

Cooperation Strategy for
Regional Development Cooperation with

Sub-Saharan Africa

January 2010 – December 2015



REGERINGSKANSLIET

Government Offices
of Sweden

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Cooperation Strategy for Regional Development Cooperation with Sub-Saharan Africa 2010–2015

Executive summary

The present strategy is intended to govern Swedish regional development cooperation with sub-Saharan Africa for the period 2010–2015. Cooperation will take place mainly in relation to the African Union (AU), the Regional Economic Communities (RECs¹) and other bodies with a mandate to promote development and security-enhancing regional cooperation in Africa. The strategy is based on Sweden's Policy for Global Development and the Government Communication on Africa (skr. 2007/08:67). Strategic choices have been made on the basis of analyses of development in the region, experiences and results assessments of previous development cooperation, other donors' contribution portfolios and commitments, and Sweden's thematic priorities and comparative advantages.

Regional integration and regional cooperation are essential to economic growth, sustainable development and peaceful coexistence between states. The AU and the RECs play a key role in strengthening regional integration and cooperation in Africa. The operationality and institutional capacity of these communities vary and need to be strengthened in order for them to fulfil their respective mandates and strategic roles, namely to manage regional and global challenges in areas such as environment and climate, peace and security, expansion of intra-African and intercontinental trade, demographic change due to urbanisation, and other forms of economic migration as well as refugee flows.

The overarching objective of Swedish regional development cooperation with sub-Saharan Africa for the period 2010–2015 is to increase the capacity and the political accord among the African intergovernmental communities and the countries concerned to manage transboundary challenges such as regional stability, trade and economic integration, and sustainable development.

The perspectives of the poor on development and the rights perspective should serve as the points of departure for the proposed development cooperation and dialogue. The cooperation will focus on regional transboundary challenges or on issues common to several countries in cases where better results can be expected from regional support rather than from bilateral

¹ The Regional Economic Communities (RECs): (those focused on by this Cooperation Strategy) the East African Community (EAC), the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), the Common Market for Eastern and Southern Africa (COMESA), and the Southern African Development Community (SADC).

country-level contributions. Support will mainly be directed at building the capacity of regional actors.

Swedish support will be primarily directed at the AU and the RECs as well as other equivalent communities referred to in this strategy. Priority areas are: peace and security; environment and climate; regional economic integration including trade, business and financial systems. The strategy includes special measures to combat corruption. All forms of support to these areas are to be based on the overall Swedish development objectives in the spheres of democratic governance and human rights, with special emphasis on women's participation in decision-making, programmes and anti-corruption work. Support will also be provided for research cooperation.

Within these areas, support can also be given to civil society organisations, economic organisations, and other relevant national and regional actors or initiatives engaged in efforts to meet regional challenges or to support and strengthen the AU and the RECs and the cooperation between them.

Primary responsibility for sustainable development, growth and peace ultimately rests with the African countries themselves. Swedish regional support to Africa can underpin and promote, but not create, the necessary preconditions and solutions. Support must enable each country concerned to stand on its own feet and develop on the basis of its own realities. It cannot steer nor supplant the efforts of a developing country to lift itself out of poverty. Capacity building measures should enable the intergovernmental communities and their member states to fulfil their commitments. Forms of support that focus on shifting as soon as possible into cooperation and trade are the most desirable.

Swedish support will be provided on the basis of the potential for achieving results, but also taking into account that responsibility must rest at the level of the institutions and the member states. The support must reflect member states' needs and priorities. It must strengthen the AU and the RECs so that they are able to carry out their respective strategic roles and normative mandates without undermining member states' own responsibilities. Sweden will engage in regular, strategic dialogue with the AU and the RECs, emphasising the importance Sweden attaches to transparency, anti-corruption, the rights perspective, gender equality, trade, and the creation of a sustainable environment including mitigation of and adaptation to the impacts of climate change.

The total allocation for the entire 2010–2015 strategy period amounts to approximately SEK 3 260 million, including funding for the Government's special anti-corruption and climate-related investments and research collaboration. Allocations for 2010 and 2011 will amount to approximately SEK 570 million and SEK 650 million respectively. For 2012, they will amount to approximately SEK 570 million, and for 2013–2015, after the completion of the Government's special climate initiative, they will amount to approximately SEK 490 million per year.

A total of SEK 240 million will be reserved for the Government's special climate initiative. During the strategy period, the Swedish International Development Cooperation Agency (Sida) will allocate a minimum of SEK 150 million to fighting corruption.

1. Overall objectives and priorities, objectives and priorities related to aid effectiveness, and overall dialogue issues

1.1 Overall objectives and priorities

Swedish regional cooperation with Africa will contribute to the creation of opportunities for poor women and men to improve their living conditions, in accordance with the overall objective for Swedish development cooperation, and also to equitable and sustainable global development, in accordance with Sweden's Policy for Global Development (PGU). All cooperation is to be shaped by the two fundamental perspectives set out in the PGU: the rights perspective and the perspectives of the poor on development. The following principles will also guide cooperation: participation, non-discrimination, openness and transparency, and responsibility and accountability. In addition, cooperation will be shaped by the three development policy priorities: gender equality; sustainable environment and climate; and human rights and democracy.

The overarching objective of Swedish regional development cooperation with sub-Saharan Africa for the period 2010–2015 is to increase the capacity and political accord among the African intergovernmental communities and the countries concerned to manage transboundary challenges such as regional stability, trade and economic integration, and sustainable development.

Swedish regional cooperation with Africa will improve the capacity and conditions for intergovernmental communities, countries and actors to manage regional transboundary challenges or issues common to several countries, in the case where best results can be expected through recourse to regional cooperation.

To help achieve the overall objective, support will be primarily aimed at strengthening the AU, the East African Community (EAC), the Economic Community of West African States (ECOWAS), the Intergovernmental Authority on Development (IGAD), the Common Market for Eastern and Southern Africa (COMESA), and the Southern African Development Community (SADC), hereinafter referred to as the RECs.² Support will also be extended to equivalent organisations/communities such as the International Conference on the Great Lakes Region (ICGLR) and the Nile Basin Initiative (NBI).

Support provided to the communities will contribute to enhancing their ability to carry out their mandates effectively, and to coordinate and secure the African policy agendas. Priority areas are peace and security, environment and climate, and economic integration including trade, business, and financial systems. It is essential to ensure that their capacity to prevent, resolve and manage the effects of conflicts is well developed, that sustainability in terms of natural resource utilisation and adaptation to climate change are improved, that the impacts of climate change are mitigated, and that regional as well as international trade and economic integration are expanded. Support to these priority areas will be based on the overarching Swedish development objectives in the spheres of democratic governance and human rights, with special emphasis on women's participation in decision-making and programmes, and in the fight against corruption. Support will also be extended to research cooperation.

² i.e. Regional Economic Communities.

Support in priority cooperation areas will also be provided to collaborating organisations working to solve regional challenges and to assist and strengthen the AU and the RECs and their mutual cooperation. Special consideration should be given to organisations whose strategic role is to support the AU and the RECs, to organisations that monitor how intergovernmental communities discharge their mandates or promote greater accountability, and to organisations whose strategic role is to promote transparency and civil society participation in regional processes. The term ‘collaborating organisations’ is used to refer to institutions, economic organisations, and civil society organisations, including non-governmental human rights and other advocacy groups engaged in strengthening civil society’s supportive and scrutinising role in relation to the AU and the RECs. Such organisations may be local, national or regional. All contributions must be of clear regional relevance and promote regional integration and collaboration.

Support may also be considered for regional initiatives and collaborating organisations engaged in regional programmes, projects and activities related to the priority areas and especially relevant to the regional integration process.

Regional support will highlight good and transparent financial management, including effective anti-corruption measures and accountability. Sweden must ensure compliance with all parts of the UN and AU conventions against corruption, in a consistent and effective manner. In its cooperation with the AU and the RECs, Sida should draw upon the efforts and experiences of member states in fighting corruption.

A separate strategy for regional HIV/AIDS support will be developed.

The direction and design of contributions will be guided by the Government’s policy on the respective thematic areas. Swedish regional development cooperation with sub-Saharan Africa should be aligned with the Joint Africa-EU Strategy and its action plan. Collaboration within the EU and active dialogue and cooperation with the European Commission are essential and should be regarded as an inherent part of the design of Swedish regional development cooperation.

Sweden’s work in the context of the Lake Victoria Initiative and the NBI will be carried out in accordance with the specifications and principles of the present strategy.

In regional cooperation, Sweden will seek to collaborate with – and draw on the knowledge and experience of – Swedish actors, including the business community, civil society, public sector organisations and authorities, universities and diaspora organisations.

A mid-term review of regional cooperation will be conducted in 2013. Its aim will be to (re-)examine the direction and scope of the strategy in relation to results achieved and developments in the region in order to determine whether there are grounds for changing the strategic direction and priorities. The review will include an assessment of capacity and priorities, as well as of the obstacles to and driving forces for development, including those in the organisations’ and communities’ institutional environment.

1.2 Objectives and priorities related to aid effectiveness

The strategy's general objectives as regards aid effectiveness are to:

- increase the share of programme-based support to the AU, the RECs and collaborating organisations, in accordance with the principles on aid effectiveness set out in the Paris Declaration;
- strengthen alignment, donor coordination and harmonisation at regional and contribution level;
- continue the current focus on regional support, including the focus on contributions within each sector, and to end all contributions that lack regional relevance; and
- conduct a dialogue on, and an assessment of, the risk of corruption in all contributions, their implementation and follow-up, and ensure accountability in all cases where corruption has been brought to light.

Swedish support to the AU and the RECs should contribute to strengthening the communities' institutional capacity to carry out their mandates and implement agreed programmes and commitments. Improved capacity in these terms will not only contribute to increased credibility among member states' citizens, but is also a prerequisite for more effective cooperation between the AU, the RECs and their member states, as well as with donors. In addition to the priority areas identified in the strategy, general capacity building support may be extended to the AU and the RECs to strengthen the results-based management of planning and follow-up processes, improve cash management and public financial management, and enhance systems and procedures for auditing, procurement and reporting. Sweden must consistently adapt its support to cooperation partners' priorities and strategies, and actively promote transparent and effective administrative and financial systems aimed at strengthening partner ownership. Sweden must seek to ensure that partner capacity for results-based management is strengthened.

Swedish support should be based on the level of development and potential of each community and be preceded by a careful needs and risk assessment. Whenever possible, priority will be given to programme-based approaches, but these are conditional *inter alia* on the satisfactory functioning of the communities' planning and follow-up systems. Project support will continue to be an important aid modality. In the transition from project to programme support, a clearly defined justification must be provided and established.

The following principles apply to programme-based approaches involving the AU and the RECs.

In the case of the AU and the EAC, the aim is for support to be provided for capacity building so that agreed activities and commitments can be implemented effectively. Programme-based approaches should be tested in preparation for possible future general budget and institutional support, which may be supplemented by project support if necessary. A trial run of this kind will be preceded by consultations with the Swedish Government Offices (Ministry for Foreign Affairs).

In the case of ECOWAS, support for building the community's capacity should be provided on a limited scale from the beginning of the strategy period.

In the case of IGAD, cooperation should be tried in the form of a few strategic contributions to capacity building in areas where a broad cooperation arrangement among donors is in place.

During the initial stages of the strategy, support to COMESA and SADC for capacity building of these communities should be provided on a limited scale. This support will be reviewed as part of the mid-term review process. Similar support should be tried in the case of the ICGLR.

COMESA's strategic cooperation with SADC and EAC is of importance and interest for Swedish cooperation with these communities. Swedish cooperation with COMESA has been limited, which means that a deeper initial analysis is required for starting broader cooperation.

Support to research institutions, think tanks and other similar research actors in the region that are engaged in critical analysis and study of regional cooperation should mainly be built on a programme-based approach. A programme-based approach should also be considered as a starting point in the case of other regional organisations, such as civil society organisations.

Sweden will draw on and strengthen the synergies between different parts of the contribution portfolio. Regional cooperation will seek synergy effects with and complement Swedish bilateral development cooperation in Africa. It will also take into consideration the work of the multilateral actors engaged in areas covered by the strategy. This applies above all to the European Commission, but also to the African Development Bank (AfDB) and the World Bank Group.

Sweden should seek to ensure that regional cooperation is highlighted in follow-ups of the Accra Agenda for Action, the Paris Declaration and other relevant processes related to harmonisation and donor coordination. Furthermore, there is a need to strengthen and materialise the principles of the Paris Declaration in the context of regional development cooperation. Moreover, Sweden will continue to work for increased donor coordination including effective mechanisms for interaction between donors and regional cooperation partners. The important links between multilateral, regional and bilateral development contributions will be taken into account. In dialogue with other donors, Sweden will continue to emphasise the importance of i) aligning aid to the AU's and the RECs' long-term vision for development, ii) better follow-up and better use of results-based management, iii) increased coordination and harmonisation among donors, and iv) increased programme support.

Sida should consider cooperation with the Folke Bernadotte Academy regarding capacity building support to the civilian component of the African Union's Standby Force within the AU Peace and Security Architecture, with the Swedish Civil Contingencies Agency regarding Early Warning Systems, and with the National Board of Trade. It should also consider cooperation with other Swedish agencies and authorities such as the Swedish Customs, the Swedish Trade Council, the Swedish Defence Research Agency and the Raoul Wallenberg Institute, in addition to civil society organisations. Furthermore, it should be borne in mind that cooperation with the Swedish private sector can provide a positive contribution to economic growth and sustainable development, especially in view of the fact that Swedish enterprises are at the forefront as regards compliance with international principles and guidelines for Corporate Social Responsibility (CSR).

1.3 Overall dialogue issues

Strategic dialogue with the AU and the RECs should be designed in accordance with these cooperation partners' own development strategies and based on their relevant international and regional commitments. The dialogue will be conducted both bilaterally and multilaterally, and within the framework of the Joint Africa-EU Strategy (JAES). Moreover, Sweden will seek opportunities for harmonised dialogue with other donors and engage in dialogue with civil society and private sector partners.

Sweden's strategic policy dialogue with the AU and the RECs will be coordinated by the Government Offices (Ministry for Foreign Affairs), in concert with Sida and the concerned missions abroad, and governed by dialogue plans. The dialogue will cover relevant regional policy issues, priority challenges at regional and sub-regional level, and the direction and effectiveness of development cooperation. Annual opportunities for broad-based dialogue with the AU and the RECs should be sought. A single occasion for dialogue on all relevant issues should be sought.

Dialogue with the AU and the RECs must stress the importance Sweden attaches to transparency, anti-corruption, the rights perspective and the perspectives of poor people on development, trade, gender equality, and the environment, including mitigation of and adaptation to the impacts of climate change. Special attention should be focused on the following components:

- Transparency in the decision-making processes and the financial management of the AU and the RECs, in order to facilitate accountability and follow-up of agreed commitments.
- The importance of the rights perspective and of the regional communities representing poor people's interests.
- Ensuring that the AU's and the RECs' gender equality commitments are met and that follow-up mechanisms are strengthened. A gender equality perspective should be mainstreamed into priority cooperation areas.
- Ensuring that the AU's and the RECs' commitments on the environment and climate change are met and that follow-up mechanisms are strengthened. The focus here must be on efficient mechanisms for cooperation on shared natural resources, including water resources, mitigation of and adaptation to the impacts of climate change, links to peace and security, and knowledge building concerning the links between ecosystem services³ and poverty reduction.
- The introduction and implementation by the AU and the RECs of effective anti-corruption programmes, including improved security for whistleblowers and others engaged in fighting corruption.

³ Ecosystem services refers here to the provision of food and clean water, maintenance of the oxygen level in the atmosphere and of soil fertility, and buffering against the negative effects of climate change, etc. The provision of ecosystem services requires functioning ecosystems that are sustainable in the long term.

- The AU and the RECs upholding and respecting commitments made within the framework of the WTO and other international trade agreements.
- Establishing and confirming democratic principles.

The dialogue agenda must be cleared with the Swedish ambassador accredited to each intergovernmental community.

2. Sectors

2.1 Sector 1: Peace, security and conflict management

Objective: Increased regional cooperation aimed at preventing, solving and managing the effects of armed conflict

Support will be extended primarily to the AU, and to a lesser extent, to ECOWAS. A few contributions to IGAD may be appropriate. Support may also be extended on a trial basis to SADC, EAC and ICGLR. Support to collaborating organisations and regional initiatives will continue and new contributions should be considered.

Support is to be directed at conflict prevention measures in the regional cooperation context. It must help ensure that conflicts are managed and their structural causes are addressed and remedied. Support should be provided to strengthen regional processes and actors, particularly in the following areas: women in the peace process (UN Security Council Resolutions 1325 and 1820); security sector reform (SSR); organised crime; small arms and light weapons (SALW); early warning systems; and sustainable solutions to refugee and internal displacement situations. Whenever possible, the link between early warning systems and natural disaster prevention should be taken into account.

Support should also be extended for a limited number of contributions in the sphere of democracy and human rights for the purpose of conflict prevention and management. Advantage should also be taken of opportunities to promote peace and security in other areas, such as the management of common natural resources and trade.

2.2 Sector 2: Environment and climate

Objective: Increased regional cooperation aimed at promoting environmentally sustainable use of natural resources, and mitigating as well as adapting to the impacts of climate change

Support is to include contributions towards:

- food security based on sustainable and, as far as possible, low-carbon solutions,
- equitable and sustainable use and protection of ecosystems and natural resources, and
- democratic management and protection of water resources (both oceans and freshwater) shared by two or more countries.

Contributions may aim at strengthened institutional capacity, environmental management initiatives and/or harmonised environmental legislation.

Support must also include direct contributions aimed at enhancing the capacity of regional and global organisations and actors to:

- contribute to measures for adaptation to climate change,
- maintain the capacity of ecosystems to generate ecosystem services, and
- contribute to measures aimed at mitigating climate change.

Special attention and priority should be given to contributions that allow synergies between these areas to be harnessed and exploited.

Support is to be extended primarily to the AU, EAC, SADC, IGAD, COMESA and ECOWAS. Support for the NBI and Lake Victoria Initiative should also be provided. Support to collaborating organisations and regional initiatives will continue and new contributions will be considered. Sweden will support activities designed to enhance the capacity of these regional communities and organisations to manage and cooperate on cross-border environmental and climate-related issues.

The following should be taken into account at all times: links to national and cross-border security issues, the need to reduce the risk of conflict, climate related migration, prevention of natural disasters, and efforts to reduce vulnerability to the impacts of climate change.

2.3 Sector 3: Economic integration, trade, industry and financial systems

Objective: Increased regional cooperation aimed at promoting regional and international trade and economic integration

Sweden will provide support aimed at enhancing opportunities for African countries to step up their participation in, and benefit from, inter-regional as well as international trade through economic integration. Particular attention should be given to the expanded scope for international trade following on the EPA agreements. Support will aim to improve the capacity to negotiate, the simplification and harmonisation of regulatory frameworks in Africa, and deeper economic cooperation within the RECs.

Trade support should also include contributions related to energy supply on a trial basis. Contributions aimed at promoting efficient and secure energy systems will be encouraged. Support should be given *inter alia* in the form of investment in sustainable energy projects.

Particular attention must be given to trade in agricultural products that help to ensure a more secure food supply, and to stimulate greater diversification of Africa's export trade. Sweden should also extend support to activities aimed at developing financial systems and services that can facilitate economic integration and trade. Such services will help boost the developmental effect of migration by facilitating migrants' investment in and exchanges with their country of origin.

Consideration should firstly be given to support to EAC and COMESA. Support, primarily in the area of trade, should also be made available to ECOWAS. Support to SADC should also be considered in view of the forthcoming integration of COMESA, EAC and SADC. Support

to collaborating organisations and for regional initiatives will continue and new contributions should be considered.

Anti-corruption contributions within this sector should be considered. Transparency in trade is crucial to the region's economic development, both as regards regional trade procedures and the everyday business activities of small enterprises. The approach should be to strengthen financial systems in order to create transparent systems and open public procurement processes.

Consideration should be given to simplifying trade procedures in order to stimulate trade and reduce the risk of corruption. Sida should consider cooperation with the Swedish National Board of Trade. Other contributions with the potential to promote more rule-compliant and transparent trade should also be considered. Sida should, in this connection, seek to make full use of the extensive knowledge and experience acquired by the Swedish private sector. In this connection, Sida should collaborate with private sector actors in an effort to engage, mobilise and make better use of their potential to contribute to strategy implementation. Where relevant, special attention should be paid to new developments and uses of information and communication technology. In this connection, particular attention should be paid to new technology such as ICT4D.

2.4 Special anti-corruption measures as part of democratic development

Objective: Reduced incidence of corruption

Support for anti-corruption measures is a special regional development cooperation initiative and special funds are set aside for this purpose. Contributions can be implemented at regional, institutional and/or local level, and may be bilateral in character. Contributions will be designed to support anti-corruption measures already in place but also drawing on new ideas and innovative thinking in this area.

Support can be provided for anti-corruption efforts within the AU and the RECs, and in institutions, organisations, the private sector, trade organisations and mechanisms at regional and/or sub-regional level. Capacity building contributions should strengthen the region's own efforts to combat corruption. Support may be extended to organisations that seek to ensure that the region meets its commitments and applies the UN and AU conventions against corruption. Contributions should strengthen the incentives to combat corruption.

Efforts to combat corruption should include contributions towards efficient and transparent public financial management (PFM) and functioning control mechanisms designed to ensure accountability. Support is to be extended to civil society organisations for their supportive and watchdog roles. Organisations that monitor how the AU and the RECs fulfil their mandates, or seek to promote greater accountability, should be prioritised. Organisations that have a strategic role in working for greater transparency, combating corruption and promoting civil society participation in regional processes are also eligible for support.

Independent media that cover issues relating to corruption, transparency and accountability, and civil society organisations that scrutinise the use of public funds are important actors that are also eligible for Swedish support. Contributions aimed at securing citizens' unhindered

access to information, including digital information, should also be taken on board. Support is to be provided to help uphold the engagement of civil society and the private sector to detect and combat corruption within their own spheres of action, as well as to fight corruption in Africa at a broader level.

The possibility should be considered of providing support through regional initiatives, to specific anti-corruption authorities, regional and national action plans for combating corruption, and information campaigns aimed at stimulating debate and greater involvement in anti-corruption efforts throughout the region.

Anti-corruption contributions in other regional cooperation sectors should similarly be considered.

2.5 Support for strategic research contributions

Objective: Closer regional integration in the research sphere, and stronger research capacity to address priority issues of importance to regional integration and cross-border initiatives aimed at poverty reduction

Swedish support to research institutions must help build capacity for research in developing countries and regions, promote greater independence in identifying problem areas for research and implementing and using their own research, and help to expand and strengthen the African knowledge base.

The thematic orientation of research cooperation is to be guided by the strategies of the AU, the New Partnership for Africa's Development (NEPAD), the EAC and SADC. Sweden is to help enhance the ability of regional research organisations to set up and manage their own research agendas and freely disseminate and publish their research findings.

Ongoing efforts by the AU to build capacity in the research sphere should be given support.

2.6 Collaboration with other donors at regional level

Cooperation with other donors is to be further developed, and cooperation with the European Commission and other relevant multilateral actors such as the World Bank and the AfDB is to be deepened. Cooperation should also take place with global actors such as UNEP, FAO and the IUCN) at both global and regional level. It should be conducted in accordance with the strategies which the Government has developed for cooperation with UNEP, FAO and other organisations.

Support to the AU and the RECs through the AfDB and UNECA should continue. The AfDB and UNECA play an important part in strengthening the AU and the RECs, both through financial and technical support and support for the implementation of programmes in collaboration with these organisations. Support to the EU-Africa Infrastructure Trust Fund should be considered with a view to improving regional integration.

3. Consultations, implementation and volume

3.1 Consultations

In addition to the day-to-day dialogue between the Government Offices (Ministry for Foreign Affairs) and Sida, consultations, in which other relevant ministries may take part, are to be held at least twice a year. One consultation is to focus on the results achieved in the previous year; the other is to address strategy implementation. At the consultations, Sida is to report on the annual support allocation and planned distribution for the following year. Discussions concerning new contributions and annual allocations will take place at these consultations but also on a more day-to-day basis and with other relevant ministries. Discussions should also consider how consultations on the present strategy and consultations under the Guidelines on the Division of Labour between the Ministry for Foreign Affairs and Sida in Multilateral Cooperation should be coordinated and complement each other.

3.2 Implementation

Multi-year agreements and long-term commitments are preferable. The strategy focuses on major, long-term contributions of special political or strategic importance. At the same time, the strategy is intended to be used to respond rapidly to new initiatives and challenges in the development context, including, for example, smaller and shorter selective contributions in the area of peace and security.

3.3 Volume

The total allocation for the entire 2010–2015 strategy period will amount to approximately SEK 3 260 million, including financing for the Government's special climate-related initiative and research collaboration. Allocations for 2010 and 2011 will amount to approximately SEK 570 million and SEK 650 million respectively. For 2012 they will amount to approximately SEK 570 million, and for 2013–2015, after the completion of the Government's special climate initiative, they will amount to approximately SEK 490 million per year.

In 2010–2012 a total of SEK 240 million will be spent on the Government's special climate initiative. Sida will allocate at least SEK 150 million to contributions aimed at fighting corruption during the strategy period.

4. Risk management

Closer regional integration and cooperation in Africa are crucial to meeting the common challenges facing the continent and to reducing poverty. Identifying the right methods and instruments for achieving this is a challenge in itself. Supporting existing African structures is an important starting point. The AU and the RECs are African-made structures. They are growing steadily stronger, and their respective mandates and roles are being defined with ever-increasing clarity.

Strengthening the ability of the AU and the RECs to meet their commitments is crucial to their capacity to discharge their mandates and retain their credibility and strategic roles. It is also a precondition for closer cooperation within and between the communities. The

relationship between the AU and the RECs and their member states has not yet crystallised and overlapping memberships are an aggravating factor. Shortcomings within the communities in terms of transparency and accountability mean that parliaments, civil society, and free, independent media have an important role to play.

Supporting the AU and the RECs and collaborating organisations is a relatively new way of working in the development cooperation context, a circumstance which itself involves a new set of challenges and risks. The communities' relative weaknesses present a challenge to designing support measures, and their weak absorption capacity and limited ability to implement regional and global commitments hamper cooperation. Each contribution must therefore be preceded by thorough risk analysis. Providing support to collaborating organisations is one way of managing the risks associated with support to the AU and the RECs and bringing about closer regional integration and cooperation. However, finding suitable collaborating organisations involves an additional risk.

Corruption is a serious obstacle to development and a risk factor in development cooperation. It directly and indirectly affects the ability of poor people to improve their living conditions. Several RECs are young communities whose financial controls are still under development and therefore have shortcomings. The AU is continually strengthening its financial control systems; however, these must be further improved. For the set objectives to be achieved, and to prevent and fight corruption, all contribution assessments will be guided by careful risk identification, risk assessment and risk management measures.

In addition to the AU, support should mainly be extended to ECOWAS, EAC, SADC, COMESA and IGAD.

The AU is the primary political actor in Africa and the principal actor when it comes to policy coordination and promotion of socioeconomic development, regional integration, peace and security. The AU has also been mandated by its member states to represent Africa's interests in the global arena. The Union's still-limited capacity combined with high expectations for it to deliver results in the areas designated by its mandate present a challenge that needs to be met with international support.

Although ECOWAS has clear capacity problems, the community has in many respects played a leading role in the economic integration process in the Western part of the African continent, and has with authority and legitimacy also prioritised conflict management and good democratic governance.

EAC is an organisation with excellent prospects of playing an increasingly constructive role in the economic and political development of the East African region. Its strong political base and its legitimacy in its member states are an important comparative advantage that has contributed to its progress with respect to the customs union, the Common Market and the free movement of people. The cooperation established between SADC, COMESA and EAC is an important sign of clear political will within their member states.

Political will within the SADC member states has been limited. One of the main challenges facing SADC is to find ways of making the organisation better at operationalising its plans and living up to its praiseworthy and far-reaching protocol on regional harmonisation.

COMESA is an all-embracing regional organisation that promotes cooperation in all economic and social sectors. The community is developing an increasingly clear vision; this needs to be combined with a greater capacity to move integration issues forward.

IGAD plays an important role in efforts to contribute to peace and security in countries in the Horn of Africa, especially Sudan and Somalia. It remains to be seen whether IGAD will live up to the expectations placed on it in other areas, particularly with regard to its internal renewal process, initiated in 2008, aimed at strengthening capacity within the organisation.

The regional context is highly complex and cannot be structured by copying directly from country-level situations. There are currently no donor coordination and ownership structures in the regional development cooperation sphere equivalent to those established in the bilateral cooperation context. Although harmonisation and donor coordination have developed in recent years, many challenges remain before the intentions of the Paris Declaration can be realised in the regional development cooperation context.

5. Coherence

A number of other policy areas bear on the achievement of the overall strategy objective. In planning aid contributions, an analysis should be made of how they could act as a catalyst or a complement to other policy areas, in order to make the full spectrum of Swedish government policy more pro-development. This applies above all to common EU policies in the trade, migration, agricultural and fisheries areas, to Swedish trade promotion and to policies for relevant multilateral communities. Support under Section 2.3 of this strategy aimed at improving opportunities for African countries to increase their participation in and benefit from both regional and international trade through economic integration is in line with this approach. The EU has also taken important steps to strengthen the positive links between migration and development.

Development cooperation affected by internal or international migration can be promoted through continued dialogue and cooperation.

6. Considerations concerning the orientation of the strategy

Swedish regional development cooperation with sub-Saharan Africa is based on the Government Communication on Africa and should be aligned with the Joint Africa-EU Strategy (JAES) and its action plan. Like the Government Communication on Africa, the Africa-EU Strategy calls for stronger political partnership and deeper cooperation which goes beyond aid. Collaboration within the EU and active dialogue and cooperation with the European Commission are essential and should be regarded as an inherent part of the design of Swedish regional development cooperation.

The prospects for development and successful poverty reduction through, for example, greater gender equality, increased respect for human rights, and more efficient and effective management structures, including active anti-corruption measures, can be realised mainly through national processes. However, a number of aspects of poverty reduction and development cooperation require regional cooperation and should be built on common

democratic principles. This will involve establishing and securing regional public goods and meeting regional challenges such as peace and stability, trade and sustainable use of cross-border natural resources.

Sweden is generally perceived as an independent donor. This enhances Sweden's credibility and is a proven advantage particularly in relation to peace and security, an area in which the AU and several RECs have shown increased commitment and ownership. The prospects of Sweden effectively influencing this area are favourable. An example of a successful regional initiative to which Sweden has contributed is the comprehensive demobilisation project led by the World Bank in the Great Lakes region, which was recently completed and is currently being evaluated.

Natural resources form the basis of Africa's economy and African trade. Here, agriculture is not only of particular importance to the employment prospects, incomes and food security of poor people but is also a potential engine of economic growth. Climate change is likely to put even greater pressure on Africa's already fragile ecosystems and natural resources, not least water, with possible conflicts of interests as a result. The growing need to adapt to changing conditions is contingent on better energy and food security, natural disaster risk reduction and improved living conditions. A well-functioning regional administration and cooperation concerning environmental and climate-related issues, including the sustainable use of natural resources, should enhance the prospects of economic growth and welfare. With its expertise and comparative advantages in the environmental sphere and its long experience of natural resource management, Sweden should be able to help strengthen this capacity within the AU and RECs and collaborating organisations.

The AU also plays an important role in the UNFCCC climate change negotiations.

Conflict management has often been prioritised as a sub-goal of Swedish contributions towards the management of common natural resources. Acting to prevent conflict by promoting dialogue reduces tensions between groups or countries. Experiences have been positive, in particular in the area of common water resources. For example, Swedish capacity development initiatives in the regional water programme in southern Africa have led *inter alia* to close links between the national and regional level and the establishment of platforms for dialogue and exchanges of experience.

Closer economic integration is an important component of pro-poor growth and food security. Many factors contribute to closer economic integration, including improved regional trade policies, more effective financial systems and greater capacity among regional actors. Swedish contributions towards economic integration have furthered capacity development for negotiation in this area, and promoted the establishment of the East African Organic Standard adopted by EAC. This standard has significantly increased the ability of farmers to export organic produce. A trade institute, the Trade Policy Training Centre in Africa (TRAPCA) has been established in East Africa. The institute has trained more than 2000 people in negotiation skills, etc. In view of the significance of trade to regional integration, and the priority assigned to it by the AU, the RECs and Sweden, regional development cooperation in this area is to continue and be expanded.

Charters, agreements and commitments relating to democracy, human rights, gender equality and the fight against corruption are becoming increasingly important constituents of inter-

African collaboration. If results are to be achieved in the fight against corruption, the problem must be tackled across a broad front. It is vital that aid contribute to combating corruption by promoting broad participation by civil society, non-discrimination, transparency and accountability. These developments will be stimulated by greater peace and security, strengthened democracy and a higher degree of regional integration, not least through the AU and the RECs. The most important factor of all is further improvement in the implementation and fulfilment of the commitments that have already been made.



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