WHO cooperation	1998–1999	500,000
	Swedish Mission Council Humanitarian framework agreement	2004–2007	490,032
	ICRC Appeal	2000	450,000
	Swedish Red Cross humanitarian Framework agreement	1998–1999	300,000
Humanitarian Assistance Tajikistan Total			106,046,947
Other	Sakanslagstj Eur 04	2002–2008	5,549,530
	Sakanslagstj Eur 04	2002–2008	4,278,326
	UNDP Vocational Training	2003–2006	3,400,000
	Consultancy – Overview Central Asia	2010–2011	620,000
	OSCE Mission in Central Asia	2005–2008	378,955
	NPO Europaanslaget	2002–2008	275,223
	PMU frame 2007–2009	2007–2011	274,897

Sector	Title	Agreement period	Budget
	Sakanslagstj Eur 04	2002–2008	195,755
	Consultancy to Joint Country Support Strategy	2009–2010	79,308
	Support to Donor Coordination Council Secretariat	2010	450,000
Other Tajikistan Total			15,501,994
Total Tajikistan			506,187,885

Kyrgyzstan			
Democratic Governance	UNDP, Språngbrädan, SIPU/Promotion of women in civil service and politics	2007–2011	14,000,000
	Språngbrädan – Women and politics	2004–2005	6,327,900
	WB – Multidonor Trust Fund in Public Financial Management	2009–2013	4,750,000
	IOM – Assistance to victims of trafficking	2004–2007	4,000,000
	Kriminalvårdsstyrelsen – Prison reform	2005–2009	3,740,000
	Conflict Prevention in the Ferghana Valley	2003–2005	3,600,000
	Strengthening Statistics	2004–2007	3,300,000
	Presidential elections 2005	2005	2,039,082
	PFM Consultancy services through SIPU International	2007–2010	1,750,000
	PMU framework agreement 2007–2009, Democratic governance	2007–2011	1,734,381
	Election observations	2009–2010	1,200,000
	Parliamentary elections 2005	2005	1,070,000
	Prison Probation System	2003–2005	973,000
	Journalism and Democracy	2005–2009	845,695
	Parliamentary elections 2007	2007–2008	730,000
	PEFA – Public Expenditure and Financial Accountability Study	2005–2008	690,000
	National capacity building in electoral administration/voters education	2005–2006	670,000
	Gender, project preparation	2007	492,000

Sector	Title	Agreement period	Budget
	PMU framework agreement 2005–2006	2005–2008	487,157
	PFM Reform coordinator	2006–2011	380,000
	Gender, project preparation	2006–2007	350,000
	Frame Forum Syd 2004–05, Democratic governance	2004–2006	228,767
	Desk study on local democracy	2005	35,000
Democratic Governance Kyrgyzstan Total			53,392,982
Economic Development	SLU – Support to Seed sector development	2007–2011	22,700,000
	Lantmäteriet – Strengthening land administration	2006–2010	21,000,000
	SLU – Support to seed Sector development	2003–2007	17,436,384
	Swedesurvey – Land Reform, improving land registration	2000–2005	14,221,000
	SLU/Nordgen – Plant Genetic Resources	2008–2011	6,000,000
	Swedesurvey – Land Reform/Cadastre Continuation	2004–2006	5,870,000
	Land Reform SIPU consultancy	2004–2005	286,000
	PMU frame agreement 2007–2009, Economic development	2007–2011	239,824
	PMU frame agreement 2005–2006, Economic development	2005–2008	201,730
	Frame agreement Forum Syd 2004–05 S	2004–2006	167,825
	PMU frame agreement 2007–2009, Economic development	2007–2011	128,601
	PMU frame agreement 2005–2006, Economic development	2005–2008	45,067
	Frame agreement Forum Syd 2004–05 S	2004–2006	15,939
Economic Development Kyrgyzstan Total			88,312,371

Sector	Title	Agreement period	Budget
Health/Social Protection	WB – Support to Health Sector Support, SWAp 2006–2010	2007–2011	89,352,400
	SDC/SwissRC – Kyrgyz Swiss Swedish Health Promotion Project Phase 5	2008–2011	30,000,000
	SDC/SwissRC – Kyrgyz Swiss Swedish Health Promotion Project Phase 4	2006–2009	12,000,000
	SU Socialhögskolan – Social Protection/Children at risk, Phase III	2007–2010	7,500,000
	SU Socialhögskolan – Social Protection/Children at risk, Phase II	2006–2007	3,870,000
	SU Socialhögskolan – Social Protection/Children at risk, first Phase	2004–2007	3,500,000
	SU Socialhögskolan – Social Protection/Children at risk, bridging support	2007	1,354,000
	Preparation health sector support – Indevelop consultancy	2005–2007	1,302,108
	Health Promotion Project – preparation visit	2003–2005	654,696
	PMU frame agreement 2007–2009, Health/social protection	2007–2011	364,950
	PMU frame agreement 2005–2006, Health/social protection	2005–2008	270,404
	Assessment of social and health sector development	2005	200,000
	Frame agreemt Forum Syd 2004–05, Health and social protection	2004–2006	122,822
	Children at Risk , pre-study	2004–2007	70,000
	Public Health Desk study	2003–2005	34,000
Health and Social Protection Kyrgyzstan Total			150,595,380
Humanitarian Assistance	FAO Appeal	2009–2010	6,000,000
	Swedish Civil Contingencies Agency (SRV) Framework agreement	2008–2010	780,000
Humanitarian Assistance Kyrgyzstan Total			6,780,000
Other	Masters degree program LM KTH	2005–2011	3,165,000
	Land Managment Masters degree KTH	2003–2008	1,639,500

Sector	Title	Agreement period	Budget
	PMU frame agreement 2007–2009, Other	2007–2011	1,007,957
	OSCE Mission in Central Asia	2005–2008	862,668
	Sida-SCO Cooperation	2006–2011	855,000
	PMU frame agreement 2005–2006, Other	2005–2008	1,141,707
	Forum Syd Frame agreement Forum Syd 2004–05, Other	2004–2006	402,217
	Donor's Coordination Council	2006–2008	20,000
	Kyrgyzstan Lecture Strategy Work	2005	1,500
Other Kyrgyzstan Total			9,095,549
Total Kyrgyzstan			308,176,281
Kazakhstan			
Democratic Governance	Språngbrädan – Gender in politics	2004–2007	7,102,000
	Språngbrädan – Gender in politics, phase II	2007–2010	3,550,960
	Prison Reform	2005–2008	2,465,000
	Statistics	2004–2007	1,960,000
	OSCE	2003–2006	1,648,000
	IOM Anti-Trafficking Central Asia	2003–2006	1,600,000
	Gender UNDP Tomiris 2	2007–2010	1,319,040
Democratic Governance Kazakhstan Total			19,645,000
Total Kazakhstan			19,645,000
Central Asian Region			
Democratic Governance	RWI – Further Education of Journalists in CA	2004–2007	5,619,000
	RWI – Human Rights Training Central Asia	2005–2009	5,100,000
	UNICEF – Consultations Child Care System	2006–2011	4,500,000
	IOM – Central Asia – Legal Migrants Project	2004–2008	2,690,000
	LO/TCO Reform East 2008	2007–2010	2,079,000
	Regional Arbitration	2003–2006	1,000,000

Sector	Title	Agreement period	Budget
	Consultancy IDEA 2002	2002–2004	1,000,000
	Evaluation of support to anti-trafficking in Central Asia	2006–2007	500,000
	Evaluation of gender support, ACE	2004–2005	250,000
Democratic Governance Central Asian Region Total			22,738,000
Economic Development	Natural Resources Central Asia	2005–2006	2,786,000
	World Bank Trust Fund Aral Sea	1997–1998	1,540,000
	Consultancy/Advisor Central Asia	2005–2008	1,050,000
Economic Development Central Asian Region Total			5,376,000
Health/Social Protection	Aral Sea: MSF TB III-VII	2000–2005	22,685,000
	Regional AIDS-conference Central Asia	2006	2,000,000
	EECAAC information network	2006–2007	195,000
	ReproductiveHealth/NWRuss RFSU	2004–2008	28,000
Health and Social Protection Central Asian Region Total			24,908,000
Other	Environmental study Central Asia/Kaukasus	2004–2006	1,978,640
	Women's status, child malnutrition/Asia Enigma	1998–2001	1,501,746
	KTH Swedesurvey phase 8–10	2004–2007	610,335
	Conflict analysis CA	2005	302,000
Other Central Asian Region Total			4,392,721
Total Central Asian Region			57,414,721
Total Central Asia			891,423,888

Annex 2: Terms of reference

AN OVERVIEW OF SWEDISH DEVELOPMENT COOPERATION IN CENTRAL ASIA 1996–2010

1. Rationale for the overview

The Swedish Government decided in August 2007 to phase out Sweden's development cooperation with Central Asia. The decision was motivated by a desire to focus Swedish development cooperation to fewer countries with an emphasis on Africa and neighbouring European states. A strategy for the phasing out of Swedish development cooperation over a three year period was adopted by the Government in June 2008. It covers the period 2008–2010 and mainly concerns cooperation with Tajikistan and Kyrgyzstan. The phase out strategy build on the priorities set out in the strategy for 2006–09 with added emphasis on human rights and democracy.

The strategy articulates the guiding principles for the phase out: commitments and agreements that were in effect at the time of the phase out decision will be honoured and the sustainability of results will be secured to the extent possible. The poverty reduction strategies for Tajikistan and Kyrgyzstan were to form the basis for the Swedish support during the three year phase out period.

The strategy directs Sida to document the experiences from Sweden's engagement with development cooperation in Central Asia at the latest by the end of the year 2011.

The Section Office for Development Cooperation in Dushanbe was envisaged to remain in operation throughout 2010 but in December 2009 Sida decided to close section offices in four phase out countries already by the 1st of August 2010. From this date all the remaining Sida-funded programs in Central Asia will be managed by Sida HQ in Stockholm. The majority of the contributions financed by Sida in Central Asia will have come to an end by December 2010 with a few exceptions.

2. Purpose and objectives of the overview

2.1 Purpose

The overview of Swedish development cooperation in Central Asia in the period of 1996–2010 is expected to satisfy the requirement in the phase out strategy to document Sweden's experience of development cooperation. It will highlight the strategic direction, main results and issues related to sustainability and the phase out.

2.2 Objectives

The study is expected to provide:

- (1) a summary account of the development cooperation between Sweden and Central Asia 1996–2010 focusing on the rationale, strategic choices, priorities and the modalities employed
- (2) a summary and discussion of the main experiences, results and issues related to sustainability.
- (3) An illustration of the implications of the phase out.

3. Scope of the study

The overview is expected to cover the following areas:

1. Swedish development cooperation in Central Asia from 1996 to 2010 including a table with all interventions in aggregate according to sectors, starting from 1996, incl humanitarian assistance.
2. The rationale for starting the engagement, the strategic priorities and the modalities employed.
3. A description of the transition from humanitarian assistance to long-term development cooperation (in the case of Tajikistan).
4. A discussion of the relevance of the Swedish support, in terms of alignment to national plans and strategies for poverty reduction as well as coordination with the support from other development partners.
5. How cross-cutting and priority issues such as gender equality, democratic governance and human rights have been incorporated.
6. Given the limited duration of Swedish development cooperation the overview shall mainly focus on the portfolio and experiences, main results and challenges engendered in the period 2007–2010.
7. The phase out strategy was designed on the basis of the following principles: to honour the commitments at the time of the phase out decision and to ensure the sustainability of results to the extent possible. The overview shall illustrate how these principles were adhered to.

8. The result of the study shall be presented in chapters dealing with main themes in Sweden's development cooperation. These themes shall illustrate main features of Swedish development cooperation, such as aid modalities, thematic or sector priorities or other characteristics.
9. The sustainability of results in view of the phase out. The discussion of sustainability could focus on the following issues: a) If there is a need for continued support and how this need is covered, from government and/ or other donor sources; b) Other factors impacting on sustainability, such as long term engagement and capacity among implementing agencies c) Possibilities to sustain results obtained in the Sida funded projects.
10. Main issues related to the implementation of the phase out strategy.
11. Issues related to aid effectiveness, donor coordination and Sida's contribution in this area.

3.1 Task of the consultant

The review includes the following tasks:

1. Perform a desk study in Stockholm based on the relevant documents such as: National development strategies and Poverty Reduction strategies in Kyrgyzstan and Tajikistan, Sweden's cooperation strategies for Central Asia, Sida's country plans and reports, documents related to contribution management such as project documents, assessment memos, decisions, reports, evaluations and reviews (also those commissioned by other donors or implementing partners) etc.
2. Carry out interviews with relevant cooperation partners and Sida staff in Sweden.
3. Based on the findings from the desk study select a number of contributions that illustrate main issues and themes.
4. Contact relevant cooperation partners in Sweden and in Central Asia within the chosen contributions.
5. Visit Tajikistan and Kyrgyzstan to carry out interviews with relevant cooperation partners and project implementers.
6. Present the results of the overview at a seminar at Sida in Stockholm.

The final document should be clear and accessible also for a reader with little previous knowledge of the matter. It should be no longer than 25 pages excluding appendices.

The review shall to the extent possible and appropriate use the DAC glossary for evaluation and results based management (eg inputs, outcomes, impact, sustainability, attribution etc) and adhere to the OECD DAC Evaluation Quality Standards.

4. Practicalities

4.1 Resources

Sida expects the assignment to be carried out by a team of at least two consultants whereof one will be the team leader. The assignment will entail approximately 12 working weeks in total, of which no more than four should be spent in Tajikistan and Kyrgyzstan.

4.2 Timeline

A proposal on how the above assignment shall be carried out shall be submitted to and received by Sida, Office for Development Cooperation in Dushanbe by April 23, at the latest.

The assignment is anticipated to start in the beginning of May, 2010.

A draft final report shall be submitted to Sida by June 30 and the final report by July 30, 2010.

4.3 Deliverables

1. A proposal to Sida with a preliminary work plan and comments on the assignment (April 30 at the latest)
2. A more detailed work plan including the descriptive overview of the Swedish support and a suggested table of contents indicating main themes and principles for selecting illustrative contributions. (May 31)
3. Draft overview report (June 30)
4. Final report (July 30)
5. Participation in seminar at Sida in Stockholm in September.

5. Requirements

The team that is proposed to carry out the assignment shall possess:

- Very good familiarity with Swedish development cooperation and previous experience in reviewing and analyzing development cooperation.
- Good knowledge of development issues in CIS countries.
- Familiarity with Central Asia and the development challenges in Kyrgyzstan and Tajikistan is a definite advantage.
- Excellent writing skills in English.

- Ability to communicate in Russian and/or Kirgiz and/or Tajik language is a definite advantage.

Proposals for this assignment should be delivered to Sida's Office for Development Cooperation in Dushanbe no later than April 23, 2010, and shall include a plan for carrying out the assignment, the person/s to be engaged including their CVs and a budget.

Annex

Swedish Development Cooperation with Central Asia

Sweden initiated its development cooperation with Central Asia in 1996 with an Aral Sea project led by the World Bank. In 1997 Sweden started giving humanitarian aid to Tajikistan on account of the needs created by the civil war. The humanitarian assistance was gradually phased out and replaced by long term development cooperation from the end of 2002. In Kyrgyzstan the Swedish support started in 1998 with initiatives that were long-term in character and mainly directed to support different small projects e.g within the area of gender. The first Swedish strategy for development cooperation in Central Asia covered the years 2003–2005. The strategy focused on peace building activities and on creating conditions for reducing poverty. For Tajikistan the strategy prescribed a gradual transition from humanitarian to long-term assistance and the establishment of a Swedish presence in Tajikistan. In January 2004 Sida opened the Section Office for Development Cooperation in Dushanbe.

In 2006 a new three year cooperation strategy (2006–2009) for continued Swedish development cooperation in Central Asia was adopted. The strategy continues to focus on the two poorest countries in the region, Tajikistan and Kyrgyzstan with a long-term perspective and an expected increase in the volume of aid, especially in the case of Tajikistan. The estimated amount for the strategy period is 150 million SEK in 2006 followed by an increase to 200 million SEK per year to the end of the period. The strategy directs Sida to support (small-scale) regional activities, especially in the area of migration and fight against organised crime and initiatives in social sector within the two non-priority countries, Kazakhstan and Uzbekistan. The three main areas of focus in the strategy from 2006 are: 1. Good governance and human rights 2. Economic development. 3. Health and social protection. In 2007 several new interven-

tions were initiated in keeping with the strategy. During the course of implementation Sida, through the Department of Humanitarian Assistance, continued to give ad hoc humanitarian assistance.

After the decision in August of 2007 to phase out some interventions were reprogrammed and new decisions were taken in 2008. In June of 2008 the Government adopted a phase out strategy (enclosed) which replaced the 2006–2009 strategy. The new strategy defines the main sectors (same as in previous strategy) for the Swedish engagement and the objectives to be achieved.

Focus on reforms

In the cooperation strategy for 2006–2009 the support of reforms are emphasised for the the continued support to Central Asia. After the fall of the Soviet Union the democratic processes in Central Asia was regarded as reform-minded but at the same time threatened by increasing authoritarian tendencies. The strategy directed Sida to support ongoing reforms in e.g land reform and health care, with a 15 years perspective on the development process. Due to the decision to phase out this long-term perspective had to be scaled down but the present phase-out strategy continues to emphasize the support of institutional reforms in Central Asia, mainly in agriculture and in the health sector.

In the agriculture sector Sida supports initiatives that promote a market-based development. This support should be seen as a part of a larger, long-term reform process which requires a coordinated effort among all donors in the sector and Sida's support can only contribute with some elements. In the the health sector Sida is co-financing a World Bank program with the aim of strengthening primary health care and people's access to health care. Sida is also supporting the process of elaborating a new comprehensive national health strategy which will lead to a more coordinated and wide-ranging development in the health sector.

In financial terms, the agriculture and health sectors have been the main recipients of Swedish support.

Annex 3: List of Persons Interviewed

Name	Organisation	Role
Sida and MFA Staff		
Doris Attwe	Sida	Has had responsibility for humanitarian support to Central Asia since 2005
Christina Danielsson	Sida	Started up Sida's office in Dushanbe Jan-July 2004
Kerstin Gyllhammar	Sida	Handled Central Asia from 2001–2006, foremost KG
Anders Hedlund	Sida	Head of department for Russia and CIS countries (ERO) 1995 – 2006
Staffan Herrström	Sida	Head of Sida Department for Europe 1995–2004
Sara Holsbrink	Sida	Programme Officer for Central Asia 2009–2010. Worked at Sida office, Dushanbe Aug 2009 – Aug 2010, prior to that Sida Stockholm
Marianne Hultberg	Sida	Current head of Team for Russia, Belarus and Central Asia (since Oct 2008)
Elsa Håstad	Sida	Head of Division for Russia, Belarus and Central Asia 2004–2006
Kristian Lindvall	Sida	Country analyst for Central Asia, foremost Tajikistan. Worked on phase-out strategy in 2007
Eva Lithman	Sida	Head of Sida office, Dushanbe since December 2007
Maria Melbing	Sida	Programme Officer and Deputy Head of Office at Sida office in Dushanbe 2005-Aug 2009.
Anna Nilsson	Sida	Programme Officer, Natural Resources Programs in CA
Hans Olsson	MFA	Ambassador to Central Asia since 2004
Katja Salsbäck	MFA	Ordered the Phasing out strategy on behalf of MFA. Provided guidelines to Sida and accepted strategy.
Gustaf Winstrand	MFA	Responsible for Central Asia portfolio in Department for Development Cooperation at MFA since 2009.

Name	Organisation	Role
Tajikistan		
Bilateral Organizations		
Rudolf Schoch	Swiss Development Cooperation Agency (SDC)	Head of Mission to Tajikistan
Jeffrey Lehrer	USAID	Country office director
Malika Makhambaeva	USAID	Specialist/Health and education
Multilateral Organizations		
Charlotte Adriaen	EU	Head of Operations/Charge d'Affairs
Ileana Miritescu	EU	Attaché – Social sectors Programmes
Firuz Mukhamedjanova	WHO	Health Systems officer
Kibriyo Jumaeva	UNDP	Program Analyst, Governance
Alisher Karimov	UNDP	Project Manager, State Enhancement improved government project
National Agencies		
Ilhom Bandaev	Ministry of Health	Head of Donor Coordination
Mr. Rahimnazarov Shukrullo	Ministry of Agriculture	Deputy Minister of Agriculture
Mr. Nozaninov	State Land Committee	National Team Leader
Soli Boltaev	Seed Association	Chairman
Project Implementing Organizations		
Zoia Faraj	Land Reform Project	International Team Leader
Rutger Persson	Seed Development Project	International Team Leader
Tomas Bryngelsson	Seed Development Project/SLU	Professor/Project Coordinator
Larisa Gustavsson	Seed Development Project/SLU	Coordinator/Researcher
Ulf Nyman	Seed Development project Swedish Board of Agriculture	Regulatory expert

Name	Organisation	Role
Hafiz Muminjanov	Seed Development Project	Senior Coordinator
Arne Hede	Seed Development Project	Consultant
Nazira Zavarshoeva	MSDSP, Aga Khan Foundation	Grants Manager
Mohammed Boburbekov	MSDSP, Aga Khan Foundation	Program officer
Lailo Kurbon-mamamdova	Aga Khan Foundation	Senior Health Programme Officer
Rano Mansurova	Acted	Country Director
Javlon Hamdamov	Acted	Khatlon area Coordinator
Brandy Westerman	Mercy Corps	Country Director
Mahbuba Sheralieva	CBHP, PIU	Director
Khadija Bazaybaevna	CBHP, PIU	Community involvement Coordinator
Marifat Abdulaeva	CBHP, PIU	Deputy director
Kyrgyzstan		
Bilateral Organizations		
Andrea Studer	SDC	Deputy Country Director
Damir Bisembin	SDC	National Program Officer for Economic Affairs
Elvira Muratalieva	SDC	National Program Officer
Martin Dawson	DFID	Head of Office
Joachim Schüürmann	KfW	Senior Medical Advisor
Multilateral Organizations		
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Aidai Bedelbaeva	UNDP	Project Coordinator
Oskun Moldokulov	WHO	Head of Office
Cholpon Imanalieva	Unicef	Health and Nutrition Specialist

Name	Organisation	Role
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National Agencies		
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Gulmira Aitmurzaeva	Republican Center for Health Promotion	Director
Samat Kuljiev	Ministry of Finance	Deputy Minister
Asiya Tynybekova	Ministry of Finance	Head of budget policy Department
Sabyrjan Abdikarimov	Ministry of Health	Deputy Minister (now Minister)
Baktygul Akkazieva	Health Policy and Analysis Centre by the MOH	Director
Project Implementing Organizations		
Finn Hedvall	SIPU	PFM Consultant to Kyrgyzstan
Tommy Kalms	Land and Real Estate Registration Project	International Team Leader
Barbro Zim-merling Svan	Children at risk	International Team Leader
Vera Usenova	Children at risk	Head of Association of Social Workers, National Team Leader
Bonnie Bernström	Women in Politics/ Språngbrädan	Consultant/Project Manager
Tobias Schueth	KYSS project	International Team Leader
David Grant		Independent consultant, involved in the PFM trust fund cooperation

Annex 4: Bibliography

LIST OF CONSULTED ARCHIVES AND DATABASES

- The electronic archives at Sida (“EDOC”)
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Sida works according to directives of the Swedish Parliament and Government to reduce poverty in the world, a task that requires cooperation and persistence. Through development cooperation, Sweden assists countries in Africa, Asia, Europe and Latin America. Each country is responsible for its own development. Sida provides resources and develops knowledge, skills and expertise. This increases the world's prosperity.

Swedish Development Cooperation in Central Asia through Sida from 1997–2010

GLOBAL ISSUES

The Swedish International Development Cooperation Agency (Sida) is closing down after fourteen years of providing assistance in Central Asia and has been requested by the Government of Sweden to document this assistance. This report provides an overview of the history of Swedish development cooperation in Central Asia, including how funds were allocated and to which sectors, and how the phase-out was conducted. The goal was to provide a document that would both be interesting reading and serve as a form of institutional memory for Sida, the Swedish government and all who are interested in development cooperation in Central Asia



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