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Swiss Agency for Development
and Cooperation SDC

Swiss cooperation strategy for the Great Lakes region 2013–2016



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List of abbreviations

BNUB	United Nations Office in Burundi
DRC	Democratic Republic of Congo
EDF	European Development Fund
EU	European Union
FDFA	Federal Department of Foreign Affairs
HSD	Human Security Division
ICRC	International Committee of the Red Cross
ISSSS	International Security and Stabilisation Support Strategy for the Democratic Republic of Congo
MONUSCO	United Nations Stabilisation Mission in the Democratic Republic of Congo
OCHA	Office for the Coordination of Humanitarian Affairs
PBC	United Nations Peacebuilding Commission
SDC	Swiss Agency for Development and Cooperation
SDC-RC	SDC Regional Cooperation
SDC-SHA	SDC Humanitarian Aid
SFGPR II	Strategic Framework for Growth and Poverty Reduction
SFPB	Strategic Framework for Peacebuilding
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Programme

Summary

The Great Lakes region is made up of several countries with very different characteristics that have nonetheless developed close interdependence. Since the three countries covered by this strategy (Rwanda, Burundi and the DRC) became independent their interdependence has not only given rise to regular exchanges but has also triggered a series of conflicts which have inflicted immense human suffering and weakened the states in question. After signing peace agreements in the early 2000s, Rwanda, Burundi and the DRC have all held elections. Yet the past few years (and particularly the successive crises in the east of the DRC) have shown that these elections have not consolidated peace in the region. Institutions remain fragile, and the population has not yet been able to enjoy the benefits of peace.

Switzerland has been active in the Great Lakes region since the 1960s. For three decades it implemented development cooperation programmes in Rwanda and Burundi. From the 1990s onward the stress has been on humanitarian aid and peace promotion. Since 1993 substantial humanitarian aid has been provided in the context of international emergency aid and reconstruction efforts in Rwanda, Tanzania, eastern DRC and northern Uganda. In 1998 Switzerland began providing diplomatic support to facilitate peace processes in Burundi and the DRC. These processes led to the Arusha accords for Burundi in 2000 and the Inter-Congolese Dialogue in Sun City (South Africa) for the DRC in 2002.

As Switzerland stepped up and diversified its activities during the democratic transition the need arose to draw up an overall strategy aimed at coordinated application of aid and development instruments, humanitarian aid, peace promotion and diplomacy. In the first phase of this strategy Switzerland was able to improve the coherence of its activities and more effectively confront the complex political, security, humanitarian and development challenges that characterise the region. The strategy has been reworked for the period 2013–2016 in line with the Dispatch on Switzerland's International Cooperation in 2013–2016, the Dispatch on Peace Promotion and Human Security 2012–2016, Switzerland's Foreign Policy Strategy 2012–2015 and the sectoral policies of the three countries concerned.

The aim of this new strategy is to help a population suffering both poverty and the consequences of armed conflicts. These three states are still fragile and will not be able to tackle poverty until they have introduced a greater measure of peace, justice and stability. This peace and stability will depend above all on the strengthening of the legitimacy and functioning of state institutions. Switzerland intends to contribute to this by encouraging all actors to participate in sociopolitical processes, helping the states to provide good basic services, and creating favourable conditions on the labour market.

The key actors on the Swiss side are the Swiss Agency for Development and Cooperation (SDC) and the FDFA Directorate of Political Affairs. Synergies will be sought with other Swiss actors active in the region. CHF 149 million has been earmarked for the 2013–2016 period.

We are convinced that the strategic objectives of this new strategy, in particular the new focus on promoting employment and income at the regional level and on strengthening Swit-

zerland's involvement in the DRC, coupled with Switzerland's good reputation as a donor, will enable it to contribute in an effective and targeted way to international efforts towards stabilisation and equitable development in this region.

The Swiss cooperation strategy for the Great Lakes region 2013–2016 was approved in April 2013.



Yves Rossier
State Secretary



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Director-General of the SDC

1. Key regional dynamics

Rwanda, Burundi and the two provinces of Kivu in the Democratic Republic of Congo (DRC) are clearly historically, geopolitically and commercially interdependent. Since these three countries gained independence, this interdependence has not only led to regular exchanges but has also triggered a series of bloody conflicts with major regional repercussions. Since signing peace accords in the early 2000s Rwanda and to a lesser extent Burundi have made progress in terms of development and stability, whereas the situation in the eastern DRC remains unstable. Contested elections in Burundi in 2010 and in the DRC in 2011 as well as the outbreak of a new crisis in the eastern DRC in 2012 have called this positive regional dynamic into question.

Within this context regional stabilisation will essentially depend on strengthening the legitimacy of state institutions. This legitimacy will ensue primarily from a greater political opening up and better sociopolitical and economic inclusion. The conduct of the upcoming elections in the DRC in 2013, in Burundi in 2015 and in Rwanda in 2013 and 2017 will be an important indicator of the degree of democratisation and peace consolidation in the region. The vast majority of the population of the Great Lakes region, which is poor and rural, will be satisfied in the medium term if the state ensures security, creates jobs and provides good basic services, especially healthcare services. But at the same time the question of political participation remains key to peace in the region.

Regional stabilisation will also depend on the DRC exercising effective trusteeship over the extensive mineral wealth resources of Kivu, as well as over its land, the struggle for which was one of the major factors in the regional conflict. In fact the DRC is home to more than half the world's reserves of cobalt, 10% of copper reserves, 30% of the world's diamonds and 70% of coltan reserves (a mineral used in high technology products). It is estimated that 70%–90% of minerals in the DRC are extracted in small-scale mining operations carried out by close to 10 million individuals and their families. Most of these minerals are found in the provinces of Katanga and the two Kivus. The extraction of minerals in Kivu, mainly gold and coltan, is dominated by the informal sector and characterised by a militarisation of mining. Numerous reports – notably by the United Nations – have stressed that western firms and neighbouring countries play a crucial role in purchasing and marketing these “conflict minerals” and so contribute to destabilising the region.

Demographic pressure is another major challenge for the future of the Great Lakes region. In Rwanda the average population density rose from 320 people per square kilometre in 2002 to 420 people in 2012. In Burundi it is currently almost 400 people per square kilometre. The rapid population growth threatens the durability and efficiency of basic public services

(education and health). In Burundi and Rwanda it is also the cause of the continual fragmentation of agricultural land. This threatens to prompt a mass exodus of rural inhabitants to the towns, perhaps even major migratory flows, as the secondary and tertiary sectors in the three countries still offer few job opportunities for all those forced to leave an increasingly saturated primary sector. Of the three Great Lakes countries, Rwanda is notable in that it has had

a voluntary family planning policy since 2006 based on widely available contraception. The joint efforts of the government and donors has contributed to lowering the fertility rate from 6.5 children per woman in 2006 to 4.6 currently (in Burundi it is unchanged at 6.1). Despite these efforts, population growth remains high (2.6% in Rwanda and 2.4% in Burundi) and shows no sign of slowing.



2. Framework and Switzerland's objective in the Great Lakes

Switzerland has been active in the Great Lakes region since 1961. For three decades it implemented development programmes in Rwanda and Burundi. From the 1990s, following the wars that ravaged the region, the stress has been on humanitarian aid and peace promotion (cf. annex 2). As Switzerland stepped up its activities at the regional level from the late 1990s there was a need to implement a framework for coordinating strategy and operations. Since 2009 this framework has been known as the "FDFA Great Lakes 2009–2012 Strategy". Its goal is to define Switzerland's priority action areas in the region and to achieve synergies between the three foreign policy instruments: development assistance, humanitarian aid and peace promotion. This strategy has enabled Switzerland to make its activities more consistent and complementary. It is being updated in line with the Dispatch on Switzerland's International Cooperation 2013–2016, the Dispatch on Peace Promotion and Human Security 2012–2016, Switzerland's Foreign Policy Strategy 2012–2015 and the sectoral policies of the three countries concerned.

The 2013–2016 Dispatch envisages greater Swiss involvement in fragile contexts. Therefore, from 2013 the Great Lakes region is the focus of a regional priority programme of the SDC. Switzerland's decision was taken out of a desire to help a population affected by both poverty and the consequences of armed conflict. The three countries are still fragile and will not be able to tackle poverty and reach the Millennium Development Goals unless they first manage to increase peace, justice and stability. This peace

and stability depend above all on strengthening the legitimacy and functioning of state institutions. Switzerland plans to contribute to this by encouraging all actors to participate in sociopolitical processes, by helping the states to provide good basic services and by creating the right labour market conditions. In accordance with the key regional dynamics and Swiss foreign policy objectives, Switzerland's activities in the Great Lakes region will therefore focus on two strategic areas: "preventing and managing crises, conflicts and disasters" and "universal access to resources and basic services".

The shared history of Rwanda, Burundi and the eastern DRC, the regular spread of national conflicts across country borders, and communities that straddle borders are all aspects that justify a regional approach. This is realised through a programme with two strands: support to regional organisations and initiatives, and projects implemented in the three countries. Switzerland systematically supports exchanges between actors and partners on best practices. This creates a climate of confidence that will help end the recurrent crises, replacing these with a positive interdependence of the three countries.

3. Overview 2009–2012

Financial commitments: The priority areas in the 2009–2012 strategy were health and peace consolidation. The average amounts invested annually in these two domains since 2009 are as follows: SDC-RC (SDC Regional Cooperation) – CHF 17 million; SDC-SHA (SDC Humanitarian Aid) – CHF 8 million; HSD (Human Security Division) – CHF 2.5 million.

Results achieved by SDC-RC: Health: The SDC contributed to increasing capacity in around 240 decentralised healthcare facilities in the three countries in turn (Rwanda in 2002, Burundi in 2006 and South Kivu in 2009) thereby improving access to quality care and services for more than 2 million people. This improvement led in all three countries to a significant fall in levels of maternal mortality. Since 2010 in the areas of SDC activity they have fallen on average from 120 deaths to 80 deaths per 100,000 live births. In Rwanda the SDC has since 2002 supported the introduction of a health insurance scheme that now covers more than 90% of the population. In the DRC 6,000 female victims of violence have received medical and psychosocial follow-up care since 2009. Peace consolidation: In 2011 Burundi adopted a new land code that institutionalises a model of decentralised land management promoted by the SDC. The communes involved have so far registered 3,800 applications and issued 2,400 certificates of ownership recognised by the state. In Rwanda the government has replicated countrywide a model for training district officials developed by the SDC-RC as part of its decentralisation programme.

Results achieved by the SDC-HA: Contributions to the ICRC (International Committee of the Red Cross), WFP (World Food Programme), HCR (UN High Commissioner for Refugees) and Swiss NGOs have enabled funding for programmes to protect hundreds of thousands of civilians – victims of food crises, conflicts and natural disasters – mainly in the DRC and Burundi. Responding to needs, the SDC-HA provided immediate humanitarian assistance to refugees and to displaced persons, particularly in the areas of emergency medical aid (response to epidemics) and food crises. At the international level, Switzerland’s active role since 2002 in advocacy within the humanitarian community was a major factor in the elaboration and adoption of United Nations Security Council Resolution 1820 on women and peace and security.

Results achieved by the HSD: The HSD is active in four domains in Burundi: democratic dialogue, dealing with the past, human rights and small arms. Through the bilateral and multilateral commitment of the HSD, which has had a human security advisor in Bujumbura since 2006, Switzerland now has a clear and acknowledged profile in the Great Lakes region and a wide political network. In several areas the HSD plays the role of “informal convener”, facilitating exchanges between different actors. It notably contributed to the repatriation of rebel groups and to their registration as a political party (2009), to the resumption of dialogue between the government and opposition following the 2010 elections, to the preparation of a truth and reconciliation commission and to the adoption of an integrated approach to dealing

with the past and human rights. In the DRC, thanks to the support of Switzerland, the ISSSS (International Security and Stabilisation Support Strategy) was revised and again made central to the mandate of MONUSCO (United Nations Organisation Stabilisation Mission in the Democratic Republic of Congo). Swiss support has also contributed to Kivu residents being included in the democratic dialogue.

Multilateral engagements: Switzerland supports MONUSCO and the BNUB (United Nations Office in Burundi) as part of its mandatory contributions to the UN. During the period 2009–2012 Swiss contributions to MONUSCO amounted to around CHF 17 million per year. Switzerland also makes a military advisor available to the BNUB and has military observers and demining experts at MONUSCO. At the political level Switzerland’s Permanent Representative to the UN in New York has chaired the PBC (UN Peacebuilding Commission) Burundi Configuration since 2009. It acts as Burundi’s legal representative to the international community to mobilise funds for the SFPB (Strategic Framework for Peacebuilding in Burundi) and SFGPR II (Strategic Framework for Growth and Poverty Reduction). In 2012, through the efforts of the Permanent Mission to the United Nations Office in Geneva, Switzerland provided valuable support to the organisation of a high-level conference of Burundi’s development partners. The Swiss Permanent Representative to the UN contributed to the success of this conference by attracting a large and diverse list of participants and in presiding over part of the discussions. Through an SDC contribution to the United Nations Development Programme’s aid coordination fund for Burundi, Switzerland was involved in funding and organising the conference alongside other donors, including Belgium, the EU and the Netherlands.

Cooperation with partners: Working closely with actors on the ground (in districts and communes), the SDC has been able to effectively meet the requirements of people in the region. Thanks to its broad understanding of the local contexts and agencies, public and private, Switzerland has acquired legitimacy to influence national policy, particularly in the domains of health in Rwanda, and decentralisation and land management in Burundi. This understanding of local conditions explains why SDC cooperation with the central government has been limited, with a few exceptions, to political dialogue on sectoral issues based on its experiences on the ground.

Internal coordination: The aim of the strategy is to define the priority areas of the FDFA’s involvement and to ensure the coordination, complementarity and coherence of the instruments used (development aid, humanitarian aid, peace promotion and diplomacy). This strategy has enabled Switzerland to improve the coherence of its activities and to deal more effectively with the complex political, security, humanitarian and development challenges that are characteristic of the region.

4. Implications for the 2013–2016 strategy

A new area of involvement. From 2013, in line with the Dispatch 2013–2016, the SDC-RC will commit to a third intervention area, namely employment and income. This will encompass vocational training and agriculture. The decision is based on the desire to promote employment and income generation as well as the importance of these factors in stabilisation processes. It is also consistent with the guidelines of the SDC Regional Cooperation for Eastern and Southern Africa, which considers the economic development of rural zones a priority in all countries of the region.

Greater consideration of the specificities of intervention in fragile countries. The 2013–2016 strategy takes into account the commitment made by Switzerland at Busan and the recommendations drawn from the evaluation of the performance of SDC instruments in fragile contexts (the Great Lakes region was included in the analysis). Therefore, from 2013 analysis of the regional context will place greater emphasis on linking programmes to the causes of conflicts. The new strategy will follow 3 of the 5 peacebuilding and statebuilding goals of the “New Deal” (inclusive politics, revenue and services, and economic foundations) by focusing on complementarity, coherence and coordination.

Security and justice: two domains inherent to peace promotion and development. Security and justice were recognised as priority goals for the development and stabilisation of fragile states within the New Deal framework. The reform of security and justice systems, eminent-

ly political domains, cannot occur without the compliance of the governments of the countries concerned. For these reforms to have a chance of success, the countries supporting them must also demonstrate a strong political commitment and be able to provide substantial funding. Switzerland is too small an actor to be able to launch its own security and justice reform programme for the Great Lakes region. However, Switzerland does have numerous other possibilities to contribute to population security through activities that combine security and development as well as within the framework of its support for political dialogue, human rights and civilian protection.

Greater engagement, particularly in the DRC. As a governmental actor, Switzerland can carry out its own projects on the ground while at the same time operating at the political level. The concrete experience that it brings to national and multilateral forums, in addition to other aspects of its activities, often enables Switzerland to influence sectoral policies in coordination with other donors. A donor country like Switzerland is able to supply the kind of aid that has the greatest impact because it comprises both resources and expertise. In a context as complex as that of the Kivus, marked by recurrent crises, strong commercial interests and a wide range of actors, Switzerland needs to recognise what it has to offer in defining the specific contribution it can make to the process of stabilisation and development in this region.

Stronger emphasis paid to the question of mineral resources. Mining activity in the eastern DRC is of importance to Switzerland in that its negative effects on politics and people’s daily lives could undermine or even negate Swiss efforts towards an equitable development of the region. Conditions on the ground do not currently permit the implementation of programmes aimed at improving systems of governance as a step towards democratic control of the sector. Therefore, Switzerland will continue its efforts at the international level. These are aimed at increasing standards of transparency and responsibility in policies related to the extraction and trade in raw materials and at improving legislation and/or non-legislative measures to raise social and environmental norms for mining companies.

Demographic pressure: focus on reproductive health rights. Control of population growth is a complex issue. It cannot be reduced to family planning strategies that tend to hold women entirely responsible for controlling their fertility. It is known that access to education, a more equal balance of power between men and women and a general improvement in living standards create security and form the basis of a family strategy that can rein in population growth, reducing the traditional tendency towards large families, particularly in rural settings. Therefore, Switzerland will pursue a systemic approach in its support for the health system, covering common regional issues such as health funding, universal cover and the quality of services for women, men and children. Reproductive health is one of the important elements of women’s health care and will be pursued in tandem with reproductive health rights and the prevention of gender-based violence.



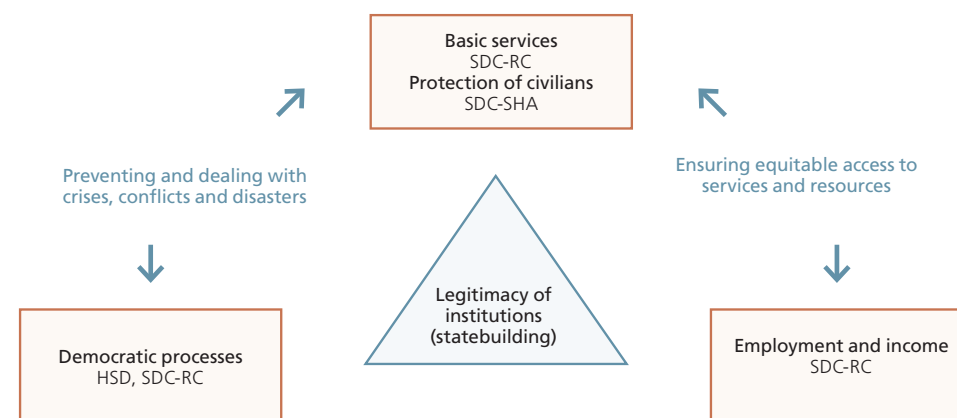
Continuing multilateral engagement: Switzerland will continue its engagement at the PBC level. As Burundi has expressed a desire to remain on the PBC agenda until the 2015 elections, Switzerland, which retains the PBC Burundi Configuration chair, will have new opportunities to provide political support to the peace consolidation process in Burundi. Within this context, Switzerland will pay particular attention to monitoring the commitments made at the Burundi partners' conference in Geneva in 2012 and to a responsible handover as chair of the PBC. Although chairing the PBC Burundi Configuration provides Switzerland with opportunities to support peace consolidation in Burundi, Switzerland's influence in the DRC stabilisation process is limited by the fact that it is not a member of the UN Security Council. Switzerland will, however, be able to keep a close eye on the development of the MONUSCO mandate by the Security Council and will exercise

its influence when opportunities to do so arise. Furthermore, it will still be able to contribute to the overall UN effort where the different bodies (General Assembly, Special Committee on Peacekeeping Operations) have the same goal, irrespective of the country, of improving the administrative and judicial framework of political missions and of peacekeeping.

Continued cooperation with the EU and/or its member states: Switzerland will continue its exchanges of information on the ground with EU delegations regarding the political and social situation. Where possible it will also take part in discussions on defining the 11th EDF (European Development Fund). From a more operational point of view Switzerland will continue to sit together with EU member states in sectoral groups on coordinating aid, particularly in the field of health.

5. Theory of change for the period 2013–2016

“Peace and stability in the Great Lakes region will depend on strengthening the legitimacy of state institutions. This legitimacy will primarily result from a better inclusion of all sociopolitical actors in democratic processes, improved basic services, protection of civilians, and employment and income growth.”



The FDFA intends to contribute to peace and stability in the Great Lakes region through concerted action involving the instruments of development aid, humanitarian aid and peace promotion. Swiss embassies in the area and the permanent missions to the UN will contribute to realising these goals.

SDC-RC: The engagement of the SDC-RC in the field of basic services will continue to focus on health (maternal and infant health, sexual violence, water and sanitation). This priority, reflected in sizeable programmes, is a response to what the people of the Great Lakes region, who are still affected by conflict, consider their greatest concern. Alongside increased security, improving healthcare systems is one of the most effective ways of restoring citizens' confidence in the government.

The economic development of the three countries in the region will be achieved through the modernisation of agriculture, establishment of a domestic industry that creates added value, and the development of the tertiary sector. The SDC-RC will place the focus on agriculture and vocational training as generators of sources of income. In so doing, the SDC-RC expects to meet the needs of a predominantly young population (40% aged under 15) eager to work but lacking job opportunities. The focus also reflects concerns over sustainability. In fact, social services including health cannot be financed in

the long term without a significant increase in government revenue. In the Great Lakes region as elsewhere, states do not invest enough in these sectors, which mainly depend on household contributions and foreign aid. In the long run, therefore, social and economic goals must be better balanced.

SDC-SHA: Protection of civilians (refugees, displaced persons and those who have returned home, with a particular focus on women and children) will remain the priority goal of SDC-SHA. However, the SDC-SHA will retain some flexibility, both geographical (currently it is active in the DRC and Burundi) and financial, to be in a position to respond to emergency situations where change can be sudden.

HSD: To support the development of a democratic culture, HSD will stress the inclusion of leaders of movements and other individuals in political processes, the transformation of these movements into political parties based on democratic values, support for institutions or mechanisms that could prevent a return to violence, and the promotion of human rights. The HSD will use the instruments of dialogue, mediation, facilitation and promotion of human rights, and dealing with the past. In the DRC the HSD will extend its commitment through the creation of a human security advisor position. In Burundi, it will continue its engagement until 2015 at least.

Swiss embassies and permanent missions to the United Nations: The Swiss embassies in this region will support these activities, notably through diplomatic interventions and de-

marches at bilateral government meetings and during visits to different state actors. They will also facilitate the realisation of strategic goals by adapting measures and initiatives. Parallel to this, Switzerland's chairing of the Burundi Configuration of the UN Peacebuilding Commission is of particular significance. Furthermore, Switzerland's participation in informal working groups and in debates and negotiations related to these issues, e.g. within the General Assembly or the Human Rights Council, enables it to indirectly promote the culture of democracy in the Great Lakes region.

Intervention areas and aid modalities: In Rwanda and the DRC, the SDC-RC will continue its work in the field in the same provinces (Western Province in Rwanda, South Kivu Province in the DRC). In Burundi, thanks in part to delegated cooperation from Belgium, the SDC-RC will extend its work to take in Kayanza Province (adjacent to Ngozi Province). The SDC-RC will continue to use existing aid mechanisms (concrete work at a decentralised level and

sectoral policy dialogue drawing on field experience). The SDC-SHA will pursue its objective of protecting civilians through financial contributions to its main partners (HCR, WFP, OCHA, ICRC, UNICEF and NGOs) to fund activities in the worst affected regions, in particular in the eastern DRC. The HSD will continue to focus its activities on Burundi but will strengthen its engagement in the DRC.

Risk management: Regular external and internal conflict analysis will be carried out to monitor conflict-sensitive programme management (CSPM), as well as security tools and related aspects, and to continually adapt these to requirements. Crisis plans and routine security measures will be checked and updated by the SDC security advisor under the supervision of the regional director and in cooperation with the Swiss embassies concerned. FDFA/SDC missions will take place at least once a year to assist SDC offices and Swiss embassies to manage and adapt security measures.



Annex 1: Results Framework

The FDFA intends to contribute to peace and stability in the Great Lakes region through concerted action involving the mechanisms of aid and development, humanitarian aid and peace promotion. The FDFA will achieve this by enhancing the legitimacy and functioning of state institutions through the inclusion of all sociopolitical actors in democratic processes, through the protection of civilians, the improvement of basic services and growth in employment and revenue. The Swiss embassies in the region and the permanent missions to the United Nations will contribute to realizing these goals.

Intervention area 1: Basic services (SDC-RC): the local administration provides good basic services, in particular in the fields of health, drinking water and sanitation. These services contribute to improving living conditions for the population and create the conditions for economic and social development.

Specific topics and mechanisms:

- Health, water and sanitation
- Medical, psychosocial and legal support to women who are victims of violence
- Local administration

(1) FDFA PROGRAMME RESULTS	(2) SWISS CONTRIBUTION	(3) DEVELOPMENT RESULTS AT COUNTRY/ REGIONAL LEVEL
<p>Result 1: The health of men and women is improved thanks to functioning public health structures.</p>	<p>Interventions at the decentralised level. Focus on universal cover, quality of care, especially for mothers and children, and the management of health facilities. Health centres and hospitals equipped with drinking water supply systems, latrines and washbasins. Lasting mechanisms for managing and maintaining infrastructure. Changes in behaviour regarding hygiene are promoted.</p>	<p>Reduction in maternal and infant-child mortality rates. Increase in visits to health facilities. The population is satisfied with the healthcare provision. Rates of prevalence of waterborne diseases and the mortality rate of children aged under 5 decrease noticeably. National policies for reference: Rwanda: HSSP III. Burundi: PNS and PNDS. DRC: SRSS, PNDS.</p>
<p>Result 2: Women who are victims of sexual violence receive integrated care (medical, psychosocial, legal, economic, integration).</p>	<p>Support (material, methods, management) to 6 local NGOs so they can operate shelters for female rape victims. Link between these centres and health facilities. Legal and financial support to women receiving care.</p>	<p>The physical and mental health of individuals in the region who have been victims of violence is protected. Victims of violence are reintegrated into their communities. Those guilty of rape are prosecuted and punished.</p>
<p>Result 3: 18 communes in two provinces of Burundi deliver quality services thanks to an improved mobilisation of human and financial resources.</p>	<p>Strengthening of the capacity of all local actors. Communal development plans. Co-financing of community projects. Technical and financial support to the relevant ministry, the National Fund for Communal Investment (FONIC), the national training structure for decentralisation, the ombudsman and civil society.</p>	<p>The law on the redistribution of competences comes into being and enables state funds to be transferred to the communes. The communes become more effective thanks to local economic development and civic control over public action. Living conditions in the three countries improve as the communes respond appropriately to the populations' needs.</p>

Lines of intervention (Swiss programme):

- Programmes to support public health systems (Rwanda, Burundi, DR Congo).
- Psychosocial programme (Rwanda, Burundi, DR Congo).
- Water and sanitation programme in the health sector (Rwanda, Burundi, DR Congo).
- Decentralisation support programme (Burundi).

Intervention area 2 (humanitarian aid): Protection of civilians (SDC-SHA): Switzerland helps achieve the goals set by countries and humanitarian actors relating to humanitarian access and protection of vulnerable groups (refugees, internally displaced persons and persons having returned home, host families, women and children).

Specific topics and mechanisms:

- Protection of civilians, victims of conflict, crises and natural disasters (refugees, displaced persons, host families, those who have returned home, women and children)
- Emergency medical care
- Food aid and nutritional support

(1) FDFA PROGRAMME RESULTS	(2) SWISS CONTRIBUTION	(3) DEVELOPMENT RESULTS AT COUNTRY/ REGIONAL LEVEL
<p>Result 4: Protection: Improved response capacity of humanitarian actors (multilateral and bilateral partners) tasked with protecting civilian populations.</p> <p>Result Indicator 4.1: Number of vulnerable persons supported by SDC-SHA partners (OCHA report, UNHCR, PAH, SHA partners). Result Indicator 4.2: Number of vulnerable persons without access to humanitarian assistance. (OCHA report, PAH) Result 4a) Health: Stepped up efforts to reduce mortality and morbidity, including maternal mortality and under-five mortality, in the zones supported by SDC-SHA partners. Indicator 4a) 1: Under-five infant mortality rate in the zones supported by SDC-SHA partners. Result 4b) Food security: Respond to emergency food needs and ensure emergency food production for populations affected by crises in the zones supported by the SDC-SHA. Indicator 4b) 1: % of populations having a food consumption score of above 28 in the zones supported by the SDC-SHA.</p>	<p>Intervention logic</p> <ul style="list-style-type: none"> • Funding (multilateral and bilateral) partners providing protection, food security and emergency medical aid; • Swiss Humanitarian Aid Corps experts made available to UN organisations. The capacity of the SDC programme office in Bukavu is strengthened with a regional humanitarian officer; • Stronger advocacy for respect for victims' rights and humanitarian principles. • Participation in the Protection, Health and Food Security clusters <p>Risks</p> <p>Restricted humanitarian access owing to insecurity. Problems of access and high intervention costs owing to poor infrastructure (roads, airfields...). Lack of commitment among the actors concerned and/or ignorance of humanitarian principles and human rights. Difficulty of finding partners in the risk areas. Drop in donor contributions leading to withdrawal of certain actors. Weak government involvement in the technical management of emergencies</p>	<p>The civilian population is respected and protected by the authorities and the conflict parties.</p> <p>Reference document: DRC Humanitarian Action Plan 2013: Protection cluster: Specific goal 1: In protecting the population, prevent and reduce the risk of insecurity, armed conflict and human rights violations in the areas of origin, of displacement and of return/resettlement. Outcome indicator: % of protection incidents reported.</p> <p>Health cluster: Specific goal 2: Contribute to strengthening activities to reduce mortality and morbidity, including maternal mortality and under-five mortality. Outcome indicator: under-five infant mortality.</p> <p>Food Security cluster: Specific goal 1: Respond to emergency food needs and ensure emergency food production for populations affected by crises. Outcome indicator: % of populations with a food consumption score of above 28.</p>
<p>Lines of intervention (Swiss programme):</p> <ul style="list-style-type: none"> • Contributions to partner programmes (HCR, WFP, OCHA, ICRC, UNICEF and NGOs) • Strengthening the capacity of the SDC programme office in Bukavu with a regional humanitarian officer. • Experts of the Swiss Humanitarian Aid Unit placed at the disposal of UN organisations • Funding for a network of surgeons (plastic and reconstructive surgery) • Delivery of Swiss powdered milk to social institutions • Other funding depending on how the humanitarian situation evolves. 		

Intervention area 3: Employment and income (SDC-RC): Providing vocational training adapted to market needs stimulates employment and income growth. Increased agricultural production and the promotion of healthy eating habits contribute to improved food security. Use of sustainable techniques for the production of building materials leads to the creation of new jobs and reduces the impact of economic activity on the environment.

Specific topics and mechanisms:

- Vocational training
- Agriculture and nutrition
- Production of building materials

(1) FDFA PROGRAMME RESULTS	(2) SWISS CONTRIBUTION	(3) DEVELOPMENT RESULTS AT COUNTRY/ REGIONAL LEVEL
Result 5: The rural population has developed the skills and abilities required on the labour market.	Construction, renovation and equipment of vocational training centres. Curricula developed in accordance with the needs of the secondary and tertiary sectors. Training of instructors. Involvement of the private sector. The regional process of harmonising curricula and certification is strengthened. Improved access for women to vocational training.	The secondary and tertiary sectors in the three countries offer greater employment opportunities to those with professional qualifications and the desire to work. National policies for reference: Rwanda: EDPRS II. Burundi: PRSP II. DRC: PRSP.
Result 6: Use of sustainable techniques for the production of building materials generates new jobs and reduces the impact of economic activity on the environment. Working conditions in the building material production sector are improved.	Testing and promotion of adapted technologies for manufacturing building materials. The focus is on new technology models and viable production sites that respect the environment, greater energy efficiency, improved working conditions, especially for women, and greater compliance with demand.	The building materials sector (currently mainly within the informal economy, characterised by seasonal production and at times deplorable working conditions, mainly for women) is gradually evolving into a sector with fewer informal production units that are more productive and pay greater respect to environmental and social standards. The materials produced meet the requirements of the market and contractors. National policies for reference: Rwanda: EDPRS II. Burundi: PRSP II. DRC: PRSP.
Result 7: Intensified agricultural productivity, developing markets that benefits the poor and the promotion of healthy eating habits contribute to improved household food security and increased income and job opportunities.	Promotion of agricultural production and market development with the focus on commercial agricultural centres with potential to increase and diversify production and specialised services. Implementation of national and multi-sectoral plans to combat malnutrition	Intensified farming, the creation of local and regional markets through improved policies and a favourable trade environment strengthen the productivity of the agricultural sector and generate sources of income and employment for small-scale producers. National policies for reference: Rwanda: EDPRS II. Burundi: PRSP II. DRC: PRSP.
Lines of intervention (Swiss programme):		
<ul style="list-style-type: none"> • Promoting Skills Development and Employment Creation in the Great Lakes Region (Rwanda, Burundi, DRC). • Promoting off-farm employment through climate responsive building material production (Rwanda, Burundi, DRC). • Food security in the Great Lakes region: production and nutrition (Rwanda, Burundi, DRC). 		

Intervention area 4: Democratic processes (HSD and SDC-RC): An open, pluralistic dialogue between civil society, political parties and government bodies (HSD) facilitates reconciliation, respect for human rights and dealing with the past. The population has access to trustworthy, independent information on democracy and peace issues. Land rights are promoted by the appropriate legal frameworks and communal land services able to deliver the necessary guarantees (SDC-RC).

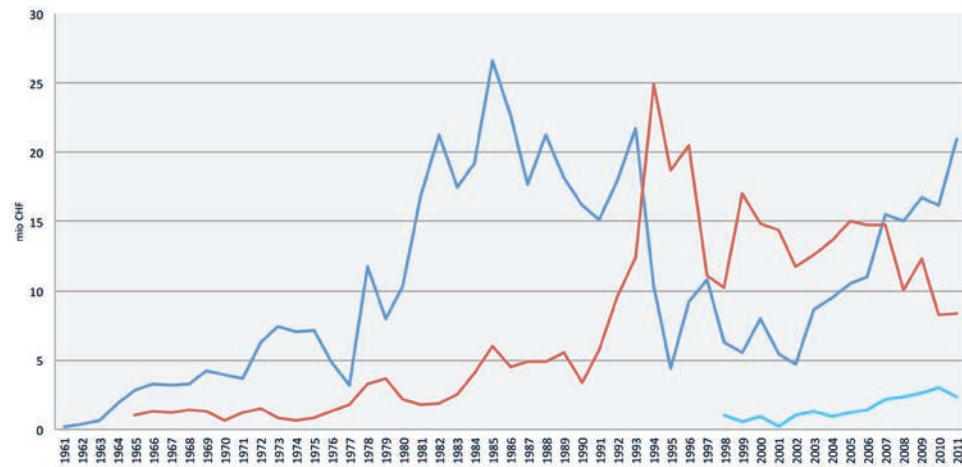
Specific topics and mechanisms:

- Dialogue/Mediation/Facilitation (HSD); Dealing with the past (HSD); Human rights (HSD)
- Media (SDC-RC);
- Land security (SDC-RC)

(1) FDFA PROGRAMME RESULTS	(2) SWISS CONTRIBUTION	(3) DEVELOPMENT RESULTS AT COUNTRY/ REGIONAL LEVEL
Result 8a: More inclusive political processes improve the legitimacy of state institutions and prevent the formation of armed groups.	In Burundi, Switzerland supports the political dialogue between the extra-parliamentary opposition and the parties in power. In the DRC and at the regional level, Switzerland contributes to the search for peaceful solutions to the recurrent crises in the Kivus. <ul style="list-style-type: none"> • In its role as chair of the UN Peacebuilding Commission Burundi Configuration, Switzerland facilitates the peace consolidation process in Burundi. 	Dialogue is established between the opposition and the governing party. The 2015 elections take place peacefully and a range of political parties take part. <ul style="list-style-type: none"> • Assuming elections in Burundi are transparent and inclusive, a responsible, gradual disengagement of the HSD may be envisaged. • The people of the Kivus are involved in the political processes that concern them at a national and regional level. • The transitional justice process in Burundi strengthens national cohesion and contributes to the fight against impunity. In the DRC processes of transitional justice at the political level are set in train. • Mechanisms of legal and institutional protection exist at the national level. Mechanisms of international protection are used. Political space is preserved along with freedom of expression for the media and civil society.
Result 8b: Dealing with the past and remembrance efforts contribute to reconciliation.	<ul style="list-style-type: none"> • In the DRC, Switzerland supports platforms for dialogue that encourage a more responsible and cohesive leadership. 	<ul style="list-style-type: none"> • The transitional justice process in Burundi strengthens national cohesion and contributes to the fight against impunity. In the DRC processes of transitional justice at the political level are set in train. • Mechanisms of legal and institutional protection exist at the national level. Mechanisms of international protection are used. Political space is preserved along with freedom of expression for the media and civil society.
Result 8c: Advocacy to promote respect for human rights contributes to fighting impunity.	In Burundi and the DRC Switzerland promotes a holistic and inclusive understanding of transitional justice and dealing with the past. <ul style="list-style-type: none"> • Switzerland initiates a dialogue promoting respect for human rights, the principles of the rule of law and the fight against impunity 	<ul style="list-style-type: none"> • The authorities are more tolerant of the media (seen as a political opposition force). Regulatory organs (national communication councils) are less inclined towards repression and more inclined towards promoting the sector and its self-regulation.
Result 9: Establishment of critical, diversified and non-partisan media (radio, newspapers). The population has access to trustworthy, independent information on issues of democracy and peace.	Financial contributions to local radios/news-papers to produce quality reports. Ongoing training of local journalists. Production of reports dealing with regional issues.	
Result 10: Land users in the Province of Ngozi (Burundi) have access to decentralised land tenure services. They win recognition of their rights. In South Kivu the provincial legal framework provides greater land security. The new national land code takes the specific features of the province into account.	Burundi: Support for communal land rights services. An agency of the ministry is responsible for coordination. Civil society coordination framework. Kivu: Pilot projects for decentralised land rights management under the customary system. Support for the governor in light of a provincial order on the subject.	Burundi: National land rights legislation and implementing regulations contribute towards better land governance. Communal Land Services implemented on a national scale. South Kivu: The DRC develops its legislative framework. The new land code removes uncertainties over the rights acquired by the communities.
Lines of intervention (Swiss programme):		
<ul style="list-style-type: none"> • Regional support programme for media in the Great Lakes region (Rwanda, Burundi, DR Congo). • Land programmes in Burundi and DR Congo. • Dialogue/Mediation/Facilitation; Dealing with the past, Human rights 		

Annex 2: Distribution of Swiss public spending between 1961 and 2011

Evolution since the 1960s of spending on the implementation of development aid, humanitarian aid and peace promotion instruments. A point to highlight is the drop in development spending and the increase in funds allocated to humanitarian aid following the 1994 genocide. This trend was reversed from 2002 as the conflicts eased in the wake of the various peace accords.



— SDC development cooperation

— SDC humanitarian aid

— Peace (HSD)

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