

Rwanda



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1. Summary

Politics, Democracy and Human Rights

- The Cabinet has seen a couple of *ministerial* changes during the year. The most important are the appointment of minister for local government and democracy, the minister of health, the minister of energy and the minister of infrastructure.
- After the passing of the new *Gacaca* legislation in June 2004, the process commenced quickly, with the training of the new judges and the preparation for the later launch of the judgement proceedings in 2005.
- An *Ad hoc Parliamentary Commission* produced a report in July, which was very controversial since it named individuals as well as non-governmental organisations as being divisionistic or ethnically discriminating. Hundreds of individuals were said to promote ethnic segregation, divisionism and genocide ideology.

Economics and Governance

- The *most challenging economic issues* are: setting the economy on a path of sustainable long term growth and poverty reduction through the re-establishment of economic stability, the formulation of agriculture and export promotion strategies and the emerging focus on trade issues. Very little has been achieved in these areas so far.
- *Economic performance* was encouraging, (GDP growth of 5.1 percent and export growth of 51.4 percent). Further reform and investment, particularly in rural areas is, however, needed to increase Rwanda's underlying growth rate to poverty reducing levels.
- Government embarked on a major programme of *public service reform* that includes staff reduction, re-training and compensation schemes for redundant staff.
- The government launched a *campaign against corruption* and embezzlement of public resources. A new Auditor General was appointed and prosecution of some government officials has started. The President decided at mid-year to remove about half of the district mayors from office, upon a report by the Ombudsman who had received numerous reports from citizens about mismanagement, corruption and embezzlement of funds.

Poverty and Social sectors

- Rwanda's development strategy is based on the "Vision 2020" and the *Poverty Reduction Strategy Paper*, (PRSP) of 2002. The contents of these documents are now being translated into more detailed sector strategies. In 2004, sector strategies were finalised for all priority sectors in Rwanda, and implementation of some of them (such as education, health, gender, HIV/AIDS and environment) began.
- The *social sectors* – mostly health and education – receive 30 percent of total budget and 40 percent of the recurrent budget. Poverty does, however, have a steady grip on rural areas (including small towns) in Rwanda.
- The *HIV/AIDS situation* is severe. UNAIDS and other UN agencies stipulate that the prevalence rate is 11-13%, but evidence from an ongoing Demographic Survey is showing that the rates may be lower than previously assumed – closer to 5%.

Swedish Development Programme

- For *Swedish-Rwandan bilateral cooperation*, the whole of 2004 was a year in waiting for the new country strategy. The planning work was affected in that no new agreements or programmes were initiated. The Memorandum of Understanding between the two governments was not extended beyond September 2004, due to the emerging Country Strategy.
- *Donor coordination in Rwanda* improved significantly over 2004 under the leadership of UN/UNDP and the Ministry of Finance and Economic Planning (MINECOFIN). The benefits of harmonisation and alignment of budget support were already felt in 2004, as the timing and predictability of budget support disbursements improved significantly.
- Regarding the *Swedish budget support*, disbursement sequencing could be better aligned with the Rwanda budget cycle (irrespective of the extra-ordinary decision to delay agreement and payment of one tranche in December 2004).
- *Decentralisation*. Late 2004 a dialogue began with the Ministry of Local Affairs (MINALOC) and the Rwandese Association of Local Government Authorities (RALGA) with a view to enter into a new phase of cooperation. It was decided to prolong the present cooperation until the end 2005 in order to fulfil the dialogue.
- The Sida financed *cooperation between the Swedish National Police Board (SNPB) and the Rwanda National Police (RNP)* that started May 2003 was prolonged until end March 2005. This gave the two cooperating partners and Sida a possibility to elaborate plans for the future cooperation, also involving the South African Police Service (SAPS).
- Due to the uncertainty of the future structure and staffing of the NURC (*National Unity and Reconciliation Commission*), Sida decided not to propose a new agreement, but to wait and see what effects the general Civil Service Reform will have on NURC during 2005.
- The project *Rwanda IT Authority* includes an external monitoring component that has monitored the project twice during 2004. An annual review was held in August 2004 and its outcomes were all in line with the expected results.

- *Research.* The SAREC support to the National University of Rwanda (NUR) was fully implemented in all its activities. An external financial and performance audit for the period 2003/04 was carried out in May 2004 and its recommendations have been gradually addressed by the NUR. An annual review was held in October 2004 and it was noted that the absorption capacity of funds on behalf of NUR was slower than expected.
- *Office and administrative issues:* From January, the embassy took over the responsibility for employment of local staff from Norwegian People's Aid. New office routines were developed but are not yet concluded. Preparations advanced for relocating the office to a new building in the same area of Kigali. Actual relocation is planned for July 2005.

2. Strategic Country Development Trends

2.1 Poverty Reduction: Overall Trends and Perspectives

Rwanda's development strategy is based on the Vision 2020 and the *Poverty Reduction Strategy Paper, (PRSP)*. These documents identify poverty reduction, national unity and reconciliation as the Government's core objectives. The Government's vision to modernise the economy through the transformation of agriculture and the growth of manufacturing and service sectors is central to the achievement of these objectives.

This clear overall vision and strategic direction for the country is now being translated into more detailed *sector strategies*. In 2004, sector strategies were finalised for all priority sectors in Rwanda, and implementation of several (such as education, health, gender, HIV/AIDS and environment) began. In addition, the World Bank's PRSC process enabled the refinement of policies and strategies in four key sectors: health, education, water and energy; and the Integrated Framework process began to have some effect on trade related issues.

In order to assess progress, the Government conducts *annual PRS progress reviews*. This overall review in 2004 was based on a series of sector reviews. Stakeholders, including donors, were involved at both the sector and overall stages, e.g. through joint donor comments presented at the national validation workshop. The PRS annual progress report 2003 was finalised in November 2004 after a long and participatory process. Results so far show that for all sectors it is too early to see how the Government's policies and strategies translated into improved (poverty related) results. However, initial indications suggest that 2004 was a successful year for the social sectors, where increased resources combined with new policies and strategies began to translate into improved health and education outcomes. It is important to note that the report was limited in analysis of poverty-related results and trends, as well as on how progress in policy implementation has impacted on rural poverty and the rural poor. Poverty remains largely a rural phenomenon (including villages and small towns) in Rwanda, and the majority of the population remain dependent on subsistence agriculture.

The focus of national activity in 2004 was on consolidating the *important reforms* of 2003. After the elections in 2003 that dominated the national agenda and consumed considerable financial and human resources, 2004 saw a return to implementation. After the slippages and exogenous shocks of 2003, considerable attention was also paid to setting the economy on a path of sustainable long term growth and poverty

reduction, through the re-establishment of economic stability, the formulation of agriculture and export promotion strategies and the emerging focus on trade issues.

An important problem that affected several activities was the *energy crisis* that emerged in the beginning of 2004. Reduced water levels in lakes, years of under investment and high international energy prices led to drastic rationing of electricity and increased fuel prices. As a result, Government (with assistance of the World Bank and other donors) embarked on a major drive for new investment related to energy and water, culminating in an energy and water conference in December 2004. Consequently, budget expenditure on energy and water related activities are expected to increase in 2005 and beyond.

In a similar vein, 2004 saw accelerated implementation of *key policies adopted by the Government* particularly related to education (fee-free primary education) and agriculture (finalisation of agricultural strategy). Although an increased evidence show that progress is being made towards poverty reduction in the social sectors, the Millennium Development Goals (MDGs) remain distant. Esp health indicators remain a cause for concern.

Even if poverty has not been reduced in terms of *MDG indicators*, the income patterns may have started to change. Agriculture incomes have not improved, with the exception of coffee production. Economic growth in 2004 is estimated to 5%, which implies a per capita income growth of 1-2%. Almost all of this should be attributed to urban well-off households. Income distribution is therefore becoming more skewed. Employment in the modern sector has increased somewhat. As costs of energy have increased, both urban and rural households have experienced a reduced standard of living unless they have been compensated through salary increases.

A list of the *most important reform* programmes that were prepared or decided upon during 2004 is attached as *annex 2*.

The HIV/AIDS situation is severe, but there is a debate regarding the prevalence rate. UNAIDS and other UN agencies stipulate that the prevalence rate is 11-13%. Nevertheless, evidence from an ongoing Demographic Survey is showing that the prevalence rates may be lower than previously assumed – closer to 5%. The fight against HIV is severed by the complicated external financing structures and regulations by many donors. There is a strong commitment among Rwandan institutions in the fight against HIV/Aids.

National Budget: policy and priorities. Government Revenue: In recent years total government revenue as a share of GDP has improved significantly. With improved economy and tax collections, revenue increased to above 13 percent of GDP, which is still lower than the sub-Saharan average of about 20 percent. The low revenue share is mainly due to the small formal sector. Measures to improve tax revenue are being introduced e.g. the submission to the Parliament of a new tax procedure code and a draft income tax law.

Government *Expenditure and Management*: With spending aims to strengthen growth and reduce poverty, the government has steadily increased total government spending as a share of GDP. High cost of reconstruction since the genocide and poverty programs have increased spending levels to above 25 percent of GDP during 2004-05. The government has made efforts to reallocate resources to priority sectors, where spending has almost doubled in the past few years. This has resulted in high fiscal deficits, financed mostly by a combination of external grants and loans.

The government has an intensive involvement in the social sectors. The social sectors – mostly health and education – receive 30 percent of total budget and 40 percent of the recurrent budget.

The *reform of the budget process* and the strengthening of related institutional capacity have been the focus of the government. The efforts have resulted in the establishment of functioning budget process with budget procedures and calendar that are respected, the decentralization of budget preparation, the treatment of social sectors as budget priorities, and adoption of the Medium Term Expenditure Framework (MTEF).

It is doubtful if the democratic space increased, or the human rights situation improved, in 2004. Shortcomings with regard to *democracy and human rights* were hence important components of the poverty situation in Rwanda in 2004. Rwanda was, however, relatively peaceful and secure in 2004. Had this not been the case, poverty would have been worse.

2.2 Macro-economic Development

The *macroeconomic performance during 2003-04* has been less satisfactory than anticipated. The vulnerability of the real economy to exogenous shocks became evident. Macroeconomic performance in 2004 saw a recovery from the slippages in 2003. This was compounded by an energy crisis reflected in spiralling fuel costs and systematic electricity cuts. In a view of these set-backs overall economic performance (including GDP and export growth of 5.1 percent and 51.4 percent respectively) was encouraging, although further reform and investment, particularly in rural areas is needed to increase Rwanda's underlying growth rate to poverty reducing levels. Rwanda expects to achieve HIPC Completion Point in early 2005 but will require significant topping up of debt relief.

Despite tighter fiscal and monetary policy, *inflation* remained in double digits throughout the year, as a result of poor rains and the energy crisis. Similarly, despite the increase in exports, the current account deficit deteriorated as food and fuel import rose. Disbursements under the IMF's PRGF resumed in 2004, in recognition of strengthened economic management.

Growth Prospects and Risks: The government, as part of its long-term strategy, has set the targets of reaching the status of a middle income country by 2020 and meeting the millennium development goals (MDGs) by 2015. Such targets need a baseline scenario of 6 percent GDP growth and pro-poor policies in the medium to long run. Recent setbacks for agriculture, which is still the backbone of the economy, show that the economy is very vulnerable to shocks such as the recent drought (and, potentially, a drop in coffee prices). Unless the government implements its much delayed growth strategy which relies on improving agricultural productivity, diversified exports through improved trade and private sector development, real GDP growth could be lower than 6 percent in the foreseeable future.

While government's strategies to achieve high economic growth rates have been identified, *significant challenges remain*. Regional instability remains a threat to peace and development. A narrow export base, weak physical infrastructure for trade, human resource constraints, high donor dependence and external debt, current electricity shortage, and low capacity of the private sector are some of the risks.

Trade issues moved to the top of the economic agenda in Rwanda in 2004. After the poor performance in 2003, and faced with Rwanda's low underlying growth rate, the Government looked to export promotion and broader trade issues. Rwanda took a high profile in multilateral trade negotiations at the WTO. The country became a member of COMESA

Free Trade Area in early 2004 and continued negotiations to join the East African Community.

Structural reforms and public financial system. Good progress was made with structural reforms in 2004. The newly elected Parliament began clearing the back-log of legislation that had built up, passing laws relating to public financial management (in particular Organic Budget Law and Procurement Code), investment and taxation (Income Tax Law, Customs Law, Investment Code). Significant progress was made in introducing and implementing a new public financial management system, including through the creation of a Cash Management Unit and the design of an improved financial management information system (SIBET II or SmartGov). Two commercial banks were privatised and banking supervision by the national bank was improved.

2.3 Political Development, Good Governance and Human Rights

Rwanda has experienced dramatic *domestic political* events during 2004. As a result of seemingly systematic murders towards the end of 2003 of people who were going to witness against genocide-accused in different courts, the Parliament decided to launch an investigation in *ethnic discrimination and "divisionism"*. The ad hoc parliamentary commission that did this study reported in July. The report was very controversial since it named individuals as well as non-governmental organisations as being divisionistic or ethnically discriminating. The report gives a great number of examples on how wide-spread the genocide ideology still is. The report names several hundreds of individuals that are said to promote ethnic segregation, divisionism and genocide ideology. Even organisations like CARE International, Norwegian People's Aid, and Trocaire were accused indirectly since they had been giving support to local organisations that were pointed out. One of the hardest hit organisations was the local human rights organisation LIPRODHOR.

The report further suggests that the GoR should ban *a number of the local organisations*. GoR has welcomed the report by the Parliament but has not taken any position in relation to the proposals. It has, however, urged relevant government authorities to investigate the accusations of the report to find out if legal action is justified. Formally, there is nothing wrong in the handling of the situation, but several international HR-organisations have reacted against the fact that individuals have been "named and shamed" without any proof and without any possibilities to defend themselves. Thereby the report has had severe implications for many individuals who have had to receive threats. In practice the report has contributed to further reduction of the freedom of expression. According to critics it has also deepened the fear that many feel towards each other and the State. GoR in contrast is said to feel misunderstood.

The Cabinet has seen a few *ministerial changes* during the year. The most important are the minister for local government and democracy, the minister of health, the minister of energy and the minister of infrastructure.

A court case against the former president Bizimungu, accused of *corruption* and misuse of power, came to an end in July. Bizimungu was sentenced by the high court to fifteen years in prison. This raised a lot of criticism by NGOs and donors, including EU, for partial and unfair trial. Bizimungu has appealed to the Supreme Court, which will take up the case later in 2005.

As regards national *reconciliation*, Rwanda has opted for the introduction of the Gacaca system, a traditional hearing at village level, to judge

those who have been accused of minor offences during the genocide. After a trial period and the preparation of case files, the beginning of the judgement proceedings in the Gacaca courts all over the country was delayed, partly due to the focus on elections in 2003, and to allow lessons to be learned and acted on through the passing by the new Parliament of reformed Gacaca legislation in June 2004. After the passing of the new legislation, the process has quickly recommenced, with the training of the new judges and the preparation for the full launch of the judgement proceedings in 2005.

Conflict/risk assessment

In connection with the genocide memorial celebrations in April, there were grenade attacks on villages in border areas in Rwanda by militia in DRC – presumably Interahamwe. This attack and other incidents throughout the year made the Rwandan President, Kagame, express in November a serious threat against Interahamwe and DRC. Rwanda would not hesitate to make military interventions into DRC in order to disarm Interahamwe. He even suggested that Rwanda might have combat troops in DRC. This caused very strong international protests and warnings, especially since Rwanda had just signed the Dar es Salaam Declaration on the peace process in the Great Lakes Region. After approximately three weeks the Rwandan government declared that it no longer intended to take military action in DRC, but was confident that the international community, especially AU, DRC and the UN, would take its responsibility to disarm Interahamwe and arrest the genocide suspects. The threats had, however, already seriously undermined the international confidence in the Rwandan seriousness as regards the peace process in the Great Lakes Region.

Governance reforms

Rwanda has traditionally a highly controlled public administration, both centrally and in the provinces and districts. Public management is rigorous, sometimes to the point of crowding out non-state activity. Since 1994 the Government has however faced severe capacity shortages in the public sector and has embarked on a major programme of public service reform including the reduction of staffing numbers, and capacity building at decentralised level. Staff reduction, re-training and compensation schemes for redundant staff started in 2004 with government ministries and local government administrations and will continue in 2005 with government commissions and parastatals.

Corruption and measures taken by the government

The government launched a campaign against corruption and mismanagement of public resources during the year. In concrete terms this was manifested through appointment of a new Auditor General, prosecution of some government officials for embezzlement of public funds and through massive coverage in the government controlled media of suspected corruption cases, including ministers, senior civil servants and the private sector.

The President decided at mid-year to remove about half of the district mayors from office, upon a report by the Ombudsman who had received numerous reports from citizens about mismanagement, corruption and embezzlement of funds. The mayors were replaced either by other elected members of their district councils or non-elected people, selected by the President. Later in the year the Minister of Education launched

an investigation against some hundred teachers, headmasters and senior students, accusing them of ethnic discrimination, mismanagement, sexual harassment or corruption. The accused staff was removed from the schools and all students got an extended holiday, while investigations were carried out.

Situation regarding human rights

Concerns continue to exist about the human rights situation, e.g. the delays in the judicial process for former President Pasteur Bizimungu and the legal validity of his conviction, in June 2004, to 15 years of imprisonment or the July 2004 report of an ad hoc parliamentary commission (investigating genocide related killings in December 2003) accusing several local NGOs, churches and individuals of “genocidal ideology”. There are also concerns about the freedom of the media. Although some progress has been made, for example through the opening of six new private radio stations, there has been a number of allegations of threats and arrests of media representatives.

In addition there are concerns about the issue of the abolition of the Death Penalty. Rwanda is encouraged to ratify the Second Optional Protocol to the International Covenant on Civil and Political Rights (ICCPR) and the Rome Statute of the International Criminal Court. It should be noted that Rwanda is a focus country under the European Initiative for Human Rights and Democratisation (EIDHR).

Increased spending on social sectors the last few years can, however, be interpreted as attempts to fulfil human rights obligations such as the right to health and education. The trends are not clear-cut though; the gap between rich and poor, for example, seem to be on the increase.

3. Swedish Development Co-operation and Partnership

3.1 Donor coordination

Donor coordination in Rwanda improved significantly over 2004 under the leadership of UN/UNDP and the Ministry of Finance and Economic Planning (MINECOFIN). The Development Partners Consultative Group (DPCG) monthly meetings are co-chaired by MinEcoFin and the UN/UNDP and provide development partners the opportunity to exchange information on key issues. Issues discussed include harmonization and alignment, clusters, the African Peer Review Mechanism, key reforms in specific sectors and preparation for the annual Development Partners Meeting.

DPCG has a secretariat, funded by the Netherlands, the Swiss Development Cooperation, DFID, and CIDA. In addition Sida has contributed 1.5 MSEK from the end of 2004. The DPCG secretariat is responsible for supporting the DPCG and the Cluster system – providing both logistical support to the structure, as well as spearheading pilots and initiatives on coordination, harmonization and alignment to Rwanda's systems.

In addition to the DPCG, two technical-level advisory groups have been convened and meet: the Harmonization and Alignment in Rwanda of Projects and Programmes (HARPP) (on a need-basis) and the Budget Support Harmonization Group (BSHG) (minimum four times a year).

Government commitment to aid coordination and harmonization is strong. The Government of Rwanda has nominated eight “clusters” to coordinate and harmonise development work in accordance to the PRS, – e.g. social development, rural development, infrastructure, governance, etc. The clusters have had varying degrees of success. Each cluster is lead by a lead donor agency and a line ministry. The leadership and participation of line ministries has been a vital component of the various Joint Sector Reviews. However, the commitment to coordination and harmonization needs to be translated into tangible results.

In November 2004 Government and partners organised the Development Partners Meeting, DPM in Kigali. The outcome of this has been reported separately.

Key issues in dialogue within the country and with development cooperation partners

Human rights and freedom of the media have been in focus all year as a result of the Parliamentary report, the Bizimungu case and the restric-

tions put on certain journalists and NGOs. With development cooperation partners, the dialogue has been dominated by issues around budget support disbursements, a joint calendar for deliverables and overall, harmonisation and alignment.

3.2 Major events in the EU/Rwanda development co-operation

2004 saw a rapid deconcentration process from Brussels to the EC Delegation, which implied e.g. an increase of staff by more than double, new mandate and more active coordination efforts. A new Head of Delegation/ambassador took office in November. EU HoMs had a continuous discussion about the regional situation in Rwanda and made several démarches to GoR, related to freedom of the press, the Bizimungu court case, Rwandas military presence in DRC, etc.

After the preparations by EC and GoR in 2002 and 2003, much of the remaining balance from previous EDFs was contracted or disbursed. As a result, EDF disbursements on projects accelerated from €24 million in 2003 to €33 million in 2004, largely as a result of the implementation of large-scale infrastructure projects under old EDFs.

Total EDF disbursements therefore remained at €49 million (including regional programmes).

Summary of Ongoing EDF projects by sector

| EDF Projects | 2004 Payments |
|--|---------------|
| Rural Development | 1,496,931 |
| Infrastructure | 30,801,911 |
| Budget Support | 12,500,000 |
| Economic institutional support (incl. TA elements of BS and EIB global loan) | 2,154,490 |
| Institutional support to justice and governance | 1,764,473 |
| Total EDF | 48,717,805 |

3.3 Budget support

The harmonisation of general budget support (GBS) continued in 2004, the first year of implementation of the Partnership Framework for Budget Support Harmonisation. This involved quarterly meetings of the budget support harmonisation group and bi-annual reviews in public financial management and macroeconomics (based around IMF missions). The benefits of harmonisation and alignment were already felt in 2004, as the timing and predictability of budget support disbursements improved significantly. Regarding the Swedish budget support, disbursement sequencing could be better aligned with the Rwanda budget cycle.

Figures show that approx. 40% of the recurrent budget is financed by budget support contributions.

Compared to aid in general, GBS may contribute to poverty reduction in Rwanda through redirecting resources, which would otherwise be restricted to the development budget (when provided in the form of projects) toward “new” types of pro-poor spending appearing in the Government budget (e.g. capitation grants, subsidies for essential drugs). However, this is an untested proposition at this time. And it is not clear that such a detailed analysis would be feasible given the general lack of detailed information on the development/project funded budget.

3.4 Swedish bilateral programme – Brief portfolio review

The portfolio of programmes has reflected well the Country Plan for 2004 and the prevailing country strategy, with some exceptions, mentioned below.

Support to the *decentralisation reform* implemented by SALA-IDA: Very positive evaluation and high degree of delivery of services and equipment, but certain doubts about the sustainability of the concept in the medium term, if the issues of fiscal decentralisation and strengthening of RALGA are not solved. Disbursements were made according to plan.

Capacity building of the Office of the Auditor General: Excellent implementation of work programme and high degree of relevance due to GOR policies to improve PFM, budget expenditure efficiency and to fight corruption and embezzlement. Disbursement made according to plan.

Support to development of the education sector suffered from a series of ad hoc particularities. The agreement on silent partnership with DFID could not be re-renewed in December 2003 due to the indecisive Swedish position to this development cooperation modality. This meant an increased in-country Swedish involvement and follow of the sector. Due to the fact that the IMF put the PRGF for Rwanda on hold in 2003 and part of 2004, Sweden experienced delays in its disbursement to the sector. See Annex 3 for more details.

Support to Forum for African Women Educationalists (FAWE): An evaluation was carried out in March. Its recommendations and the weak absorption of Swedish funds made Sida make a no-cost extension of the agreement and not make the planned disbursement. In the light of the new developments Sida will have to verify or reject the relevance of the FAWE support.

The planned review cum identification study of possibilities to support *civil society* was not carried out in 2004. The allocated amount for this was thus not utilised in 2004. This is urgently needed and will be done during second half of 2005.

National Unity and Reconciliation Commission (NURC): Good deliverables. Sustainability needs to be questioned due to reorganisation and down-sizing of the institution. Sida support was put on hold as agreement expired December 2004.

Rwanda National Police: High relevance and potentially a very high degree of key issues of the (old as well as new) country strategy. Must be monitored and steered carefully by RPS and Sida.

Budget support: Although highly relevant, it has been difficult to disburse, due to delays in PRGF approval by IMF, delayed process to approve the country strategy by the Swedish authorities and political disturbances related to Rwanda's threats to invade DRC. Swedish Government approved budget in November 2004 support of MSEK 40, but its disbursement was put on hold awaiting the developments on the issue of Rwanda's threats to invade DRC.

Support to ICT development through institutional support to Rwanda IT Authority: Perfectly aligned to Rwanda priorities and well integrated into Rwandan institutions. Absorption capacity of funds overtook the 2004 planned figures.

Support to institution building and *research co-operation* at the National University of Rwanda: Answers to a great demand for research support, but highlights administrative bottlenecks and shortcomings at N.U.R., without addressing them properly. Absorption capacity of funds not in line with planned figures.

Capacity building linked to the *education sector*: Has high relevance

and good effectiveness due to integration in Ministry of Education and presence of monitoring team there, contracted by DFID, who is the active partner in this silent partnership between Sida and DFID. Disbursements made according to planned figures.

3.5 Follow-up of Country Programme Performance

Decentralisation Process

The Swedish support to the Rwandan decentralisation process includes a project cooperation implemented by the Swedish Association for Local Authorities (Sala-Ida) focusing on capacity building to relevant ministry, two provinces and to the development of an Association of Local Authorities.

During 2004 a dialogue on future possible cooperation began with the Ministry of Local Affairs (MINALOC) and the Rwandese Association of Local Government Authorities (RALGA). Due to a changing national environment concerning the decentralisation process, and efforts to harmonise with other donors, the need for a thorough dialogue and assessment soon became apparent and therefore it was decided to prolong the present cooperation until end 2005.

The project was evaluated in May 2004 and the overall opinion of the independent consultant concerning project outcomes was positive. In October 2004 an initial planning seminar was held in Kigali with participants from MINALOC, RALGA, Task Teams and Sida and DFID (partially) in order to discuss jointly the future cooperation. The seminar resulted in elements that can be used for developing a programme for enhanced decentralisation and future Swedish support to it.

The area of *Fiscal and Financial Management Decentralisation* was identified as a supplementary area of support within the future cooperation. A dialogue with DFID on possible joint funding for this area was initiated and DFID offered to second to the DCS an economist that would be working mainly on issues of fiscal decentralisation.

Office of the Auditor General (OAG)

During 2004 an agreement was signed between Sida and OAG on institutional support, in cooperation with the Swedish and Dutch National Audit offices. The Sida support mainly focuses on giving the OAG possibility to hire local consultants for training and capacity building. Since the agreement between the OAG and its three partners end in August 2006, it was suggested that OAG start an evaluation of present cooperation already by end of 2005. This will make it possible for the OAG and its partners to properly prepare and dialogue on possible future cooperation.

Rwanda National Police (RNP)

The Sida financed cooperation between the Swedish National Police Board (SNPB) and the Rwanda National Police (RNP) that started May 2003 was prolonged twice during 2004, first until end September 2004 and then finally until end March 2005. The prolongations were aiming at giving the two cooperating partners and Sida a possibility to thoroughly dialogue on future cooperation also involving the South African Police Service (SAPS).

An evaluation of the short cooperation was done early 2004 by an independent consultant. The consultant was overall positive to the progress made within the RNP in relation to the project and made recommendations on improvements for future cooperation. In the light of the recom-

recommendations of this evaluation, and the development of the institutional partnership, two workshops were held during 2004 (May and October) in order to prepare a future project proposal and activity plan for 2005. The dialogue during 2004 was somewhat intensified after the May workshop resulting in Sida and RNP signing a Letter of Intent stating the scope, values and principals of the partnership. The project proposal and activity plan for 2005 was basically finalised by end 2004 and a formal request for support from RNP to Sida is foreseen to be delivered to Sida beginning of 2005, involving a partnership between the RNP, SNPB and SAPS.

National Unity and Reconciliation Commission (NURC)

The National Unity and Reconciliation Commission (NURC) is supported by Sida through the International Rescue Committee (IRC) and involves mainly capacity building of the NURC staff. During 2004 two Opinion Surveys, one on “Participation in Gacaca and National Reconciliation” and another on “The Process of Decentralisation and Democratisation in Rwanda”, were published by NURC as a result of the cooperation, and another one, involving the sensitive issue of land, is due in 2005.

During 2004 the NURC, as well as many other public institutions, started reorganising in line with the ongoing Civil Service Reform. Due to the uncertainty of the future structure and staffing of the NURC many of the training activities involved in the Sida financed IRC support to the NURC was halted. Instead, Sida approved a reallocation of funds to finance the Land Opinion Survey.

Due to the uncertainty of the future function and organisation of the NURC Sida decided not to enter into a new support to NURC after the end of the present agreement by end December 2004. Instead Sida decided to wait and see what effects the reform, once finalised, will have on NURC during 2005.

Institute of Research and Dialogue for Peace

The Institute of Research and Dialogue for Peace (IRDP) had previously been financed with Sida humanitarian funds (SEKA/HUM) through the War-Torn Societies Project International (WSP International). During 2004, Sida received a new proposal to fund the IRDP through the WSP International and it was decided that this should now be done with bilateral cooperation funds. A decision on support was thus taken in June 2004 involving a total amount of 4 MSEK for two years (2004-2005).

The work of the IRDP has entered a phase of intense research and national dialogue on five identified areas; History of Rwanda, The Genocide, Socio-Economic Development, Justice and Rule of Law and Ethnicity and Politics. It is not yet very evident what effect the work of the IRDP has on the national dialogue on the above issues, but Sida (and indeed many other donors) regards the work and efforts of the IRDP as potentially important for the reconciliation process. Furthermore, in light of the somewhat difficult dialogue climate, in particular the dialogue between the Rwanda government and the Rwandan civil society, Sida regards the support to the IRDP efforts an important tool to try and open up the political space.

Health

As an outcome of the new country strategy preparation process, the Swedish support to the health sector was phase-out during 2004.

Education

During the period of 2003/04 the Swedish support to the education sector suffered from a line of ad hoc difficulties. The agreement with the Government of Rwanda expired in June 2003 and due to the IMF's declaration of Rwanda as "off-track" within the PRGF context, Sweden was not in a position to re-new its agreement with Government and disbursed the planned MSEK 12,5 for education sector support for year 2003. The silent partnership arrangement with DFID expired in December 2003 and its extension had to be put on hold awaiting clarification from Sweden regarding the status of this method of cooperation. In June 2004, when Rwanda was declared "on-track" by the IMF, Sweden entered into agreement with the Government of Rwanda and disbursed MSEK 12,5. The remaining amount (MSEK 30 according to the according to the Country Plan) was supposed to be disbursed in the last quarter of the year, awaiting clarification to the Swedish position on silent partnerships and alignment with DFID new programme design. Due to delays in the DFID programme design and delays in the Swedish Government decision on general budget support 2004, Sida decided not to disburse the remaining amount. It was considered better to wait for the new DFID programme and align Swedish disbursements fully to the Government of Rwanda budget cycle.

The issue of silent partnership was clarified in June 2004 and negotiations with DFID on a continued partnership in the name of "delegated cooperation" restarted. The latter part of 2004 was dedicated to the initial assessment and the design of a new Swedish support to the education sector mainly as part to the DFID program and in alignment to Rwanda's budget cycle. It is envisaged that Sweden will re-take its support to the education sector by mid 2005.

Girls' Education

An appraisal of the Swedish support to Girls' Education through FAWE was done in March 2004. A new agreement of MSEK 1 was put on hold awaiting FAWE's reactions to address the appraisal recommendations. Due to the lack of capacity of FAWE, DCS has had discussions with DESO/UND regarding the future of this support.

Rwanda IT Authority

After a re-design of this project in late 2003, 2004 saw a full implementation of activities. Disbursements have been made in accordance to the plan and the implementation of the activities has been in a scheduled manner. The project includes an external monitoring component that has monitored the project twice during 2004. An annual review was held in August 2004 and its outcomes were all in line with the expected results.

Research Cooperation

The SAREC support to the National University of Rwanda (NUR) was fully implemented in all its activities. An external financial and performance audit for the period 2003/04 was carried out in May 2004 and its recommendations have been gradually addressed by the NUR. An annual review was held in October 2004 and it was noted that the absorption capacity of funds on behalf of NUR was slower than expected.

Major ongoing preparations, consultations and other events related to the project cycle

Sweden had no consultations with the Government of Rwanda on the preparations of the new country strategy during 2004, until at the DPM

in December 2004, when a final version of the Country Strategy 2004-2008 and a draft for a new Memorandum of Understanding was handed over by Sweden. Sweden did not have any other consultations, except on project/programme level and in the Budget Support Group.

Key issues for dialogue, follow-up and partnership relations

DCS had discussions that included harmonisation and alignment, HIV/Aids, ownership, gender equality, PFM and HR on programme or project levels with MINALOC, Rwanda National Police, MINEDUC, National University of Rwanda and RITA, MINECOFIN, other partners and at the DPCG forum.

4. Swedish Development Co- operation – Strategic Assessment and Considerations

Due to the in-between-situation during 2004 regarding the country strategies, it is not very useful to analyse the relevance of neither the old nor the new country strategy. DCS did not take any new initiatives or extension of programmes during the year. The Country Plan was however followed in all programmatic parts that did not require a new country strategy. DCS spent considerable time drafting and assisting in the elaboration of Sida's proposal for a new country strategy. The whole of 2004 was a year in waiting for the new strategy, and the delayed process had implications on the planning processes. No new agreements or programmes were initiated, awaiting the new strategy. The Memorandum of Understanding between the two governments was not extended beyond September 2004, due to the emerging Country Strategy.

The main challenges ahead are the political stability in the region, esp the outcome of elections in DRC and Burundi, the success in creating economic growth particularly through private investments that are not detrimental to environment and equity, the possibilities to acquire grant financial support after the country has reached the HIPC completion point and the success in accepting an increased free public debate and an effective control of genocidal forces (which constitute a genuine threat to peace and stability in the country).

4.1 Overall Country Programming Review

There was a general awareness at DCS and AFRA that the cooperation with Rwanda needed a thorough review and adaptation to the new situation and demands that had developed since the last strategy was formulated (1999). Important changes, to take into consideration, were the PRS (2002), the new constitution, the new legitimacy of government after the elections 2003, the complete acceptance by the GoR of harmonisation and coordination of partner contributions, the increased ambitions in Sweden of the dialogue and coordination with multilaterals and within the EU, in line with the Policy for Global Development, (PGD).

Other aspects discussed during the year were partial *delegation of the responsibility* for the country allocation to the DCS and the perceived benefits of changing DCS into an embassy office with combined responsibility for development cooperation and political dialogue and reporting.

DCS also contributed to the formulation of a *new draft MoU*, which the MFA later reformulated and handed over to the GoR on 10 December 2004.

DCS has participated actively in the *harmonisation* work in Kigali, lead

by UNDP and the MINECOFIN. DCS also prepared a financial support of the harmonisation process from the PC-fund, of 1,5 MSEK.

Preparations of a *General Agreement on Terms and Procedure* were postponed until 2005 awaiting the Country Strategy.

4.2 Strategic considerations

The Country Strategy 2004 stipulates:

“The support to Rwanda should continue to focus on better alignment to Rwanda’s PRS while and by applying capacity-saving forms of support. This has led and should continue to lead to a decreased number of supported projects while the volume of the major components in the portfolio increases. A concrete plan for programme portfolio management will be developed for 2004-2006 as part of the new strategy. “ (Country Plan for 2004)

DCS pointed out in a letter to the Director General 2004-08-20 that a number of the procedures for development cooperation with Rwanda are contradictory to better alignment to PRS and closer cooperation with capacity saving forms of support e.g. through other donors. One of the problems that needs to be resolved is Sida’s and DCS’ responsibility for quality and harmonisation in the case of such institutional cooperation where Sida should stay away from management and dialogue. The letter is enclosed as annex 3 for reference.

In order to work out a better system for portfolio management, DCS would need a dialogue with Sida HQ about several of the issues raised in the letter of 2004-08-20. DCS has not received any report on possible actions taken by Sida as a result of the letter and therefore draws the conclusion that no actions were taken during 2004 at Sida HQ to rectify or clarify the contradicting principles.

On country level, the most strategic considerations during 2004 were how to integrate the perspective of democracy and human rights and HIV/AIDS in the programmes that Sida supports.

A dialogue policy is to be developed after the adoption of the new strategy. In the meantime the dialogue focused on including poverty reduction, human rights and democracy and regional development.

5. Office and administrative issues

DCS has the following staff situation.

Posted staff: 1 Counsellor, 2 programme officers, 1 administrative manager

Local staff: 1 adm assistant, 1 receptionist/telephone operator, 1 logistics officer/driver, 1 driver

Major events: The Embassy took over the administration from Norwegian People's Aid, NPA on 1 January 2004. This meant that the embassy employed the former NPA staff that had worked with Swedish Embassy issues. The Embassy further opened bank accounts and took over the financial responsibilities, including accounting. The Embassy is now working on building administrative rules for the economic management, house administration, vehicles, archives and work manuals. The office is working actively to acquire new office facilities. The Embassy received a PLUS kiosk during the second quarter, which gives access to the financial system and LIC. The communication through this equipment is, however, neither very swift nor reliable. The office procured a new vehicle in October 2004 in order to replace one of the outdated vehicles.

The economist, based in Nairobi, has visited the DCS twice and assisted in drafting the work plan for 2005 and at a retreat on harmonisation. The deployment of the economist from Nairobi does not satisfy the needs of the office regarding economic analysis and monitoring of development events.

The office has had advanced discussions with the local DFID office about the possibilities to have an economist from DFID seconded to DCS, with a particular focus on fiscal decentralisation. The arrangement was not agreed at the end of the year.

The office had several vacancies during the year which made the office vulnerable. The administrative support did not work out as planned. Consequently, no locally employed person was available for administrative issues during first half of 2004.

Poor office facilities for local staff, archives and storage constrained working conditions further. The DCS is planning to acquire new offices and DCS. Work with the field unit is under way on this.

There is need for an Office Working Manual. The work to formulate this was started during 2004 and will be finished during the first half of 2005.

Capacity building for local staff so they can manage formal and practical demand of handling e.g. archives.

The staff training needs have been partly identified in connection with the planning day. Some of the needs identified are accounting, general Sida knowledge, general knowledge about Rwanda's development policies, language (French and Swedish, respectively) and leadership knowledge (Nairobi). Due to staff shortage it has not been possible to carry out any training activities during the year

Quality control: During 2004, the Embassy has built up administrative routines which contain possibilities for e.g. follow-up of vehicle costs, costs for residential houses, cash control and salary calculations.

DCS has had two planning days during 2004 – one for internal planning day in August and one for the Country Plan in September.

Annex 1

Fact sheet – Rwanda

Key Economic indicators

| | | 2001 | 2002 | 2003 | 2004 | 2005 Target | Source |
|---------------------------|---|--------|--------|--------|--------|----------------|-------------------|
| Economic | GDP, growth (%) actual | 5,9 | 9,6 | 0,9 | 5,1 | 6,0 | MINECOFIN |
| | Inflation (%) | 3,4 | 2,0 | 7,4 | 12,0 | 6,0 | MINECOFIN |
| | Current account balance (as% GDP, excluding official transfers) | -15,9% | -15,4% | -16,6% | -16,8% | | MINECOFIN |
| | Exchange rate (RWF per USD average) | | | | | | BNR |
| | Domestic fiscal balance (As% of GDP) | -2,7% | -4,2% | -5,5% | -6,3% | -5,5% | MINECOFIN /IMF |
| | NVP Debt:Export ratio | | 256 | 250 | 320 | 311 | |
| Public Expenditure | Total Expenditure as % GDP | 21,0 | 21,3 | 24,8 | 25,7 | 23,5 | MINECOFIN |
| | Domestic revenue as% GDP | 11,7 | 12,4 | 13,4 | 13,5 | 13,7 | MINECOFIN |
| | Priority expenditure as% GDP | 5,3 | 6,2 | 6,9 | 8,1 | 8,4 | MINECOFIN /IMF |
| | Military expenditure as% GDP | 3,3 | 2,9 | 2,7 | 2,3 | 2,5 | MINECOFIN |
| | Recurrent education expenditure (% GDP) | | 3,4 | 3,2 | 3,4 | | Budget documents |
| | Recurrent health expenditure (% GDP) | | 0,4 | 0,8 | 0,8 | | Budget documents |

Priority Expenditure (in billion Rwandan francs)

| | 2001 | 2002 | 2003 |
|---------------------------------------|-------------|-------------|-------------|
| Total priority expenditure | 40,1 | 50,4 | 59,1 |
| Social affairs incl education /gender | 26,3 | 32,5 | 37,8 |
| Health | 5,2 | 6,7 | 5,2 |
| Youth, culture and sports | 8,6 | 11,2 | 16,0 |

Population: 8,2 milj

Population growth: ca 2,5%

Under five mortality rate: 183

HDI: 0,422 (2003) Plats 168 av 175.

Gini-koeff.: 0,46 (2002)

Net enrolment ratio in primary school: 85%

Annex 2

Current Planning Overview

Country report - Rwanda

Outcome and forecast in TSEK

Delimitation:
Status: I, P, A and C (agr end > 200400 or Outcome <-> 0)
Region/Country: Rwanda
Other:

| | |
|-------------------------|-------|
| Responsible Unit | (All) |
| Main Sector | (All) |

| Allocation Frame | Allocation Account | Sub Sector | Data | | | |
|--|---------------------------------|--|---------------|---------------|----------------|----------------|
| | | | Outcome 2004 | Outcome 2005 | Forecast 2005 | Forecast 2006 |
| Inside country allocation | 155007 Rwanda | - | 0 | 0 | 56 500 | 70 000 |
| | | 111 Education, level unspecified | 13 800 | -120 | 29 880 | 30 000 |
| | | 112 Basic education | 0 | 0 | 4 000 | 4 000 |
| | | 113 Secondary education | -194 | 0 | 1 000 | 0 |
| | | 121 Health, general | -386 | 0 | -302 | 0 |
| | | 122 Basic health | 0 | 0 | 0 | 0 |
| | | 151 Democracy, HR, etc | 15 878 | 49 165 | 66 332 | 7 700 |
| | | 220 Communications | 7 457 | 263 | 2 587 | 0 |
| | | 230 Energy generation & supply | 0 | 325 | 1 400 | 0 |
| | | 510 General budget support | 0 | 0 | 0 | 0 |
| | | 720 Emergency and distress relief | 500 | 270 | 625 | 625 |
| 910 Administrative costs | 1 328 | 659 | 1 425 | 1 525 | | |
| 998 Unallocated/unspecified | 3 515 | 50 | 64 | 0 | | |
| | 155007 Rwanda | Total | 41 899 | 50 612 | 163 510 | 113 850 |
| Inside country allocation Total | | | 41 899 | 50 612 | 163 510 | 113 850 |
| Outside country allocation | 155029 Regional programs Africa | 998 Unallocated/unspecified | 0 | 0 | 0 | 0 |
| | | 155029 Regional programs Africa | 0 | 0 | 0 | 0 |
| | | 155030 Others, Africa | 0 | 0 | 0 | 0 |
| | | 998 Unallocated/unspecified | -300 | 0 | 300 | 300 |
| | | 155030 Others, Africa | -300 | 0 | 300 | 300 |
| 15551 Research | - | 0 | 0 | 10 000 | | |
| | 321 Industry | 0 | 21 944 | 21 944 | 23 300 | |
| | 430 Multisector/Cross-cutting | 15 300 | 0 | 0 | 0 | |
| | 15551 Research | 15 300 | 21 944 | 21 944 | 33 300 | |
| 15561 Non-governmental organisations | | 111 Education, level unspecified | 303 | -6 | 0 | 0 |

| Allocation Frame | Allocation Account | Sub Sector | Outcome 2004 | Outcome 2005 | Forecast 2005 | Forecast 2006 | |
|--|------------------------|---|-----------------------------------|----------------|----------------|---------------|---|
| Outside country | 15561 Non-governmental | 121 Health, general | 59 | -2 | 0 | 0 | |
| | | 130 Population & reprod. health | 11 | 0 | 0 | 0 | |
| | | 151 Democracy, HR, etc | 289 | -9 | 0 | 0 | |
| | | 160 Other social infrastructure | 11 | -1 | 0 | 0 | |
| | | 240 Banking & financial services | 1 | 0 | 0 | 0 | |
| | | 250 Business and other services | -3 | 0 | 0 | 0 | |
| | | 430 Multisector/Cross-cutting | 36 | -1 | 0 | 0 | |
| | | 998 Unallocated/unspecified | 23 | -1 | 0 | 0 | |
| | | 15561 Non-governmental organisations Total | 731 | -19 | 0 | 0 | |
| | | 15571 Humanitarian assistance | 151 Democracy, HR, etc | 240 | 0 | 0 | 0 |
| | | | 152 Conflict, peace and security | 959 | 0 | 0 | 0 |
| | | | 311 Agriculture | -12 | 0 | 0 | 0 |
| | | | 720 Emergency and distress relief | 2 797 | 1 995 | 3 920 | 0 |
| 15571 Humanitarian assistance Total | 3 983 | 1 995 | 3 920 | 0 | | | |
| 15581 Economic reforms | 151 Democracy, HR, etc | 0 | 0 | 0 | 0 | | |
| 15581 Economic reforms Total | 0 | 0 | 0 | 0 | | | |
| Outside country allocation Total | | 19 714 | 23 920 | 26 164 | 33 600 | | |
| Grand Total | | 61 613 | 74 531 | 189 674 | 147 450 | | |

Annex 3

Structural Reforms 2003 and 2004

| Area | Measure |
|--|---|
| Public Financial Management – Legislation | <ul style="list-style-type: none">– Organic Budget Law submitted to, and passed by Parliament– New Income Tax Law passed by Cabinet– New Investment Code drafted, submitted to Cabinet– New Customs Law completed and passed by Cabinet |
| Resource Mobilisation | <ul style="list-style-type: none">– Products subject to excise taxes increased– RRA made responsible for the collection of all domestic revenue (tax and non-tax)– VAT and Large Tax Payers departments merged |
| Expenditure management | <ul style="list-style-type: none">– Pilot joint monitoring system introduced– Strategic Planning and Poverty Monitoring Department launched to monitor poverty outcomes and assure coherence between budget and PRS– Submission of Auditor General's 2002 report to parliament |
| Civil Service Reform | New organisational structures to be agreed by Cabinet |
| Privatisation | 1 tea factory, 2 livestock centres, 2 hotels privatised and Electrogaz (management contracts) |
| Financial Sector Reform | <ul style="list-style-type: none">– UBPR recapitalized– Leasing Law in Parliament– Micro-finance policy created to lead to strengthening of sector– Feasibility study for Rwandan stock exchange completed– CHR Housing Bank created– New banking regulations introduced |
| Gender | Gender policy adopted by cabinet |
| Trade Liberalization | <ul style="list-style-type: none">– Rwanda entered the COMESA free trade area– Steps taken to further exploit AGOA agreement |
| Demobilization | Over 32,000 soldiers from the RPF, Ex-Far and armed groups demobilised to date |
| Land Law | The land law has been passed by Parliament |
| Judicial Reform | New Law adopted by Parliament |
| Housing | Sale of government houses |
| Procurement | Strengthened procedures for procurement entrusted with a National Tender Board |
| Private Sector Development | Key supporting institutions established or strengthened: RIPA, RITA, CAPMER and The Private Sector Federation |

Source: BFP 2005-2007 MINECOFIN

Annex 4

Letter DCS, Kigali – DG Norrfalk, Stockholm

Utdrag ur brev 2004-08-20 till Maria Norrfalk från Arne Ström

”Sida har försökt göra insatser i Rwanda genom svenska och internationella institutioner som representerar stort tekniskt kunnande. Sida har också försökt begränsa sin egen roll till att administrera och underlätta de institutionella samarbetskontrakten. Det är här den svenska inkonsistensen kommer in i bilden.

Den svenska inkonsistensen har växt fram i takt med att viktiga reformer gjorts i svensk biståndspolitik samtidigt som Rwandas utvecklingsarbete blivit alltmer komplext och involverat allt fler aktörer. De flesta pågående svenskfinansierade program har initierats och drivits från Sidas ämnesavdelningar. Dessa har lagt ned mycket arbete och anlitat god svensk expertis. Resultatet har också blivit ett bistånd av hög kvalitet, om man ser till varje program och projekt för sig. Ser man emellertid till den föränderliga situationen i Rwanda och den pågående dialogen mellan biståndsaktörer, multilaterala organisationer och statliga myndigheter samt enskilda organisationer har de svenska insatserna inte högsta samantagna effektivitet.

Den svenska politiken för global utveckling innebär att Sida bör eftersträva en helhetssyn på fattigdoms- och konfliktfrågorna i landet samt effektiv samverkan med andra utvecklingsinriktade partners i Rwanda, inklusive svenska aktörer. Förutsättningar att göra detta finns nu efter den gedigna landstrategiprocess som just genomförts. För att åstadkomma detta bör följande beaktas.

I arbetet med harmonisering av procedurer mellan biståndsgivare bör Sverige kunna föregå med gott exempel, efter de uttalanden som gjorts av svenska företrädare vid internationella konferenser, (Monterrey resp Rom). Det paket om harmonisering och samordning som Du skickade ut i juni 2003 ger god vägledning. En del institutionella arrangemang – bl a “twinning” – är emellertid svår att förena med en effektiv harmonisering av procedurer, för att inte säga omöjliga. De svenska institutionerna har ju sina modeller och procedurer färdiga när samarbetet börjar och varken kan eller vill ändra alltför mycket i dessa. Områden där harmoniseringen skulle kunna förbättras för svensk del är SARECs stöd till universitetssamarbete som f.n. är frikopplat från givarsamordning och planeringsprocedurer vid NUR, (vilket inte betyder att stödet i sig är mindre uppskattat av dem som får del av det). En annan möjlighet att förbättra harmoniseringen finns inom kommunutveckling med decentraliseringsstöd. Det svenska Kom-

munförbundet har en bra modell för kommunutveckling, som dock inte tar hänsyn till alla aspekter av Rwandas decentraliseringspolitik och finansieringsmöjligheter (såväl interna som externa). Ett tredje område är stödet till utveckling av Rwandas polismyndighet, där RPS trots ett utmärkt arbete inte har möjlighet att överblicka alla kopplingar till landets säkerhetspolitik, mänskliga rättighetsprocesser eller polisens roll i hela reformarbetet på justitieområdet, där många biståndsgivare är aktiva (tyvärr på ett ganska okoordinerat sätt).

Sektorprogramstöd, eller SWAP, är en biståndsmodell som bör eftersträvas enligt såväl "Så arbetar Sida" som landstrategiförslaget för Rwanda. Med nuvarande upplägg av det svenska stödet och med de nuvarande samarbetskontrakten med svenska aktörer som ansvariga för problemdefinition, dialog och budgethantering bedömer jag emellertid förutsättningarna vara mindre goda för denna biståndsform. Det är svårt för Sidas ämnesavdelningar att följa med och anpassa dialogen och ännu mer, programutformning till de nya beslut som regering och parlament fattar eller den dynamiska relationen mellan biståndsaktörer sins emellan och med regeringen. Det senare gäller både mellan multilaterala organisationer och bilaterala givare. Det finns en konkret motsättning mellan principen om samfinansiering (s.k. basket financing) av ett visst program och den svenska metoden att finansiera via svenska institutioner, som t ex Riksrevisionen, kommunförbundet och Rikspolisstyrelsen. En ytterligare komplikation i sammanhanget är att de långtidsrådgivare som ingår i dessa institutioners samarbetsmetodik, ofta är mycket projektinriktade och inte i första hand inriktade på att fokusera helhetsresultatet för en viss sektor eller annat område. Detta förutsätter ett större hänsynstagande till vad inhemska institutioner och andra finansiärer gör än vad som hittills ingått i långtidsrådgivarnas arbetsbeskrivningar."

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



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