

Strategy for development cooperation with

Burundi

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Strategy for development cooperation with Burundi, 2009-2012

SUMMARY

The present strategy will govern Sweden's development cooperation with Burundi during the period 2009–2012. The strategy is based on the Swedish policy for global development, the Government's policy for international development cooperation, Burundi's poverty reduction strategy and the UN Peacebuilding Commission's Strategic Framework for Burundi.

The overall objective of development cooperation with Burundi is peaceful and democratic development in the country, with the emphasis on the perspective and rights of the poor. Sweden can thereby contribute to establish conditions that enable poor people to improve their lives. The guiding principles for Sweden's cooperation with Burundi are non-discrimination, participation, openness and transparency, and accountability.

In pursuit of the overall objective, Swedish support is to focus on the two sectors peace and security and democratic governance. Support for democratic governance will largely be channelled via a programme which is currently being implemented, in a delegated partnership with DFID. Contributions to these sectors are important to help improve conditions for peace, security and development in Burundi. The selection of appropriate contributions is to be based on the priorities set out in the Peacebuilding Commission's Strategic Framework for Burundi. In particular, Swedish efforts shall focus on the situation and rights of women and children and on giving women a greater political influence in peacebuilding. Sweden lacks a presence on the ground in Burundi, but is financing a half-time position at DFID so as to be able to prepare and follow up the supported contributions.

The process objective for the cooperation strategy is improved donor coordination and alignment to the country's development programmes and systems. The strategic dialogue issues are twofold: sustainable peace

and enhanced security, and increased respect for and protection of human rights.

Burundi is one of the poorest countries in the world, with high population density, gender and social inequality, and lack of respect for human rights and democratic principles. A peace agreement is in place, but the country is still marked by the lengthy conflict, the underlying causes of which have yet to be resolved.

The development cooperation within democratic governance has now begun to yield results, but insufficient local ownership, capacity and coordination between donors have hampered and delayed implementation, as has the unstable political situation.

Swedish development assistance to Burundi shall be gradually increased to SEK 35 million per year towards the end of the strategy period (excluding support to Swedish framework organisations and humanitarian assistance).

Part 1. Objectives and direction of cooperation

1. Objectives and priorities

Swedish development cooperation with Burundi is to contribute to the creation of opportunities for poor people to improve their living conditions. In doing so, it contributes to the achievement of the overall objective of Sweden's policy for global development: to contribute to equitable and sustainable global development. The development cooperation programme shall be informed by the rights perspective and the perspective of the poor. In addition, development cooperation shall be based on the Government's Communication on Africa. The strategy priorities reflect Burundi's poverty reduction strategy (PRS) and the UN's Strategic Framework for Peacebuilding in Burundi (SFPB).

The overall objective of development cooperation with Burundi is peaceful and democratic development in society, with special emphasis on the perspective and rights of the poor.

The process objective for cooperation is improved donor coordination and alignment with the country's development programme and systems.

All Swedish support shall promote peace and security and shall be informed by a conflict perspective, while reflecting a keen awareness of the risk of conflict at local, national and regional level.

Sweden's dialogue with Burundi is based on the rights perspective and the perspective of the poor, and also on the Government's three thematic priorities (democracy and human rights, environment and

climate, and the promotion of gender equality and the role of women in development). Special attention is focused on the task of strengthening democracy and human rights and promoting gender equality and the role of women in Burundi's development. Environment and climate issues shall be considered in the planning and implementation of all Swedish initiatives. The strategic dialogue issues are:

- sustainable peace and enhanced security, and
- increased respect for and protection of human rights.

2. Direction and scope

The guiding principles for Sweden's cooperation with Burundi are non-discrimination, participation, openness and transparency, and accountability. Sweden shall promote greater integration of the HIV and AIDS issues into the development programme. A gender equality and children's rights perspective shall be applied, focusing on the extent to which women and children are able to enjoy their human rights.

Of key importance in the cooperation programme are the implementation both of UN Resolution 1325 concerning women, peace and security and of Resolution 1820 on sexual violence, the UN Convention for the Elimination of Discrimination Against Women (CEDAW), the UN Convention on the Rights of the Child, and UN Security Council Resolution 1612 on children in armed conflicts.

Cooperation shall focus on peace and security and on democratic governance. The delegated partnership with DFID shall continue via the co-financing of a post at the organisation's office in Burundi, provided that DFID remains actively involved in the area of democratic governance. DFID recently began developing a new strategy for the period 2009–2011. The posting of Swedish staff in Burundi is not considered economically feasible, given the current scale and scope of Swedish development cooperation. The possibility of broadening the Swedish cooperation effort may be considered in the mid-term review, which should be undertaken once the scheduled parliamentary and presidential elections have taken place.

2.1 Areas of cooperation

In pursuing the overall strategy objective, Swedish support shall include the two sectors peace and security and democratic governance, which are considered crucial for the task of ensuring greater stability and development in Burundi. This choice of sectors is in line with the priorities established in the UN's SFPB and in Burundi's PRS. The selection of contributions shall be confined to areas judged to be of special importance for the achievement of the overall objective. The contributions chosen for this purpose shall reflect the priorities set out in the SFPB.

(1) Peace and security

The objective for this sector is increased integration of former combatants into society.

In pursuit of this objective, Sweden shall consider supporting efforts in the fields of demobilisation, reintegration and sustainable socioeconomic integration of former combatants, and also supporting reconciliation efforts, via multilateral channels or other bilateral donors.

(2) Democratic governance

Objectives:

- (i) improved government accountability
- (ii) improved rule of law, especially for women and children.

In pursuit of objectives (i) and (ii), Swedish support is mainly to be provided via the current programme for democratic governance in partnership with DFID. The programme covers two sub-areas: (a) the rule of law, and (b) accountability, openness and transparency.

In seeking to achieve objective (i), Swedish cooperation shall focus on helping central government to become more accountable vis-à-vis its citizens, on strengthening citizens' opportunities and capacity for demanding political accountability, and on strengthening the capacity of the media and civil society. Within this area framework, support for the 2010 elections will also be considered. In connection to this, special attention should be given to initiatives that help boost political participation among women in accordance with UN Security Council Resolution 1325. In addition, the possibility of engaging in institutional cooperation of a more limited nature – in relation to the total allocation – in the statistical field should be examined, with a view to boosting capacity in this area.

To achieve objective (ii), Swedish cooperation shall focus on building capacity in the justice system and supporting civil society organisations that seek to promote the legal rights of poor people. Special emphasis shall be placed on land rights and the ability of women and children to enjoy their human rights, especially as regards protection from and action against gender-based violence as called for in Security Council Resolution 1820.

2.2 Forms of cooperation

The situation in the country remains uncertain, which means Swedish development cooperation will need to show considerable flexibility regarding forms and channels of cooperation, and will also need to maintain a balance between support to central government and support to civil society.

In accordance with the Paris Declaration, a larger proportion of programme-based approaches will be sought. Efforts are under way in a number of sectors to create the necessary pre-conditions, but it is unlikely that support to national programmes will be possible during the strategy period. Sweden shall contribute to both better donor coordination and a shift towards a more programme-based approach.

A gradual and sustainable transition from humanitarian assistance to more long-term development cooperation shall be sought. Given the present conflict situation in the country, the provision of humanitarian assistance is expected to continue. Humanitarian assistance is provided in accordance with the Swedish Government's policy on humanitarian assistance and with the strategy for Sida's humanitarian assistance.

2.3 Dialogue issues

The strategic dialogue issues are:

- sustainable peace and enhanced security, and
- increased respect for and protection of human rights.

Sweden's general dialogue with Burundi is conducted bilaterally, mainly via the Swedish Embassy in Kenya and the section office in Rwanda. The dialogue is to be conducted at various levels with the Burundi government, with bilateral and multilateral donors and with civil society representatives.

Within the framework of the programme for democratic governance, the dialogue is conducted mainly via DFID as part of the delegated partnership. The dialogue will focus in particular on women and children, based on UN Security Council Resolutions 1325, 1612 and 1820. This will enable Sweden to influence the DFID dialogue with local partners and with other donors involved in the programme for democratic governance.

2.4 Scope (volume)

The annual volume of Swedish development assistance to Burundi shall be increased from approximately SEK 20 million in 2009 to approximately 30 million in 2010, about 35 million in 2011 and around 35 million in 2012. In addition, support will be channelled through Swedish framework organisations and humanitarian sources.

3. Implementation

Swedish development cooperation relating to peace and security shall be implemented via multilateral channels or other bilateral donors.

Development cooperation relating to democratic governance is largely to be implemented by continuing to pursue the current joint programme with DFID, which consists of a number of sub-projects dealing with capacity building in the public sector and supplementary contributions via civil society. In addition, single strategic initiatives within the

strategy's priority areas may be supported insofar as they cannot be implemented in partnership with DFID.

The OECD-DAC's principles regarding both 'Good International Engagement in Fragile States and Situations' and 'Human Rights and Development' are to serve as a guide for Swedish development cooperation in Burundi.

Peace in Burundi is fragile, and political developments are affected by events in the region as a whole. The situation can change rapidly, which may affect implementation and support. The Swedish development programme needs to be flexible so that where necessary – not least in light of the global economic downturn – the volume, forms of cooperation and focus of the support can be reassessed within the framework of the strategy's cooperation areas and priorities. Political and economic developments also affect prospects for attaining the strategy goals and achieving the anticipated results. The conditions for implementing the cooperation programme, therefore, may change during the strategy period. Below, three possible scenarios for future development in Burundi are outlined, along with the likely implications for Swedish development cooperation:

a. In a positive scenario, the peace agreements signed in Arusha in 2000 hold up, the peace agreement between the government and the FNL rebel group is implemented, and free and fair elections are held peacefully in 2010. This would improve opportunities for strengthening national ownership and capacity building in central government administration. It would also give the government a better chance of pursuing policies to reduce poverty and hasten development towards democratic governance, respect for human rights, reduced impunity and the peaceful handling of conflicts of interest.

This would make it possible for Sweden to consider direct cooperation with Burundi's central government.

B. In a status quo scenario, the situation in Burundi would continue to alternate between peace and sporadic, low-intensity armed conflict; the general elections of 2010 would be relatively free and fair but marred somewhat by irregularities, social unrest and violence; government capacity would remain limited but still be sufficient to carry the country's development agenda forward.

The consequences in terms of Swedish development cooperation would be continued support for democratic governance, primarily in the form of projects, and humanitarian assistance would be supplemented by long-term assistance.

C. In a negative scenario, armed conflict would break out anew, and this would seriously impair the government's ability and readiness to pursue policies for greater security and reduced poverty.

For the Swedish development programme, this would necessitate a transition to humanitarian contributions and less support for strategic efforts in support of dialogue and a peaceful solution to the armed conflict.

Given the uncertain situation in Burundi, Sweden will be guided in its development cooperation activities by the need for flexibility. However, flexibility must be weighed against the need for predictability and stability, in terms of both volume and focus. Ad hoc contributions may play an important part, but if introduced should fall within the framework of the present strategy.

To sum up, the risks associated with strategy implementation mirror the prime obstacles to development in Burundi: the risk of a return to armed conflict, lack of political will and ability on the part of the Burundi government, very limited capacity – both in the government and in society as a whole – and widespread corruption.

Through a combination of development initiatives, humanitarian assistance and political dialogue, and by integrating a conflict-sensitive and conflict prevention perspective into the contributions, the Swedish development programme is expected to be capable of dealing with these risks. Given the unstable situation in Burundi, close consultation between the Swedish Ministry for Foreign Affairs and Sida will be essential.

Risks associated with corruption shall be dealt with partly by means of risk analyses when initiatives are being prepared and partly via the systems for follow-up and control agreed upon. Proceeding from the OECD-DAC's 'Policy Paper and Principles on Anti-Corruption', Sweden shall cooperate with other donors on the prevention and follow-up of corruption. Efforts to prevent the development and spread of corruption shall be actively integrated into the cooperation programme.

3.1 Cooperation with other donors, including multilateral actors

Strategic cooperation and co-financing with other donors shall be sought. Based on analysis of the activities of other donors, both complementarity and the exploitation of Swedish comparative advantages shall be sought. The current delegated partnership with DFID concerning the programme for democratic governance is expected to be developed further and deepened. Support for peace and security shall be provided in cooperation with multilateral organisations or other bilateral donors.

As a result of the joint programme with DFID, Sweden's foremost partners will be national authorities and national and international Non Governmental Organisations.

Coordination and Swedish advocacy among EU member states represent a valuable supplement to the work being undertaken in the wider donor community. The exploitation of synergy effects and complementarity between the development work of the European Commission and Sweden shall be sought.

3.2 Alignment, harmonisation and coordination

The process objective for the cooperation strategy is better donor coordination and alignment. This objective is to be achieved primarily through the current Sida/DFID programme for good governance but also through cooperation with multilateral organisations or other bilateral donors on the provision of support for peace and security. Sweden is to help fund the efforts already under way in the justice sector to improve sectoral coordination and in the longer term pave the way for a programme-based approach.

National ownership is an important precondition for improved donor coordination. In this connection, Sweden will not only seek coherence with the Burundi government but will also seek to include the country's citizens and parliament. A further aim is to support efforts to give the interests of the poor greater prominence in the national debate and in politics. This is to be accorded special consideration where national and local measures are involved.

The Burundi government developed its first poverty reduction strategy (PRS) in 2007, targeting four main areas: 1) governance and security, 2) equitable and sustainable economic growth, 3) human capital/social development, and 4) HIV and AIDS. Sweden finds that the document is largely relevant for the task of combating poverty in Burundi, and notes that it was preceded by an inclusive planning process. It takes account of the views of participating citizens to a relatively large extent. The document does, however, lack a clear-cut conflict perspective. Gender equality is given priority in both frameworks, but an integrated gender equality perspective is lacking. Insufficient capacity and conflicting political interests represent two potential obstacles to the implementation of both the PRS and the SFPB.

Structures for donor harmonisation and coordination are weak. Also, partially parallel structures exist for the implementation of the poverty reduction strategy and the Peacebuilding Commission's framework, which may place constraints on the efficiency and coordination of development initiatives. Some improvements have been achieved in recent times, however, including the establishment of a national coordination office and the launching of an initiative for closer

harmonisation within the group of EU member states led by the Netherlands.

4. Follow-up

Burundi's national capacity for following up results is very limited. As far as possible, results indicators are to be drawn from the follow-up framework for Burundi's PRS and the PBC's Strategic Framework. In this connection, the new sectoral structure defined in the PRS is of particular importance. Close cooperation will be required between Sweden and like-minded donors when following up contributions.

Sweden is to adopt an analytical approach to poverty reduction, peace and security and regularly examine available knowledge, analyses and assessments and making use of them. The PBC's Strategic Framework provides the basis for a systematic, ongoing analysis of power and conflict aspects and also provides the means for an integrated follow-up of the donor community's overall impact on the peace process in Burundi.

In view of the fact that achievement of the development cooperation objectives is made more difficult by the risk environment in which Swedish support is provided, close monitoring of contributions will be essential and Sida will need to be prepared for rapid action. Power structures and conflict linkages shall be analysed regularly, providing the basis for decisions on whether to change priorities concerning forms of cooperation in accordance with the strategy's scenarios. The question of which scenario is currently applicable and what the consequences may be for further cooperation will also be assessed on an annual basis.

A mid-term review of development cooperation outcomes will be undertaken in 2010. This review shall check whether both the focus of Swedish cooperation and the choice of partners are still relevant, based on the scenarios described in Section 3 and taking into account any changes that may be made in the partnership programme with DFID.

Part 2. Background

1. Summary of the country analysis

Of all countries in Africa, Burundi is one of the poorest, one of the smallest in size, and the third most densely populated. Today, it is ranked 167th of 177 countries in the UN's Human Development Index (HDI), and there is little prospect of it achieving the Millennium Development Goals. Burundi has endured a lengthy conflict. The civil war of 1993–2006 claimed more than 300 000 lives and spawned hundreds of thousands of external and internal refugees.

The conflict caused the country's GDP to fall by a total of 30 per cent, and growth since the war officially ended has been below 2.7 per cent. As

a result of population increase, GDP per capita has declined. Poverty levels were high even before the civil war, but between 1990 and 2004 the share of the population living in poverty doubled from 35 to 70 per cent. The situation in Burundi led to large migratory flows within the country, but also within the region and to Europe, the US and elsewhere. The diaspora now plays a relatively important role in the country's ongoing economic development.

There are major inequalities, and among the most vulnerable groups are poor people, refugees and internally displaced persons, widows supporting families on their own, elderly and children, people with disabilities, and households affected by HIV (rising national prevalence, currently 4.2 per cent, with a larger proportion in Bujumbura).

In participatory studies prior to formulation of the poverty reduction strategy, citizens cite lack of capital, education and security as the chief obstacles preventing them from lifting themselves out of poverty. The underlying causes of the conflict include deeply rooted socioeconomic and political inequality and oppression that to some extent is regional, ethnical and historical in character. There are close links to the situation both in Rwanda and in the Democratic Republic of the Congo (DRC). Other underlying factors are undemocratic governance and lack of respect for human rights, and the battle between various elite groups for control of the government administration. Additional factors are competition for the few employment opportunities available, especially among young people, and the lack of cultivatable land. Also, population growth is high and rising, and former refugees are returning to a community in which 90 per cent of the population live on subsistence farming. This has led to over-exploitation and depletion of the country's natural resources. Inadequate modernisation of the rural economy represents a structural obstacle to development.

The economy is deeply dependent on aid, which constitutes 50 per cent of the country's GDP. The coffee-dominated export sector is vulnerable to external change, and as a result the country has suffered severely from the global economic crisis. Burundi has been a member of the East African Community (EAC) since 2007. So far, however, the requisite process of alignment has been slow and does not appear to be one of the Burundi government's priorities.

Progress has been made in the peace process, e.g. in the form of ceasefire and peace agreements between the government and the former rebel group FNL, disarmament initiatives, demobilisation and reintegration, the adoption of a new constitution, and the establishment of new political institutions. Despite these advances, however, there is considerable uncertainty about the future. The country is politically unstable and faces the task of integrating over 10 000 former rebel soldiers into the army and converting the FNL into a political party.

Also, the underlying causes of the conflict have not been resolved and a large number of weapons are still in circulation. The scheduled presidential and parliamentary elections of 2010 represent a major challenge and also risk triggering a relapse into armed conflict.

There is a lack of security in the country, and violence – including sexual violence against women – has increased in recent years. Many crimes are committed by the police and military, and domestic violence is widespread. Impunity from prosecution and punishment is also widespread, and both public trust in the justice system and access to legal rights are extremely limited, particularly for women. Democratic principles and human rights are only partially respected by central government. This is due both to lack of political will within the government and among other actors, and to the public sector's lack of capacity, limited resources and extensive corruption. Similar shortcomings are preventing the opposition from functioning and civil society from discharging its role as a strong political counterweight to central government power.

In sum, despite its lack of political will and institutional capacity, Burundi is having to face the task of creating peaceful and sustainable development, establishing greater respect for democratic principles and human rights, and adopting reforms aimed at promoting gender equality, growth and economic diversification.

2. Summary of results assessment

Sweden began cooperating with Burundi in 1994, and the cooperation programme has been dominated by humanitarian assistance. The previous strategy for development cooperation with Burundi covered the period 2004–2008 and represented part of the regional strategy for the African Great Lakes Region. During this period, SEK 40 million was disbursed for bilateral development efforts, SEK 22 million was distributed to Swedish NGOs, and humanitarian assistance amounted SEK 175 million. The overall objective of the strategy was to help create conditions that enable poor people to improve their lives. The areas of cooperation were humanitarian assistance, peace, reconciliation and democracy, and human rights.

In 2006, Sida launched the current Swedish programme for democratic governance, in cooperation with the DFID. This programme covers two main areas: reform of the justice sector and accountability. The objective is stronger democratic governance, reduced corruption and increased respect for human rights. This support is considered relevant to the task of tackling the basic causes of the armed conflict and promoting peaceful conflict resolution. Where reform of the justice system is concerned, Swedish support has been channelled via civil society or provided in the form of institutional support and sectoral capacity development. To

enhance accountability, support has been provided to civil society actors seeking to strengthen capacity of the media.

Due to insufficient local ownership, capacity and coordination, and to the unstable political situation, the initial phase of the programme has taken longer than expected. Implementation did not begin until 2008, and the outcome can therefore only be reported to a limited extent. The programme has started to yield results in relation to the overall objective described above, for instance as regards support to legal aid centres, where access to legal assistance has improved for poor people, especially women and children. Educational steps have been taken focusing on the justice system and concerning such matters as land rights and the right of inheritance. Support to the media has facilitated the dissemination of information via the print press and local radio focusing on sexual violence, land rights, anti-corruption legislation, and legal aid. Also, over a thousand children and adults in schools and municipalities have undergone education and training aimed at raising awareness about what can be done to prevent and deal with sexual violence.

At the process level, cooperation between Sweden and the UK has served as a model for better donor harmonisation and has also given the two countries added weight in their dialogue with the Burundi government.

The importance of adopting a long-term perspective and the possibility of building on the joint programme embarked on with DFID, which has now started to yield results, suggests that cooperation in the field of democratic governance should continue.

Humanitarian assistance has been channelled via the ICRC, the FAO, the UNDP, UNICEF, OCHA, PMU InterLife, the International Rescue Committee and the Norwegian Refugee Council. It has been used for such purposes as protecting vulnerable groups and meeting basic humanitarian needs. Swedish humanitarian assistance has yielded good results, with the exception of support for transitional contributions channelled via the UNDP, which has met with major delays and had relatively little impact. HIV and AIDS prevention has been mainstreamed into all projects and measures where this has been considered relevant. Special steps have been taken to improve the nutritional status of HIV carriers. Donor coordination and rapid response preparedness have both been strengthened.

Since 2004, Sweden has contributed SEK 60 million to the World Bank-led Multi-Country Demobilisation and Reintegration Program (MDRP), in which Burundi has participated. After some initial difficulties, the programme has produced very clear results: over 75 per cent of a total of 410 000 combatants at regional level have been demobilised, and of these, 45 per cent have been reintegrated into society. The programme has built up national capacity in terms of demobilisation and reintegration. The

experience gained from the MDRP has been put to use at national level through the establishment of a Burundi Transitional Demobilisation and Reintegration Project, to which Sweden has contributed SEK 3.5 million (via the Ministry for Foreign Affairs).

Burundi has also benefited from Swedish regional support to the East African Community. Sida's support for the partnership between the European parliamentary network AWEPA and the East African Legislative Assembly (the EAC 'parliament') has facilitated Burundi's entry into the EAC. Burundi has also benefited from regional civil society initiatives aimed at boosting public support and accountability in the EAC, particularly as regards the interests of young people and women and the rights of employees in a common market. Swedish support has further been provided to the Lake Victoria Basin Commission (LVBC) and the Nile Basin Initiative (NBI), which also benefits Burundi.

The results of these regional programmes were generally satisfactory, particularly as regards capacity development, institution-building and regional integration. Cooperation between the countries around the Nile has increased, on both the technological and the political level, while via the LVBC the EAC member states have been able to establish a sustainable platform for the protection and development of regional goods. As a result of regional cooperation, plans are well under way to develop regional infrastructure in the energy sector, and this, too, will be of value to Burundi.

Sweden's general assistance to International Alert has helped to develop measures promoting women's participation in the peace process as called for in UN Security Council Resolution 1325, e.g. through the establishment of a network of women peace activists (Dushirehamwe).

3. Summary analysis of other donors' actions and role in the country, including multilateral actors and the European Commission.

When the UN established its Peacebuilding Commission (PBC) in 2006, the overall purpose of which is to preserve peace and forestall relapses into conflict, Burundi was selected as one of the Commission's pilot countries. This led to the adoption of a Strategic Framework for Peacebuilding in Burundi (SFPB). Burundi has received USD 35 million from the Commission's Peacebuilding Fund (PBF). This support is intended to be catalytic and to meet the country's most immediate needs before such time as other financing mechanisms are available. One of the challenges has been to ensure complementarity and synergies between the PBC framework and the PRS. Another has been to link the results obtained from short-term projects financed via the PBF to initiatives of a more long-term nature.

Despite the country's very substantial needs, few donors are present on the ground in Burundi. The largest donors are the World Bank, the African Development Bank, the European Commission, the Netherlands, Belgium, Norway, France, the UK and the US. Several of them provide general budget support. Sweden's and the Commission's support approaches are complementary. The Commission's new strategy (2008–2013) focuses on health and rural development, which means opportunities for co-financing with the EU are limited. A number of 'non-traditional' donors are playing an increasingly important role in Burundi, including China, Sudan and Libya.

The bulk of Burundi's external aid is still humanitarian in form, but a gradual shift towards long-term development cooperation is under way. The donor community still has a dominant role in the country, especially the multilateral actors, but donor coordination is under-developed. No sectoral approaches have emerged so far, and few joint donor funds exist.

In the democratic governance sector, there are seven bilateral donors (including DFID and the Netherlands) and three multilateral (the World Bank, the UNDP and the European Commission). The donors divide the work on the basis of the complementarity principle by concentrating on different sub-sectors.

4. Summary analysis of Sweden's role in the country

4.1 Conclusions of Sweden's and the EU's political decisions and processes of relevance for the cooperation

The EU is an important partner for Burundi. Cooperation within the EU circle of states is an important complement to coordination in the wider circles of donors and is to be actively sought in accordance with the EU Code of Conduct on Complementarity and Division of Labour in Development Policy. The EU Special Representative for the African Great Lakes Region also plays a significant role both as regards dialogue issues and as an actor on behalf of the EU in the current peace process.

In the trade sphere, the EU is playing an important role both nationally and regionally. In 2007, negotiations began on an Economic Partnership Agreement (EPA) between the EU and the ACP countries (Africa, the Caribbean and the Pacific), of which Burundi is one. Sweden intends to actively keep track of developments both in the EPA process and in other trade areas of importance for Burundi.

4.2 Policy coherence for development

Globally, Sweden is the largest donor to the PBF (SEK 30 million in total since 2006), and Burundi is one of the countries that has been financed by the fund in accordance with the PBC framework. Swedish contributions, therefore, should be in line with the efforts of the PBC. The Swedish chairmanship of the PBC's Burundi configuration (up until

July 2009) helped bring about a high-level political dialogue on such subjects as peaceful development in the country.

Trade exchange between Sweden and Burundi is very limited, and few Swedish enterprises are active in the country.

4.3 Other Swedish relations

Among Swedish NGOs, only PMU InterLife are active in Burundi, via a local partner whose work primarily concern humanitarian assistance, peace and reconciliation, democracy promotion and education.

Exchanges of experience between the various Swedish actors in Burundi shall be sought.

4.4 Sweden's comparative advantages

As a result of Sweden's long-standing support via missionary work and also via its very active involvement in the peace process and the good relations it has developed in the course of the present programme, Swedish cooperation with Burundi is characterised by mutual trust. Sweden's chairmanship of the UN Peacebuilding Commission's Burundi configuration in 2008/09 has further strengthened the prospects for fruitful cooperation with Burundi.

Also, Sweden has solid experience of work in pursuit of democracy and human rights, which includes promoting gender equality in post-conflict environments by such means as institutional partnerships.

Sweden's bilateral and regional support for other countries in the Great Lakes Region means synergy effects can be sought and applied in the cooperation programme with Burundi, thereby contributing to greater stability in the region.

4.5 Conclusions about Sweden's role

Bilateral relations between Burundi and Sweden are comparatively limited outside development cooperation and political dialogue. Sweden should build on the trust it enjoys as a result of its cooperation with Burundi up to now.

Given that only a few donors are represented in Burundi, Sweden's active involvement serves to strengthen cooperation between like-minded donors such as the UK, the Netherlands and Norway. At the same time, Sweden's role is a limited one, given its low volume of support – which corresponds to less than one per cent of all public assistance to Burundi – and to its lack of presence in the country.

5. Considerations concerning objectives and the direction of future cooperation

Burundi is one of the world's poorest countries. It is currently experiencing a fragile post-conflict phase, and many of the basic causes of the conflict have yet to be resolved. The security situation has improved but remains unstable. The greatest threat to further development in Burundi – and thereby to the fight against poverty – is a return to armed conflict. There are major shortcomings in terms of democratic governance and human rights, and corruption is widespread. Despite a lack of political will and institutional capacity, Burundi is having to face the task of creating peaceful and sustainable development, including greater respect for democratic principles and human rights, and of implementing reforms that promote gender equality, growth and economic diversification.

Despite the country's very substantial needs, few donors are present on the ground in Burundi. Multilateral actors have a dominant role. The leading bilateral donors are the Netherlands, Belgium, the UK, Norway, France and the US. Donor coordination remains inadequate. The productive sectors are relatively under-financed, but given the lack of like-minded partners in these sectors, Swedish involvement would appear to be a difficult proposition.

Sweden's cooperation with Burundi has so far been dominated by humanitarian assistance and by support channelled through Swedish missionary organisations. In 2006, cooperation in the field of democratic governance was launched in partnership with DFID. This programme suffered from delays in the initial stages, due to shortcomings associated with local ownership, capacity and coordination and to the unstable political situation, but is now beginning to produce results.

Good democratic governance and enhanced respect for human rights have been identified as crucial to the achievement of lasting peace and greater security in Burundi. This is confirmed by the priorities in Burundi's poverty reduction strategy, and also reflects the focus of the PBC's Strategic Framework on good governance and measures to promote the rule of law. Donor density is relatively lower in the justice sector and the statistics sphere, and these areas may be supported in cooperation with DFID. In sum, the Government takes the view that Sweden's development cooperation with Burundi should focus on peace and security and on democratic governance. The measures chosen are to target areas deemed to be of particular importance for strengthening peace and security, and to be guided by the PBC's Strategic Framework, particularly emphasising the needs of women and children.

In light of the limited scale of Swedish development cooperation with Burundi, and since Sweden lacks a presence in the country, cooperation in the democratic governance sphere shall continue to be implemented in

close cooperation with DFID and other donors. Swedish support may thereby be expected to achieve maximum efficiency and be able to build on the results obtained so far. In this area, donors are dividing the work on the basis of the complementarity principle by focusing on different sub-sectors.

The upcoming presidential and parliamentary elections in Burundi in 2010 represent a major challenge, both from a security viewpoint and from a capacity and logistics perspective. Contributions to support the preparation and implementation of the elections shall be made as part of the effort to promote democratic governance.

Demobilisation, reintegration and integration are crucial to lasting peace in Burundi. Efforts in this area, via multilateral channels or other bilateral donors, are therefore to be considered. In support of UN Security Council Resolution 1325, Swedish support is to be provided for strategic initiatives that encourage the participation of women in the peace process in Burundi, via Sida's global core support to the British international NGO International Alert.

Swedish development cooperation is primarily made available in the form of project support. Efforts are under way to create conditions to increase the share of programme-based approaches, for instance in the justice sector. Burundi is not deemed to fulfil the Swedish fundamental pre-requisites for general budget support.

A mid-term review is to be carried out after the elections of 2010, at which time the future direction of Swedish support will be considered. At present, it is assessed that tripartite cooperation is not feasible without a presence in the country, but will be favourably considered during the strategy period. Nor is it considered economically feasible to base Swedish personnel in Burundi, given the planned scale of the development cooperation programme. The proposed strategy is conditional on the continued engagement of DFID in the democratic governance field. DFID recently began work on developing a new strategy for the period 2009–2011, and this will be monitored closely. Any changes in DFID's direction should be analysed as part of the mid-term review. A continuation of humanitarian assistance is anticipated during the strategy period.



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