

Strategy for development cooperation with **the Democratic Republic of Congo**

April 2009 – December 2012



REGERINGSKANSLIET

Government Offices
of Sweden



Ministry for Foreign Affairs

Strategy for Development Cooperation with the Democratic Republic of Congo

SUMMARY

This strategy sets out the direction of Sweden's development cooperation with the Democratic Republic of Congo (DRC) for the period 2009–2012. The strategy is based on Sweden's policy for global development (PGD) with the objective of contributing to equitable and sustainable global development and on the objective of Swedish development cooperation, to help to create conditions for poor women and men to improve their living conditions.

The overall objective of Swedish development cooperation with the DRC is to strengthen the conditions for sustainable peace and improved living conditions for poor people. Important points of departure for the development cooperation are the implementation of UN Security Council resolution 1325, increased gender equality, equal rights for women and the importance of the influence of women in politics, security and development. By contributing to increased donor coordination and cooperation, Sweden will strengthen its role in the development with the DRC. Within the framework of development cooperation, Sweden will, in particular, conduct a dialogue on the role of women in development, equality between women and men, the rule of law and corruption as an obstacle to development.

Swedish development cooperation shall primarily take place in three sectors:

Peace, reconciliation and democratic governance;
Pro-poor economic development, focusing on agriculture and forestry;
Health, focusing on preventing, managing and combating sexual violence, and on promoting sexual and reproductive health and rights.

The support shall be aimed at laying the groundwork for an independent and non-discriminatory judicial system in order to achieve improved safety and security. Sweden shall promote the influence of women in peace and reconciliation processes and in democratic institutions. Furthermore, Sweden shall work on capacity development in public administration and civil society in order to improve conditions for openness and accountability. Support for environmentally sustainable productivity and diversification in agriculture and forest management is to contribute to higher incomes and improved food security for poor people. Sweden shall contribute to combating and preventing sexual violence, promote sexual and reproductive health and rights and work for increased access to primary health care, thereby improving the living conditions of poor people.

The historical ties between Sweden and the DRC are strong. Sweden has shown a continuing commitment to peaceful development in the DRC and has participated actively in UN peace support operations in the country. Free elections were held in the DRC in 2006 and the reconstruction of the country has slowly begun. At the same time, despite signed peace agreements, the conflicts in the east of the DRC are continuing, resulting in humanitarian distress. Human rights abuses continue and hit women and children particularly severely. The effects of the international economic crisis on the DRC, with its dependence on commodity exports, are serious and are having a far-reaching impact, directly and indirectly, on the state budget, employment and investment.

Development cooperation with the DRC will amount to approximately SEK 150 million in 2009, approximately SEK 225 million in 2010 and approximately SEK 275 million in 2011 and 2012. As humanitarian needs are expected to remain substantial throughout the strategy period, there will also be preparedness for continued humanitarian aid.

Part 1. Objectives and direction of cooperation

1. Objectives and priorities

Sweden's policy for global development (PGD) shall contribute to equitable and sustainable global development. Swedish development cooperation shall contribute to create conditions for poor women and men to improve their living conditions.

The overall objective of Swedish development cooperation with the DRC is to strengthen the conditions for sustainable peace and improved living conditions for poor people. The cooperation shall be aimed at strengthening peace and laying the groundwork for democratic development by strengthening the rule of law and accountability higher incomes and

improved food security, improved health with a focus on preventing, managing and combating sexual violence and promoting sexual and reproductive health and rights (SRHR). Sweden's support shall take into account the country's poverty reduction strategy – the Poverty Reduction and Growth Strategy Paper (DSCR) – and its Priority Action Plan (PAP). Both perspectives of Sweden's PGD, the rights perspective and the perspective of poor people on development, will be fundamental to the support.

The promotion of gender equality and the role of women in development shall be a guiding principle for the cooperation. The implementation of UN Security Council resolution 1325 on women, peace and security and resolution 1820 on combating sexual violence shall be given particular emphasis in the development cooperation. Respect for human rights shall be fundamental to the design of the support along with the principles of the rights perspective on non-discrimination, participation, accountability and openness. The situation of children and the implementation of UN Security Council resolution 1612 on children in armed conflicts shall be taken into consideration.

Swedish development cooperation shall be characterised by conflict sensitivity and a conflict prevention perspective will be applied in all support. Parts of the development cooperation will be conducted in areas affected by conflict. Visible positive results for poor people will already be sought in the short term. Parallel to this, the support is intended to create conditions for long-term sustainable development with capacity development as a central component.

Given the changing political and economic context that characterises the DRC, there will be preparedness to reassess current and planned contributions. A low absorption capacity in public institutions, authorities and NGOs increases the need for flexibility in implementation.

The strategy's process objectives are increased donor coordination with stronger mechanisms for cooperation between the DRC Government and donors, and a stronger role for Sweden in one of the 15 thematic groups for greater donor coordination. The strategic issues for dialogue are gender equality and the role of women in development, the strengthening of the rule of law, and corruption as an obstacle to development.

2. Direction and scope

2.1 Areas of cooperation

On the basis of conclusions drawn from country and results assessment the commitments of other donors and Sweden's comparative advantages, the development cooperation will cover the following three sectors:

- 1) Peace, reconciliation and democratic governance;
- 2) Pro-poor economic development, focusing on agriculture and forestry;
- 3) Health, focusing on preventing, managing and combating sexual violence and on promoting sexual and reproductive health and rights.

The Swedish Government's thematic priorities in development cooperation (democracy and human rights, environment and climate and the promotion of gender equality and the role of women in development) will be a central point of departure for the selection of contributions.

(1) Peace, reconciliation and democratic governance

Objectives for the area:

- (i) Improved safety and security, focusing particularly on women and children;
- (ii) Greater influence for women in democratic processes and institutions;
- (iii) Strengthened capacity for accountability in public administration and civil society.

In order to achieve objective (i), Swedish support shall be directed at laying the foundations for a functioning legal system and have a particular focus on the opportunities for women to enjoy their rights. The support shall contribute to combating impunity, strengthening respect for human rights and preventing and taking legal action against sexual violence and other gender-based violence. Contributions to reduce impunity also form a part of anticorruption work. Support for reforms in the justice sector shall mainly be provided through joint donor programmes. Complementary support for capacity development of institutions and individual organisations shall be considered in order to implement UN Security Council resolutions 1325, 1820 and 1612, with a particular focus on an independent and non-discriminatory justice system. In order to contribute to improved security and long-term sustainable peace, contributions in the UN stability plan, support for operations for disarmament, demobilisation and reintegration (DDR), mine clearing and the control of small arms and light weapons shall be considered.

In order to achieve objective (ii), a particular focus shall be placed on women's opportunities for increased participation in the peace and reconciliation processes, in accordance with UN Security Council resolution

1325, and in other public and political decision-making processes at a national, regional and local level. In addition, the support shall continue to strengthen election processes and elected representatives (both men and women) at both central and local level through joint donor programmes and NGOs.

In order to achieve objective (iii), the support shall include contributions that foster increased transparency in public administration, thereby strengthening the work on accountability in relation to the illegal extraction of natural resources. The development of systems for public financial management with greater transparency and reduced corruption will be monitored, and support for capacity development to strengthen the systems will be considered. Furthermore, the support should contain contributions to strengthen the capacity of actors whose role is to hold the state to account, such as civil society and the media.

The dialogue in this area shall be conducted on the state's responsibility for the implementation of the rule of law, women and children's rights and security, and the importance of women's political influence and participation in decision-making processes in support of the implementation of Security Council resolution 1325.

(2) Pro-poor economic development focusing on agriculture and forestry

The objective for this area is higher income and improved food security for poor women and men.

In order to achieve this objective, Swedish undertakings shall focus on economically, environmentally and socially sustainable production and domestic and international trade and investments, especially in agriculture and forestry. In the short term, these contributions can help to give the population peace dividends and increased security while contributing to sustainable peace in the longer term. An environmental and climate perspective will be integrated into the cooperation. Contributions shall focus on a sustainable increase in productivity and diversification in agriculture, and on the use of forest resources. Furthermore, contributions shall promote access to functioning markets, especially for agricultural and forest products. Support will be directed at joint donor programmes with mutually reinforcing contributions. It will be possible to consider support for improved transport within the framework of these programmes. It will also be possible to consider contributions in support of an improved regulatory framework and a favourable economic climate, including ownership and user rights and support to increase the ability of the DRC to live up to the demands of the export markets (within the SPS area, for example). Women's enjoyment of economic rights and opportunities to increase their

income on an equal basis with men shall be promoted by means including support for improved land rights, inheritance rights and access to housing and other property.

The dialogue in this area shall be conducted on women's enjoyment of economic rights.

(3) Health, focusing on preventing, managing and combating sexual violence and promoting sexual and reproductive health and rights (SRHR)

Objectives for the area:

- (i) Increased capacity to prevent, combat and manage the consequences of sexual violence;
- (ii) Improved health for poor people, with a particular focus on sexual and reproductive health.

In order to achieve objective (i), Swedish contributions shall be directed at supporting the local and regional level in particular, and will focus on the prevention and combating of sexual and gender-related violence and the provision of health care and other care in this context. In this context, implementation of UN Security Council resolution 1820 shall be given priority.

In order to achieve objective (ii), Swedish undertakings shall focus on strengthening primary health care. The support will be aimed at building up selected health zones at district level for increased access to qualitative, gender-equal primary health care for poor people. This support shall include targeted contributions in support of SRHR, including combating HIV/AIDS.

Lessons learned from humanitarian assistance in the area of health shall be taken into account in designing the support. The cooperation shall include contributions to support the transition from humanitarian assistance to long-term cooperation. Particular efforts shall be made to achieve visible results for poor people already in the short term.

The dialogue in this area shall be conducted on combating and preventing sexual violence, implementing Security Council resolutions 1325 and 1820 and promoting sexual and reproductive health and rights.

Humanitarian assistance

Sweden's humanitarian assistance to the DRC is governed by the Government's policy for humanitarian assistance and the strategy for Sida's humanitarian assistance adopted by the Government. The assistance is based

on the needs of people in distress and builds on the principles of humanity, impartiality and neutrality.

Sweden is working for greater access to humanitarian assistance for vulnerable groups. The humanitarian assistance takes particular account of support for refugees and internally displaced persons, and facilitates their return and integration. Women's and girls' rights and their situation are highlighted in these processes, in accordance with UN Security Council resolution 1325, reinforced by 1820. Particular account is taken of UN Security Council resolution 1612 on children in armed conflicts and children's needs and rights. Information on HIV/AIDS and health care contributions are integrated into contexts where it is possible to do so.

2.2 Forms of cooperation

Multilateral organisations will continue to be an important channel for the implementation of Swedish support. Joint donor programmes will be a priority form of aid. Any consideration of direct support to or other forms of cooperation with the state requires a thorough analysis of political and democratic developments, a careful assessment of the risk of corruption and general conditions for effective support, given the limited capacity of the government administration. Consultations should be held between Sida and the Ministry for Foreign Affairs before such decisions are made.

Sweden will continue to channel a significant part of humanitarian assistance through the UN Humanitarian Fund for the DRC. It should also be possible to provide complementary humanitarian assistance through Swedish and international organisations. Swedish support for contributions to early recovery will be considered in order to bridge the period when humanitarian assistance has ended and long-term reconstruction has not yet started.

Support for international NGOs will continue within the area of democracy and human rights. Support for Congolese civil society will also form part of the cooperation, and will be preceded by actor analyses.

2.3 Dialogue issues

Dialogue shall be conducted, within the framework of Swedish development cooperation, with representatives of the DRC Government, other donors and actors, and civil society with the purpose of achieving greater impact for issues given priority in Swedish support. The dialogue can be conducted through the UN, the EU and the joint donor group – the CAF (Country Assistance Framework) – as well as bilaterally, mainly within the framework of the programmes receiving support.

Gender equality, women's and girls' rights and their role in development, including combating of sexual violence, shall be given particular emphasis on the basis of support currently provided. The implementation of UN Security Council resolutions 1325 and 1820 shall be central issues in the dialogue. Corruption as an obstacle to development and the implementation of the rule of law will also be stressed, as will the need for transparency regarding the illegal extraction of natural resources.

2.4 Scope (volume)

A gradual increase in volume for Swedish development cooperation with the DRC is expected during the strategy period. The annual volume will be approximately SEK 150 million in 2009, approximately SEK 225 million in 2010 and approximately SEK 275 million in 2011 and 2012. Humanitarian assistance, which is completely needs-based, is additional to this.

3. Implementation

The conflicts in the eastern DRC affect the political and economic situation in the entire country. The situation can change quickly, which may have consequences for the implementation of support. Flexibility is required in the cooperation so as to be able to reappraise the choice of volume, aid modalities and the direction of support within the framework of the strategy's areas of cooperation and priorities, when necessary also in the light of the global economic downturn. There will be a preparedness for a period of transition from humanitarian support to contributions for early recovery. Political and economic developments also affect the conditions for fulfilling the objectives of the strategy and achieving the expected results. In the light of the UN report (S/2008/773) on DRC and Rwandan support for rebel groups in the eastern Congo, it is important that the contributions conducted within the framework of peace, reconciliation and democratic governance are linked to the grave signals that emerged in the report and are used to foster change in this area.

Different aid modalities and sectors involve different types of corruption risks, which will be a central part of the preparation and monitoring of contributions. Support for the justice sector, reduced impunity, reforms of public financial management and public accountability shall be viewed as strategically important in order to support the DRC's own anti-corruption endeavours.

In the short-term, the support is intended to produce visible results for poor people in order to strengthen peaceful development. A long-term perspective will be the point of departure for the contributions that assist the reconstruction of the society's institutions and basic infrastructure that has been set in train.

A geographic concentration of the cooperation is expected in a limited number of provinces. The choice of provinces will be coordinated with the Government and other donors for each area of cooperation. The eastern DRC shall be given particular priority with the provision of contributions in support of peace and security, the development of the justice sector, SRHR, health and other care following sexual and gender-related violence and the rights of women and children. Over and above this, support will be provided for central reforms and change processes.

The absorption capacity for support in institutions and organisations is limited and there are few channels for aid in all sectors. Major delays have occurred in cooperation during the previous strategy period. Experience shows that it has been difficult to identify new programmes for support in the event of delays, despite enormous needs in the DRC. Broad flexibility will be required in the cooperation and in interpreting the direction of the strategy so as to achieve effective aid that produces results for poor people.

Capacity building contributions shall be integrated into all areas of cooperation. In addition, targeted capacity building contributions will be possible, especially in the public sector.

3.1 Cooperation with other donors including multilateral actors

Sweden shall cooperate with other donors and multilateral actors in order to increase the effectiveness and impact of the support. Synergies through joint action are necessary in order to improve the ability of the DRC to achieve the UN's millennium goals in the long term.

The UN will continue to be an important partner during the strategy period, where cooperation with a large number of bodies is expected.

Sweden shall bring perspectives on issues of gender equality, sexual and reproductive health and rights and combating sexual violence to cooperation and any joint financing with the European Commission. Sweden will also conduct a close dialogue with the European Commission on the direction of cooperation in the DRC.

The World Bank is the largest multilateral donor in the DRC. Sweden shall seek co-financing and complementarity in the areas of activities that coincide with Swedish support.

Cooperation with like-minded bilateral donors in particular shall continue. Sweden will conduct a continuous dialogue and take part in exchanges of information in the donor group.

Continued tripartite cooperation between Sweden, South Africa and the DRC shall be examined within the strategy's areas of cooperation in cases where synergies are expected.

3.2 Alignment, harmonisation and coordination

The government-led thematic coordination groups for the implementation, follow-up and evaluation of the DSCR and PAP make up the fundamental structure for harmonisation work in the DRC where national ownership is of key importance. Sweden will continue to work for increased donor coordination, with improved mechanisms for cooperation between the Government of the DRC and the donors, in accordance with the CAF, the framework for donor coordination. Sweden's ambition will be to lead one of the 15 thematic groups for donor coordination, along with the DRC, in an area where Sweden provides support. The dialogue between the donors in support of the harmonisation work within the thematic groups will be promoted. The OECD/DAC Principles for Good International Engagement in Fragile States and Situations will be considered in the coordination work, as a complement to the Paris Declaration and the Accra Agenda for Action on aid effectiveness.

4. Follow-up

Swedish cooperation will be followed up in annual country reports. The reports shall present the results achieved and what impact the Swedish Government's three thematic priorities have had in the support provided. The follow-up of programmes with Swedish support will be based on monitoring mechanisms produced within the framework of donor coordination and on indicators identified within the programmes.

Considering that the risk environment in which the aid is applied makes the attainment of objectives in cooperation difficult, greater demands will be placed on the frequent monitoring of contributions and preparedness for rapid action. Power structures and conflict links will be analysed regularly and will form a basis for assessing whether the priorities of aid modalities should be reordered in accordance with the strategy's scenarios. In addition, assessments shall be made annually to determine what scenario is in place and what consequences it will have for further cooperation.

A mid-term review shall be held in the first half of 2011. The conditions for direct support to the state may be considered in the light of political developments and the scenarios described in the country analysis. During the review, research results on the link between the illegal extraction of natural resources and conflict shall be taken into account. An assessment shall also be made of the conditions for a greater concentration of support. With an increased focus of Swedish resources, continued support for peace,

reconciliation and democratic governance, pro-poor economic development, and the prevention and management of sexual violence will be given priority. There shall be preparedness to reorder priorities with regard to the direction, scope and aid modalities for Swedish cooperation.

Part 2. Background

1. Summary of the country analysis

The situation in the DRC continues to be very grave, with a still ongoing armed conflict in the eastern areas of the country, which contributes to a difficult security situation for the civilian population. Conflicting political wills, underlying economic interests and the involvement of regional actors are undermining the peace efforts. The illegal extraction of the country's natural resources plays a central role in the financing of the conflicts in the east and is therefore closely connected to the causes and duration of the conflicts. The conflict situation in the eastern DRC moves along a scale from open conflict through heightened tensions to unstable peace. The entire eastern DRC is been designated by the UN as a humanitarian disaster area. Over 5 million people are estimated to have lost their lives since 1996 as a result of the conflict. The number of internally displaced persons is currently estimated at around 1.4 million. A large number of women and children are exposed to extensive sexual abuse. The situation in the country has affected migration flows not only within the country but also to other parts of Africa, Europe and the United States. The link between migration and development and how the migration situation in the DRC can support the country's development will be important questions in the future. One aspect is how the positive effects of migration and the development potential among the Congolese Diaspora can be mobilised.

Other parts of the country are mainly in a post-conflict situation, without the presence of armed conflict but with a situation that still cannot be described as stable. This conflict and post-conflict situation reinforces already unequal power relations between women and men. For women and girls in the DRC, the forms this takes include extreme forms of gender-based violence. The fight against sexual violence is an important part of a broader discussion on gender equality in Congolese society. The society is traditionally patriarchal with the existence of dowries, forced marriages and polygamy. The representation of women in politics and in the public institutions is very low. Women constitute only approximately 10 per cent in the existing central democratic institutions. Legislation in the area of gender equality and its implementation are very deficient.

Even though free elections were held in 2006 and some institutions have been set up, there are major deficiencies with regard to democracy and respect for human rights. Democratisation in the DRC has only just begun and despite a successfully held election, the country cannot be viewed as a democracy. There is almost total lawlessness and legal uncertainty for the great majority of Congolese. In principle all political power is concentrated to the President and a few of his closest colleagues through networks of clientelism and ethnic-regional relations. The Government is characterised by a weak leadership structure and unclear political will. The Senate and National Assembly are not given the opportunity to exercise sufficient control of the Government. In principle none of the reforms promised by the President have been put into effect.

The political opposition is weak and divided and has difficulty asserting its interests. At the same time, parliamentary democracy is developing its function as a legislative body and forum for debate. Both government ministers and the great majority of members of parliament are viewed as corrupt. It is uncertain whether local elections, which are an important step in the democratisation process and which are planned for 2009, will take place. The decentralisation reform, under which the provinces keep 40 per cent of their income while the rest is distributed to the whole country, has been delayed, partly because the reform work has been marred by a lack of capacity. The Congolese institutions at central, regional and local level are consistently weak, and at times non-existent.

Violations of human rights are extensive and continue as a result of widespread impunity, weak state institutions and corruption at all levels. Due to the continuing conflict the civilian population is severely affected, particularly in the country's eastern regions. The security forces, such as the police and military, as well as different militia groups commit serious abuses against the population.

Corruption is endemic and pervades all levels of society. The DRC has been classed as one of the world's most corrupt countries. Corruption is a major obstacle to effective utilisation of the country's natural resources and thereby to poverty reduction and the development of the country.

Poverty hits women and children particularly hard. The DRC has among the highest rate of child mortality (230/1000) and of maternal mortality (1100/100 000) in the world. Other indicators that reflect the poor reproductive health are low use of contraception by women (6 per cent) and a high fertility rate of 6–7 children per woman. Despite a high level of mother and child mortality as well as widespread sexual and gender-based violence, sexual and reproductive health and rights are not prioritised. Due

to high costs and a poorly developed primary health care system, the poor population has limited access to sexual and reproductive health and rights. Today the DRC is experiencing a generalised HIV/AIDS epidemic with a prevalence of 4.1 per cent. Life expectancy is 45 years and enrolment in primary school is 64 per cent. The proportion of girls in school is 45 per cent compared with 55 per cent among boys. 22 per cent of the population has access to clean water and 9 per cent to adequate sanitation. The statistics are frequently unreliable since they are based on old information. The prospects of reaching the UN millennium goals are viewed as small, and the human development indicators reveal an enormous need for improved access to social services for a positive development.

Before the economic crisis, the DRC could be said to have begun a slow economic recovery, albeit from an extremely low level. 70 per cent of the population lives on one dollar per day. In 2007 GDP was USD 130 per capita. Only 2 per cent of the population is included in the formal economy. The DRC has the highest costs in the world for doing business and has a financial system that has collapsed. Another crucial obstacle to development is the almost non-existent infrastructure. Achieving pro-poor economic development will primarily require increased productivity within agriculture, a more favourable business climate and infrastructure development.

The international economic crisis has had dramatic consequences for the DRC due in part to severe price falls for raw materials (copper, diamonds, tropical wood etc). In several cases price falls are of the order of 50–60 per cent. The effects on the state budget are severe and the wages of state employees are only paid sporadically. There are many examples of employees who have not been paid for several years. One particular problem in this context is unpaid soldiers and police officers, given the consequences this has for the civilian population. Investment in infrastructure using both internal and external funding is being postponed or stopped. The number of unemployed people in the mining province of Katanga is estimated to have increased by approximately 300 000 as a result of the economic crisis. The Congolese currency is under strong pressure. The potential for increased social unrest as a result of the situation is considerable.

Since 2001 the Government has carried out a range of macroeconomic reform programmes and stabilisation measures together with the World Bank and IMF. The DRC is conducting discussions with the IMF on a new growth and poverty reduction programme, which would also lead to the country qualifying for debt relief under the HIPC initiative.

About 70 per cent of the poorest Congolese depend on the forest and its biodiversity for their livelihood. In the last decade the rate of deforestation has been lower in the DRC than in other developing countries. This is because conflicts and inadequate or non-existent infrastructure have obstructed economic activity. However, deforestation is a problem for the local population living on or near the forest. In the large forest provinces in the north approximately 90 per cent of the population is living on the poverty line. The balance between short-term economic interests for survival and a sustainable utilisation of the forest will be central.

Agriculture is and will long remain crucial as a means of subsistence and survival for poor Congolese and therefore also for pro-poor growth. The agricultural sector employs the majority of the population, but can hardly feed its population in large areas of the country. Women account for 75 per cent of food production. The inability of the poor to support themselves along with insecure ownership rights and rights to natural resources are also underlying causes of tensions and conflicts.

The DRC's poverty reduction strategy (DSCR) proceeds from five priority areas: good governance, economic growth, social development, HIV/AIDS and rural development. The execution of the highest priority areas of the poverty strategy is set out in a Priority Action Plan (PAP). The definitions are broad and cover most matters. The poverty reduction strategy is a platform for donor coordination. At the same time, Congolese ownership is inadequate and the political situation is complicated, which has repercussions for the significance and implementation of the poverty strategy.

The potential of the DRC is great. For instance, some of the largest areas of natural resources in the world are located in the DRC. At the same time, the challenges are many, there is a lack of democratic institutions and the conflict in the east runs the risk of being long-lasting and creates great instability. The conflicts are the greatest single threat to pro-poor development and the greatest risk to Swedish cooperation with the DRC. Impunity undermines the population's rights and is reinforced by the widespread corruption. Corruption is one of the most difficult obstacles to development to overcome and is a risk factor for all support. Economic reforms are required in order to increase pro-poor resource allocation, with openness concerning mining contracts and the management of natural resources as central aspects. One example is support for the implementation of the Extractive Industries Transparency Initiative (EITI) for which the DRC is a candidate country. Sweden is also a supporting member of the EITI.

Three possible future scenarios for development in the country are set out below, along with their consequences for development cooperation:

(i) In a positive scenario, security sector reforms are carried out, respect for human rights increases and a real democratisation process is begun. There is an increase in the DRC's own resource allocation to social services, along with greater transparency regarding natural resources management and the introduction of improved systems for public financial control.

The consequence of (i) is a higher level of ambition to review the possibility of direct support to the state.

(ii) In a status quo scenario, the society will continue to be characterised by the absence of, or limited progress towards, reform as well as political instability, short-sightedness and corruption. Conflicts in the east will continue with varying degrees of intensity.

The consequences of (ii) lead to a continued channelling of aid mainly through multilateral actors and civil society.

(iii) In a negative scenario, there is an increase in the use of violence in order to maintain order. The conflict in the east is expanded nationally and/or in the region.

The consequences of (iii) mean mainly humanitarian aid, short-term support for peace efforts and stability, and the end of long-term cooperation.

The processes that will form the basis of the assessment of the prevailing scenario include the development in the peace process, the holding of planned elections, economic and security sector reforms, as well as transparency demonstrated with regard to natural resources management, for example the review of mining contracts and concessions for forestry.

2. Summary of results assessment

Bilateral development cooperation with the DRC began in November 2004. The strategy for Swedish support to the Great Lakes region, including country strategies for Rwanda, the Democratic Republic of Congo and Burundi for the period between November 2004 and December 2008 has governed the support. Cooperation with the DRC has aimed at peaceful development, security and reconciliation, democratic reforms and respect for human rights; and economic growth and socio-economic development. The objective of development cooperation with the DRC during the strategy period up to now has been to create conditions for poor people to improve their living conditions. Between 2005 and 2008, the support totalled approximately SEK 250 million (in 2005 support was approximately SEK

47.6 million, in 2006 approximately 77.6 million, in 2007 approximately 36.8 million and in 2008 approximately 87.6 million) in addition to support through Swedish NGOs amounting to SEK 55 million and humanitarian support of SEK 690 million. In 2008 Sweden also contributed approximately SEK 70 million to the UN stability plan for eastern Congo through the Ministry for Foreign Affairs.

The strategy period has been characterised by a high degree of uncertainty, with the postponement of elections, political violence and a conflict flaring up in eastern DRC. The situation in the DRC has clearly affected the fulfilment of objectives and results during the strategy period. Contributions have been delayed and slowed down due both to insufficient political will and also to the context of the country itself being fragile, complex and prone to violence. Opportunities for conducting a direct dialogue with the elected government have been very limited, and the dialogue that has been conducted has taken place through the joint donor group, CAF. Despite the changing situation, the contributions supported by Sweden in the DRC have matched and contributed to the overall objectives of the strategy. Support has mainly been channelled through the UN system, but also through international NGOs, since the conditions for providing direct support to the state have not been in place.

Long term results from support of peaceful development, democratic reforms and economic development are difficult to measure. However, we can point to some concrete results that Sweden's support has contributed to:

- Free and fair national elections, with security training for 60 000 police officers, communications equipment, and the construction of 11 855 polling stations. The electoral commission and 200 000 party functionaries were trained and the population received information on the election through UN Radio Okapi's transmissions and in other ways;
- The demobilisation of 102 000 adult soldiers, and the reunification of 22 000 child soldiers with their families in the DRC;
- Mine and ammunition clearance in eastern and northern DRC;
- Education on conflict awareness on 60 radio stations;
- Strengthened key actors in the justice sector:
- Approximately 500 000 children have received essential school material, 10 000 teachers in primary school have received education in peace promotion, gender equality and HIV prevention in conflict-affected areas;
- Capacity development in health, education and rural development, and for increased democracy, human rights, HIV/AIDS and conflict management, through Swedish NGOs;

- Humanitarian support which has reached a total of 74 million recipients – with 5 per cent as Sweden’s share – which has contributed to saving lives, alleviating distress and restoring human dignity. Improved conditions in the refugee camps where particular attention has been paid to children’s and women’s special needs, and food security and nutrition for 380 000 children are just some of the results.

Humanitarian support has increased more than expected due to the continuing conflict in the east. The bulk of the humanitarian support has been channelled through the UN Humanitarian Fund, which has led to better coordination and distribution of support between the provinces and the systematic monitoring of needs and result indicators. A significant part of the humanitarian support has gone to health contributions.

Evaluation of the tripartite cooperation between the DRC, Sweden and South Africa aimed to build up employment registers in public administration, shows some positive but predominantly negative results. This support has resulted in parallel structures and has been characterised by a low level of cooperation with the relevant public entities and other donors. At the same time, after Swedish funding ended, the DRC and South Africa continued the project, but the challenges still remain. The evaluation emphasises the importance of ownership and cooperation.

The point of departure for cooperation ought to continue to be establishing greater security and peaceful development, since sustainable peace is crucial for pro-poor development in the DRC. The cooperation shall continue to build upon the lessons learned and results achieved in the area of peaceful development and democratic governance. Continued support for election processes is expected, with possible coming local elections as an important first step. The support for transitional justice is shifting to focused support for reform of the justice sector. Contributions for increased safety and security are continuing and draw on experience from demobilisation and mine clearance support. A consistent conflict sensitivity and an ongoing context analysis along with flexibility in the planning and execution of contributions have been crucial to achieving results and will also continue to guide the shaping of cooperation.

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

The IMF, the World Bank, the UN system, the European Commission and the African Development Bank, as well as countries including Belgium, the United Kingdom, the United States, France, the Netherlands, Germany, Canada and Japan are represented in the DRC. Sweden is the only Nordic

country represented by an Embassy in the DRC. In 2007, Sweden was the sixth largest bilateral donor and Swedish support constituted 2.8 per cent of the total support for the DRC and 7 per cent of the total humanitarian support.

The largest donors in the DRC are the World Bank, the European Commission and Belgium. Belgium is a major actor given its history in the country. China has acquired a dominant position due to major investments in infrastructure.

The World Bank has wide-ranging activities in support of the implementation of the poverty reduction strategy (DSCR). The strategy for the period 2008–2011 focuses activities on good governance, long-term and sustainable economic development and improved social services. The support includes programmes for macroeconomic stability, growth in the agricultural sector and infrastructure, health, education and water and sanitation.

The EU is an important actor in the DRC. Its strategy for the period of 2008 to 2013, within the framework of the tenth EDF, identifies three domains of concentration: good governance and security sector reform, infrastructure focusing on transport, and health as well as cooperation in environmental and regional economic integration. The EU also contributes to security sector reforms in the DRC through ESDP missions (EUSEC and EUPOL).

Several UN bodies are active in the DRC. In addition, the UN is represented in the DRC by the world's largest peacekeeping force, MONUC. The UN currently has a presence in all provinces of the DRC and plays an important part in implementation and coordination. UNDP has had a role as an election coordinator; this work will continue during coming elections. Large parts of the humanitarian assistance are coordinated and channelled through the UN (the humanitarian coordinator with the support of OCHA). The UN bodies have varying capacity, something that shall be highlighted in preparation and monitoring of contributions.

The activities of civil society have primarily been directed towards service delivery such as health services, which will continue to be of great importance. The importance of strengthening the work on disseminating knowledge and holding the state to account will increase. However, Congolese civil society is highly politicised, which can affect its credibility as an actor working for accountability. The activities of international NGOs in the DRC are broad and include service delivery and humanitarian support. Support for human rights and accountability are further areas where

the ability of international organisations to gain national and international attention is of great importance.

Given the major challenges of reconstruction, the risk of too much donor presence within the different sectors is judged to be limited. The difficulties mainly concern low absorption capacity, few channels for implementing contributions and levelling out regional imbalances in donor presence in view of the widespread poverty and the current focus on support to the eastern DRC. After mainly providing humanitarian assistance, several donors are now starting longer-term cooperation focused on reconstruction. Several donors are also active in more sectors than generally aimed at; this is to meet the enormous needs and to achieve a higher degree of effectiveness. Multilateral actors implement the bulk of aid along with NGOs, but if bilateral cooperation increases, harmonisation between donors will become more important.

The 15 government-led thematic groups make up the basic structure for donor coordination for the implementation, monitoring and evaluation of the DSCR and PAP. Due to lack of capacity and coordination problems, the Government has experienced difficulties in fulfilling its leadership responsibilities. The dialogue between donors in support of harmonisation work will be an important complement to the work of the thematic groups.

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

Sweden will bring the perspective on gender equality issues to cooperation and possible co-financing with the European Commission, as weaknesses in the European Commission's cooperation strategy have been noted in this area. The EU Code of Conduct on Complementarity and the Division of Labour in Development Policy is an important platform for coordination and dialogue between donors. In support of security sector reforms in the DRC (within the framework of the ESFP), the EU's mission for security sector reforms (EUSEC) and police reforms (EUPOL) have received a continued mandate until 2009. Sweden provides staff for both missions. Sweden ought to continue to play an active role in ESFP operations in the DRC.

A working group in the EU has been set up with the purpose of examining more closely and identifying the illegal extraction of and trade in natural resources in the Great Lakes area. This working group, with Sweden as an active participant, will map out current initiatives in the area, different certification processes and codes of conduct, and what is being done to promote trade in post-conflict areas as a means of achieving development.

4.2 Policy coherence for development

Sweden contributes to peace-keeping operations in the DRC through staff support to MONUC, the UN peace-keeping force in the DRC, and to EU operations within the ESFP. MONUC's mandate has been extended to include operations aimed at security sector reforms (SSR), disarmament, demobilisation and reintegration (DDR) and confidence-building activities to which Sweden contributes military observers and police and prison officers. Continued staff support is expected for MONUC's peace-promoting work. The cooperation shall take account of the work of the Swedish Commission on Climate Change and Development on human and security aspects of climate change and the institutional structure required for climate adaptation.

4.3 Other Swedish relations

Sweden has strong historical ties to the DRC, which began at the end of the 19th century when Swedish missionaries established themselves in the region. Today the Swedish Mission Council, Diakonia and PMU Interlife support projects in areas including health care and other care for gender-based violence, gender equality and education. Other Swedish NGOs that support activities in the DRC are Forum Syd and the LO/TCO Secretariat of International Trade Union Development Cooperation. The work of the Swedish Red Cross includes preventing sexual violence against women.

Swedish companies show great interest in the DRC. Swedish exports are mainly products from the engineering and telecommunications industries.

4.4 Sweden's comparative advantages

Sweden has demonstrated a continuing commitment to peaceful development in the DRC and has actively taken part in the UN's peace-keeping missions in the country. This gives Sweden credibility both in the dialogue concerning the peace process and as a long-term partner. Sweden is the only Nordic country represented in the DRC.

Sweden has considerable knowledge and a developed resource base in the strategy's areas of cooperation. The following experience can be highlighted, in particular:

- Women's rights and gender equality have consistently been integrated throughout Swedish society and within development cooperation.
- Sweden has been a pioneering country in SRHR and has played an important international role in highlighting these issues from a rights perspective.

- Sweden has substantial experience in the area of ownership and user rights issues and can therefore play an active role in dialogue and implementation.

4.5 Conclusions on Sweden's role

Sweden's development cooperation is intended to contribute effectively to the implementation of the DRC's poverty reduction strategy. Swedish support shall proceed from needs and contribute experience and knowledge from the above-mentioned comparative advantages while seeking cooperation with other donors. The environment is extremely work intensive, which also requires an emphasis on cooperation with other actors, both in analysis and in implementation. In development cooperation, Sweden shall give particular emphasis to gender equality, women's rights and the implementation of UN Security Council resolution 1325 in order to achieve greater impact for these issues.

5. Considerations concerning objectives and the direction of future cooperation

Given the conclusions in the country analysis and results assessment a recurrence of full-scale conflict is the greatest threat to pro-poor development in the DRC. The challenge for the DRC is to achieve sustainable peace, for which the development of democracy and a functioning justice system as well as improved living conditions for the population are crucial.

The extremely serious situation in terms of the lack of democracy, violations of human rights and the rule of law is still continuing in the DRC and is aggravated by the ongoing conflict in the east and the resulting humanitarian distress there. That is why Swedish development cooperation should continued to be directed at strengthening the conditions for sustainable peace and democratic governance on the basis of previous experience. The support should be expanded in order to combat impunity and corruption. Women's enjoyment of their rights and implementation of Security Council resolution 1325 shall be given particular attention.

Sustainable and equitable use of natural resources is a precondition for sustainable peace. Access to land and improved conditions for sustainable production form the foundation for this, since agriculture is crucial to the livelihood and survival of poor Congolese. This is why support should be aimed at mutually reinforcing contributions in sustainable forestry and agriculture and in market development, as a combination of measures is required to achieve results. The support is intended to contribute to greater adaptation to climate change, less soil degradation and less deforestation.

Women's health is a prerequisite for women's participation in both political and economic contexts. Access to qualitative health care is virtually non-existent for poor people, and the health situation affects women and children particularly severely. The DRC has among the highest child and maternal mortality in the world. The widespread sexual violence requires further efforts for increased access to and adjustment of health care. High costs and poorly developed primary health care means that access to SRHR for poor people is limited. Sweden has comparative advantages in work on SRHR and gender equality. Swedish development cooperation should therefore be targeted on increased capacity for preventing, combating and managing the consequences of sexual violence and on improved health for poor people with particular focus on SRHR. The emphasis on gender equality and the rights of women and children in the cooperation adds further weight to this choice of direction. In addition, health contributions have been a significant part of humanitarian assistance. In the transition from humanitarian assistance to long-term development cooperation, contributions for early recovery in the area of health ought to be given particular emphasis.

Support shall be targeted on combating corruption and impunity and contributing to improved conditions for accountability. Furthermore, support for improved public financial management will be considered. The widespread corruption constitutes a risk factor for the realisation of objectives and results in all types of support. The level of corruption, the absence of transparency and the lack of financial systems prevent programme support from being considered from the outset. The absorption capacity for aid in public institutions and organisations is low, at the same time as there are few aid channels in each sector. Experience shows that it has been difficult to identify new programmes for support in the event of delays, despite enormous needs in the DRC. These limitations create a need for widened cooperation in order to make effective aid with results for poor people possible. That is why the cooperation will comprise three areas of cooperation.

When it comes to regional differences, aid modalities and expected results, adjustment to the situation and flexibility are necessary. There shall be preparedness to reassess current and planned contributions in accordance with the three scenarios of the country analysis. The cooperation requires strategic choices of contributions in order to achieve both visible results in the short term and long-term reconstruction. Contributions for early recovery will constitute a part of the support, so as to assist the transition from humanitarian assistance to long-term cooperation.

The limited results achieved through the tripartite cooperation between the DRC, Sweden and South Africa give cause for caution in identifying areas

for continued tripartite cooperation. At the same time, this form of cooperation shall be considered positively when implementing support.



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Cover: Editorial Office, The Ministry for Foreign Affairs

Printed by XGS Grafisk service, 2009

Article no: UD 09.112