



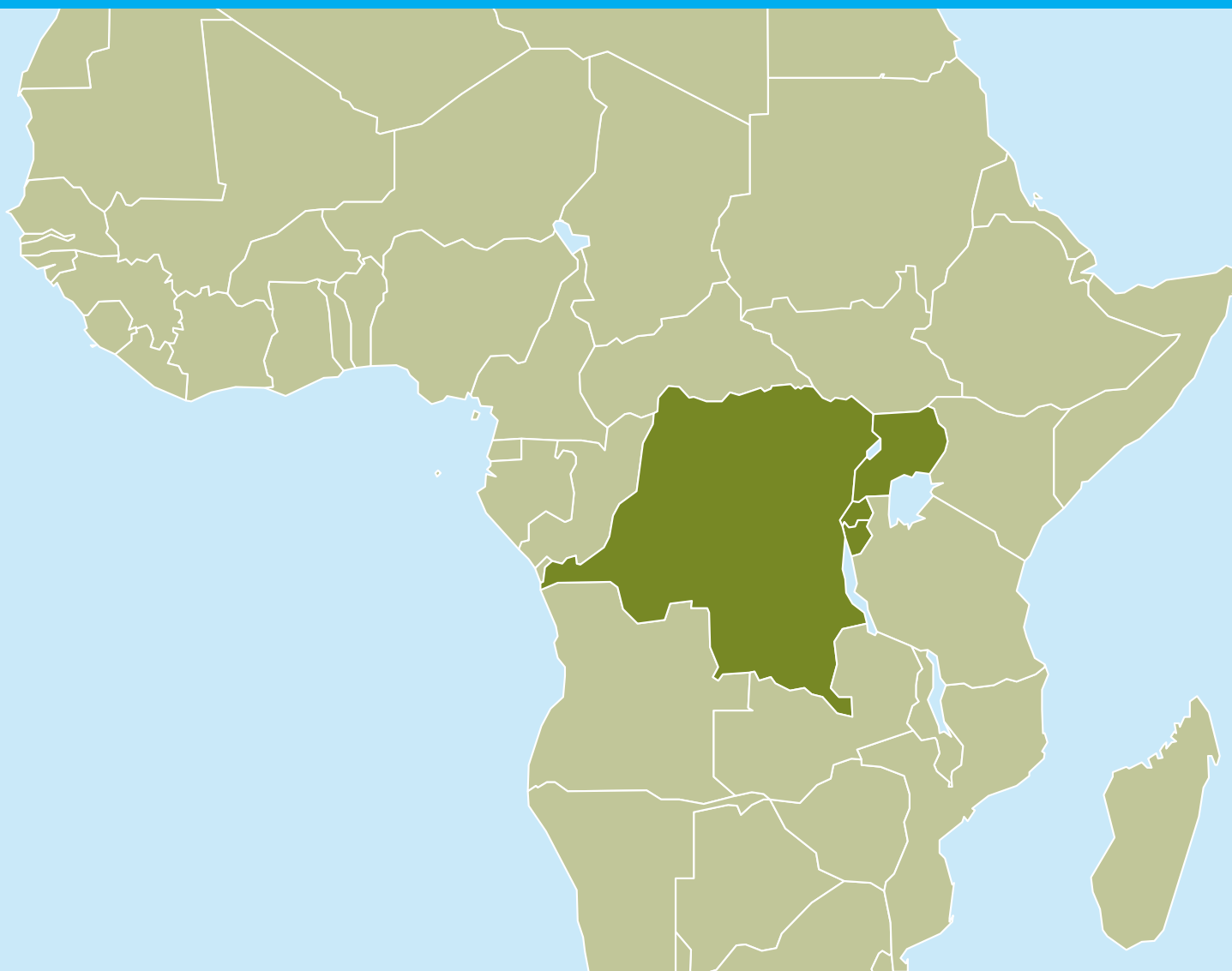
Kingdom of the Netherlands

# Multi-Annual Strategic Plan

2014 - 2017

## *Great Lakes Region*

Mali Benin Ghana Ethiopia Horn of Africa South Sudan Kenya Rwanda Burundi Uganda Grote meren Mozambique Palestinian Territory Yemen Afghanistan Bangladesh



2014-  
2017

Embassy of the Kingdom  
of the Netherlands Kigali

Embassy of the Kingdom  
of the Netherlands  
Kampala

Embassy of the Kingdom  
of the Netherlands  
Bujumbura

Embassy of the Kingdom  
of the Netherlands  
Kinshasa



## **GREAT LAKES REGION MULTI-ANNUAL STRATEGIC PLAN**

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In this revised Multi-Annual Strategic Plan (MASP), the principles of the policy paper 'A world to gain: a new agenda for aid, trade and investments' have been elaborated. The MASP applies for a period of four years (2014-2017), but interim adjustments are possible: for example, in the case of major political or other changes, or to improve alignment of Dutch initiatives with the EU Joint Programming.

## Abbreviations

ABAKIR	Autorité de Bassin du Lac Kivu et de la Rivière Ruzizi
ACOTA	Africa Contingency Operations Training and Assistance
AfDB/ADB	African Development Bank
AFRICOM	United States Africa Command/Africa Command
AIDS	Acquired Immunodeficiency Syndrome
AMISOM	African Union Mission in Somalia
APSA	African Peace and Security Architecture
AU	African Union
CARE	Cooperative of Assistance and Relief Everywhere
CEPGL	Communauté Économique des Pays des Grand Lacs
COMESA	Common Market for Eastern and Southern Africa
CSO	Civil Society Organization
CSR	Corporate Social Responsibility
CSS	Community Systems Strengthening
DDRRR	Disarmament, Demobilization, Repatriation, Reintegration and Resettlement
DEFAT	Defense Attaché
DFID	Department for International Development
DGF	Democratic Governance Facility
DRC	Democratic Republic of Congo
DRR	Disaster Risk Reduction
DSO	Department of social Development
EAC	East African Community
EALAN	East Africa Land Administration and Management Network
EKN	Embassy of the Kingdom of Netherlands
EU	European Union
FDLR	Force Démocratique pour la Libération du Rwanda
FIS	Fund for International Stability
FLOW	Funding Leadership and Opportunities for Women
GBV	Gender Based Violence
GoR	Government of Rwanda
HIV	Human Immunodeficiency Virus
HQ	Headquarter
ICG	International Contact Group
ICGLR	International Conference on the Great Lakes Region
IFDC	International Centre for Soil Fertility and Agricultural Development
IMF	International Monetary Fund
INGO	International Non-Governmental Organization
IUCN	International Union for the Conservation of Nature
IWRM	Integrated water Resources Management
JLOS	Justice, Law and Order Sector
KAM	Embassy of the Kingdom of Netherlands in Kampala
KfW	Kreditanstalt für Wiederaufbau
KIG	Embassy of the Kingdom of Netherlands in Kigali
LGCP	Local Government Capacity Programme
LKMP	Lake Kivu Monitoring Program
LOAC	Law on Armed Conflict
MDGs	Millennium Development Goals
MFO	Netherlands Co-financing Development Organisation/Co-financing Organisations for Development Co-operation

MFS	<i>Mede Financierings Stelsel</i>
MONUSCO	Mission de l'Organisation des Nations Unies pour la stabilisation en République démocratique du Congo
MW	Megawatt
NBI	Nile basin Initiative
NGO	Non-Governmental Organization
NICHE	Netherlands Initiative for Capacity development in Higher Education
NL	Netherlands
OAU	Organization of African Unity
PBEA	Peace Building, Education and Advocacy
PFM	Public Finance Management
PKO	Peace Keeping Operations
PO	Policy Officer
PPPs	Public Private Partnerships
PSC	Peace, Security Cooperation
RBO	River Basin Organization
RDF	Rwanda Defense Force
RoL	Rule of Law
RPF/RNP	Rwanda National Police
RRR	Reintegration, Rehabilitation and Recovery
SDC	Swiss Development Cooperation
SGBV	Sexual and Gender Based Violence
SIDA	Swedish International Development Cooperation
SMEs	Small and Medium Enterprise
SNV	<i>Stichting Nederlandse Vrijwilligers/Netherlands Development Organization</i>
SRGR	Seksuele en Reproductieve Gezondheid en Rechten
SRHR	sexual and reproductive health and rights
SRSG	Special Representative of the Secretary General
STIs	Sexually Transmitted Infections
TMEA	Trade Mark East Africa
UDF	European Development Fund
UN	United Nations
UNAMID	African Union/United Nations Hybrid Operation in Darfur
UNESCO-IHE	Institute for Water Education based in Netherlands
UNICEF	United Nations Children's Fund
UNMISS	United Mission in Sudan
UNSG	United Nations Secretary General
US	United States
USA	United States of America
VC	Video Conference
VMP	Vakbondsmede-financieringsprogramma/Trade Union Co-financing Programme
VNG	Vereniging van Nederlandse Gemeenten
WASH	Water Sanitation Hygiene
WHO	World Health Organization
WPF	World Population Foundation

## Foreword

There is no single solution to the various interrelated problems of the Great Lakes region, which inevitably have cross border effects. Poverty, conflict and instability are some of the many problems that should be tackled from different angles at the same time, both nationally and regionally.

In 2011, 15 Dutch Embassies in partner countries for development cooperation formulated Multi Annual Strategic Plans (MASPs) for the period 2012-2015 based on the new development policy in the "Focusbrief Ontwikkelingssamenwerking". Burundi, Rwanda and Uganda are partner countries and the Democratic Republic of Congo (DRC) is included as part of the regional policy for the Great Lakes. Therefore there are multiple development programs in the Great Lakes region: bilateral development cooperation programs in Burundi, Uganda and Rwanda, and a regional Great Lakes program (managed by Kigali in cooperation with embassies in DRC, Uganda and Burundi).

Shortly after the current Dutch government's installation in 2012, a new focus was developed within the priorities for development cooperation and foreign trade, accompanied by austerity measures. This has created the need to revise the existing MASPs. For the Great Lakes region, this process is accompanied by an additional commitment by the Minister for Foreign Trade and Development Cooperation that the bilateral programs will be more coherently guided by a regional framework. As a result, the regional analysis needed to be deepened, and synergies created between the bilateral and regional programs.

Over the past months, the embassies in the Great Lakes region, with representatives from the Ministry in The Hague, have gone through a process of analysis and drafting of a more coherent program to address the challenges in the Great Lakes region. Several strategic NGO partners were requested to provide feedback to the 2011 regional analysis, and broader meetings with NGOs were held, to gather input for the strategic plan in conformity with the suggestion of IOB to involve a broad range of partners in context analyses. In the development of this document, recent policy discussions, such as outlined in the policy document 'A World to Gain', have been duly taken into account.

This is a living document: it is the basis from which a process of enhanced cooperation is built. Focus was given to shared analysis in order to develop a solid basis to work from. The embassies in the region and the colleagues at the Ministry have agreed to increase coherence within the different Dutch interventions, and keep track of opportunities for greater synergy between different elements of the programs. This strategic framework forms a crucial element in this exercise, outlining the interventions through which the Netherlands seeks to address key issues identified in the region. The current strategy also encompasses agreements on enhanced cooperation and coordination between the different embassies, and between the region and headquarters.

Bujumbura, Kampala, Kigali, Kinshasa, October 2013

# 1 Summary

For many years, the Netherlands has been an active donor in the Great Lakes region. The region features many core issues of Dutch foreign policy: stability, human rights, poverty alleviation, international security, humanitarian aid to refugees, justice and accountability and, in some parts, emerging economic opportunities. The embassies in Bujumbura, Kampala, Kigali and Kinshasa, assisted by stakeholders from civil society and by key departments in the Ministry, submit this regional strategic plan. The regional analysis and its program form a guiding principle for the bilateral aid programs in Burundi, Rwanda and Uganda, but also for the centrally funded programs in the region. This approach means no business as usual, but closer cooperation, joint responsibilities for monitoring and implementation, leading to mutual reinforcement of the outcome of each individual embassy.

The future of the whole region depends on progress in solving the conflict. Within the region there are substantial differences in terms of challenges and opportunities. While in some parts of the region the focus lies on stability, security and poverty alleviation, in more stable parts of the region an emerging business climate warrants a transition of focus to economic cooperation. The four embassies aim at delivering added value in their interventions from stability to the economic perspective. This translates into a common regional approach with specific, focused interventions by the embassies in their bilateral multi annual strategic plans. This approach fits within the positive evaluation by IOB of the regional program in the Great Lakes. Additionally, it is in line with the advice of Arthur Docters van Leeuwen on modernisation of diplomacy to experiment with regionalisation.

The root causes of the conflict go back to colonial times. The Great Lakes region has long known turmoil with armed conflicts and human rights violations. The conflicts have impacted the economies and the lives of millions. Key issues identified are, among others, land scarcity, high population growth, poverty, uncontrolled armed rebel groups, and illegal exploitation of natural resources, ethnic divides, youth unemployment and institutional weaknesses.

The overall goal of the regional MASP is to contribute to stability in the region through the improvement of human security and inclusive growth.

To this new regional MASP a budget of EUR 79 mln was allocated, with the largest amount of the funding going to Food Security. The other half is almost equally distributed between Security and Rule of Law and Integrated Water Management. In these focus areas activities will be identified that address key issues driving the regional conflict and where the Netherlands has a comparative advantage. Due to the prominence of gender issues and high population growth in the region, it is proposed to additionally include Sexual and Reproductive Health and Rights in the MASP.

The regional program will follow an integrated approach to help consolidate stability. Development cannot be realized without security, and security cannot be sustained without social and economic development. The Netherlands will focus its support in the region on four complementary thematic areas. Gender issues and the perspectives of men and women will be addressed in all areas.

- The program for security and rule of law will contribute to enhanced human security and the building of relations (between communities, societies and between state and society).
- The food security program will focus on sustainable and climate smart agriculture, land governance, cross-border trade and economic cooperation.
- The program on Integrated Water Management will focus on joint and participatory water management and solutions for competing claims on water.
- The program for sexual and reproductive health and rights will focus on improved rights and access to services, promote gender friendly behavior and combat gender based violence.

The planned interventions are aligned with the priorities of the governments in the region and they complement priorities of other donors, including the EU. Since fiduciary and corruption risks in the region are considerable, direct aid using government systems will only be applied under strict conditions. Where possible, Dutch NGOs, knowledge and training institutes and private companies will be associated, especially through NGO platforms and knowledge platforms. The embassies will regularly report on results, based on joint monitoring and evaluation. A monitoring framework will be developed.

## 2 Review of the MASP 2012-2015

### ▪ On focus

In the 2012-2015 regional Great Lakes program, the focus lies on renewable energy, food security, natural resources management and strengthening rule of law. A regional agricultural project aims to increase agricultural productivity and agribusiness in all four countries by improving access to (regional) input and output markets. Two activities are geared towards the joint management and protection of cross-border nature parks. Park authorities and communities in DRC, Rwanda and Uganda are collaborating on the management of the forest, water resources and fisheries, in spite of several incidents of violence in and around the parks. Recently, a new activity was started for the joint -DRC and Rwanda- monitoring of the Lake Kivu water quality, especially urgent as methane extraction for electricity generation will soon start. Furthermore, monitoring the governance oil exploitation governance is a point of attention. As part of the Dutch policy for energy intensification policy at the time, support was provided to setting up a regional energy grid. Finally, the Netherlands supports the rehabilitation of a road in eastern DRC that is important for regional transport of goods and persons.

### ▪ On results and monitoring

IOB, in their evaluation of Dutch interventions in fragile states, concludes that Dutch support through the regional program has been a success, among others due to good cooperation between different embassies and the Ministry and an integrated approach to the region.<sup>1</sup> There is a range of results that can be attributed to Dutch support in the region. The use of fertilizers has increased, leading to higher agricultural yields. Trade in agricultural products and access to markets has improved, though the regional business climate still needs improvement. Road rehabilitation in eastern DRC has progressed, yet insecurity in the areas has intermittently seriously hampered operations. An agreement has been reached on the regional high voltage grid between the governments of Rwanda and DRC, tenders have been commissioned, and construction is to start soon. Radio La Benevolencija has broadcast informative programs and soaps, contributing to reconciliation in DRC, Rwanda and Burundi.

In general, starting up regional programs in this insecure region requires time and flexibility. Capacities are low, vested interests high, and political tensions exist. It is clear that community and private sector based approaches can work and contribute to stability. Common strategic interests such as energy and water resources do bring governments around the table.

Monitoring results of the regional activities was done by integrating indicators in the monitoring framework of the bilateral program of the Embassy in Kigali (result fiches). For the new regional MASP a special monitoring framework will be developed in order to improve reporting on results.

### ▪ On modalities

In the current program only the 'project modality' is used. Efforts have been made to come to joint programming with other EU-member states. An agreement has been concluded with Germany and AfdB for the implementation of a large energy project linking DRC (Goma) to the national grid of Rwanda and supplying electricity generated at Lake Kivu. Joint programming with other donors and the EU will remain a priority in the regional program.

### ▪ On the current revision

The new Dutch government in 2012 developed a new focus within the priorities for development cooperation and foreign trade. This new prioritization also had budgetary implications for the regional program: more funds for Food Security and Security & Rule of Law, and less for energy. Therefore, there was a need to revise the existing MASP, to align to new priorities and budgets. For the Great Lakes region, this process was accompanied by an additional commitment of the Minister for Foreign Trade and Development Cooperation that the bilateral programs would be linked more coherently with a regional framework. As a result, the regional analysis needed to be enhanced, and stronger synergy created between the bilateral and regional programs. The embassies in the region felt this provided a good opportunity to more interlink the Dutch development cooperation efforts with the regional political, conflict and development context.

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<sup>1</sup> IOB Evaluatie (nr. 379) 'Investeren in Stabiliteit: Het Nederlandse fragiele statenbeleid doorgelicht', p. 138-139



## 3 Regional context analysis

### 3.1 Introduction

Burundi, Rwanda and Uganda are, albeit at a different level and speed, on their way towards sustainable economic and political development. This provides many opportunities for Dutch cooperation. Especially in Uganda and Rwanda, the relative stability and steady economic growth provide positive prospects for development. However, the region still faces significant problems, originating from past and present conflicts. The 1994 genocide in Rwanda had a devastating impact on the economy, the regional and internal stability and on social cohesion. In terms of development a lot of progress has been made, but the aftermath of the genocide is still felt in Rwanda and its neighbouring countries. In Burundi, a long and bloody civil war ended in 2008 when the last rebel group decided to give up fighting. It has since emerged as a relatively stable country, but the transition to more democratic and accountable governance is far from finished and poverty and malnutrition are among the highest in the world.

The situation in eastern DRC remains an important impediment to regional stability and sustainable development. The situation in DRC is strongly linked to its neighbouring countries; they share a turbulent past as well as present. A sustainable solution to the insecurity and instability in eastern DRC can only be attained by addressing their root causes in the region. Part of these root causes can be addressed through regional programmes, but some can, due to for instance the controversial or politically sensitive character of the activities<sup>2</sup> only be addressed through bilateral programmes. Therefore, the comprehensive regional approach will contain regional and bilateral components linked to the regional perspective.

### 3.2 Summary of Regional Analysis

The four countries of the Great-Lakes region (Burundi, Rwanda, Uganda and the DRC) are closely interconnected. There are strong trade ties and labour movements due to geographical, social and linguistic proximity. Over the years the region has known national and ethnic rivalries, oppression and armed revolt. Amongst them the 1994 Rwanda genocide, the 1996 pursuit of the *génocidaires* and the forced return of refugees, the two 'Congo Wars', mainly involving the Kivus, Ituri, Uganda and Rwanda and a long civil war in Burundi. The state of governance in eastern DRC drew in irregular armed groups, as well as security forces from the neighbouring countries and became a theatre for proxy warfare between states and for resistance movements against respective governments, or simply for illegal exploitation of mineral wealth. This situation persists, even though various peace processes and a large UN peacekeeping force attempts to stabilise the area.

The Dutch embassies in the region have identified the following key issues as main drivers of conflict and instability:

#### 1. *Lack of security and rule of law*

Poor quality of governance, weak government institutions and corruption are common phenomena in many parts of the region. In general there is insufficient political space, media freedom, citizen participation in decision-making and accountability, and a weak civil society. This results not only in a very low level of trust among people in their authorities, but also in internal and cross-border refugee movements. In eastern DRC the security situation is undoubtedly worse than in the rest of the region, where the prolonged conflict has led to an absence of checks and balances in society. The regular societal structures have been ruptured and the conflict has instilled a culture of violence in many areas of the region. Each time violence re-emerges, large groups of people are displaced. Relations between elders and younger people, as well as between men and women, have been damaged. Violence is increasingly common in the every day lives of citizens.

#### 2. *Elite capture*

Throughout the region, there are links between different armed groups and political actors, and certain elites may have an interest in keeping the situation as it is. The lack of democratic inclusiveness in the post-colonial phase and a long history of violence in the region as a means of

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<sup>2</sup> IOB Evaluatie (nr. 379) 'Investeren in Stabieleit: Het Nederlandse fragiele statenbeleid doorgelicht'

accessing to and exercising political power make those who lose power (or aspire to attain it) willing to resort to violence and bypass democratic procedures. Political parties and ethnicity are also strongly linked. As a result, elites or other groups have no major difficulties in mobilizing people along ethnic lines for their political or personal gains.

### *3. Political and ethnic distrust*

Several levels of distrust form part of the conflict dynamics in the region. Personal relationships between heads of state in the Great-Lakes Region are complex. Especially relations between DRC and Rwanda have been sensitive.

Substantive citizen participation, even in lower or middle level decision making is very limited, and insufficient attention is given to the well-being of citizens, especially in DRC. This affects people's expectations vis-à-vis their government, as well as their level of trust. Conflicts at community level are caused by competition over increasingly scarce resources, jealousy, hate speech and community discourse, as a consequence of deeply rooted mistrust. Conflicts are often related to movements of different groups in the region as shown by recent streams of refugees leading to tensions over land and access to services.

### *4. Poverty and high population growth*

Demographic growth in the region is undermining the effects of economic development. Especially for Burundi and Rwanda major demographic challenges are to be expected. If these challenges are not met, it will have enormous implications for food production, access to land, job creation, service delivery and for maintaining peace and security. Population growth and the effects of conflicts have also created a "youth bulge". The options for adolescents are often rather uninspiring and chances of finding a job are slim. Political manipulation of these youth is fairly easy, as well as their recruitment for armed groups.

Underlying problems are poor or non-existent sexual education, cultural norms that discourage talking about sexuality and gender inequality, and insufficient attention for gender based violence (GBV). Sexual rights are in fact considered as taboo and some sexual minorities are outlawed (homosexuality is a crime in Uganda and Burundi). Religious opposition to the use of modern methods of contraception only aggravates this situation.

### *5. Land access and ownership*

The *triangle of land, power and identity* is increasingly seen as key to the conflict in the region. It results in a wide variety of problems, such as lack of land, competition between different users, overlapping or contradicting legal frameworks and land conflicts. Rwanda and Burundi specifically face the main challenge of severe lack of land, being such densely populated countries. Many of the land issues in eastern Congo are linked to the issue of movement of people. Scarcity of land greatly contributes to persistent food insecurity. In the entire region, food security is threatened by low production capacity per hectare. Soil fertility is declining and fragmentation of smallholdings in combination with low agricultural input is limiting yields. Climate change will exacerbate this and put more people at risk.

### *6. Access to and exploitation of resources*

The region is well endowed with water resources, but faces an uneven distribution and accessibility. Misuse of land, deforestation, poor water management and climate change pose additional challenges. Risks of flooding are increasing, as are conflicts over water as population grows.

The mineral riches in eastern DRC form an integral part of the regional dynamics. Gold, coltan, cassiterite, wolframite, but also timber and poached animals find their way out of the DRC through Burundi, Rwanda and Uganda. The illegal exploitation and trade of raw materials 'co-finances' the conflict. A recent development in the region is the discovery of oil in multiple places, which offers opportunities but also creates risks for new conflicts and environmental degradation.

### *7. Gender inequality*

Violent gender roles are underlying elements that run throughout all conflict dynamics. In general, the position of women remains very disadvantaged. A fundamental shift is needed in legal protection as well as in traditionally held gender related beliefs. For many men in the region, it remains difficult to accept new and equal rights of women. The majority of agricultural workers are women, with a large percentage of female headed households. The latter has also changed the role of women in communities.

Women are, however, not only victims. They actually are relatively important in regional politics. Women have also played and still play a role in armed groups. Additionally, it is estimated that no less than 74% of informal cross-border traders are women.

### **3.3 Recent Developments**

In the past, several peace agreements have been signed through the brokering of African Heads of State as well as Special Representatives from the UN and the EU. These agreements did not always achieve the intended effects, but managed to exert pressure on particularly the DRC and Rwanda governments to prevent the full-fledged outbreak of cross-border conflict. They did not, however, prevent the resumption of fighting in DRC in May 2012. Since then, tensions have been on the rise several times, and regional and international initiatives have attempted to prevent escalation.

These developments created momentum for increased international and regional involvement. In February 2013 a Peace, Security and Cooperation (PSC) Framework was signed by eleven countries and four international organizations. The Framework is regarded as one of the prime tracks to advance regional cooperation and security in the region. Mary Robinson, the Special Representative to the UNSG for the Great Lakes region, oversees the key reforms agreed upon both regionally and domestically within the DRC. Regional and national benchmarks have been formulated to measure progress in the peace process.

In 2013 a Force Intervention Brigade, 3000 strong, to which Tanzania, Malawi and South Africa contribute troops, started to assist MONUSCO, the UN-peace keeping force in DRC that aims to improve the security of the population by constraining and attacking militias like M23. With the arrival of new leadership in MONUSCO, particularly a new SRSG, a new Force Commander and a new Head of Office for MONUSCO North Kivu, the scene has changed, due to a willingness to follow through with concrete military and political action. The new head of mission, Martin Kobler, shows an active approach, aiming to better address the concerns of all countries involved.

At the same time, the international community has continuously urged regional actors to arrive at a locally initiated and owned broad solution to this crisis. In Kampala, the government of the DRC held talks with M23 since the beginning of 2013, under the guidance of Ugandan President Museveni - under the umbrella of ICGLR. In May 2013 the UNSG together with the Director of the World Bank visited the region. During this visit the World Bank pledged one billion US dollars to a regional program. In October 2013, the Security Council visited the Great Lakes region in light of the Kampala talks and the PSC framework. A milestone was reached in November 2013 when the MONUSCO Force Intervention Brigade together with the DRC army FARDC defeated M23.

Of relevance is that in the period up to 2017, presidential elections will be held in all four countries. This brings a risk of destabilization at national level, but also in the region at large. All four leaders have been in office for quite a while, and it is controversial whether they are allowed to stand for another term. In Rwanda, Uganda and DRC this would require an amendment of the constitution, whereas in Burundi, the first two tenures of the president are subject to legal haggling.

### **3.4 Economic Opportunities**

There is room for improving the economic cooperation between the Netherlands and the countries in the Great Lakes region. The lack of a critical number of Dutch companies hampers the growth of Dutch investments and trade even though several opportunities exist. It is not always easy to find suitable business partners in the Great Lakes due to the weakness of local companies and/or political influence. Processing raw materials originating from overseas is not economically viable due to high costs of transport and finance. The inefficient distribution and infrastructure networks impede business expansion. Businesses have difficulties in sourcing a reliable supply of quality raw material, financing for investments and well trained managers. Moreover, standards are not uniform for the region, although some efforts are underway. Regional integration is to some extent constrained by political differences, lack of harmonization of rules and regulations and inefficient cross-border management. The DRC has extra challenges due to failing institutions and continuous threats of conflict.

The region, however, does have numerous opportunities that can be tapped into by Dutch investors and traders. The Great Lakes consumer market for instance is substantial with 80 million people, including a growing middle-income class. Another 100 million can potentially be served in the wider EAC/COMESA markets, which justifies the importance of regional integration and trade

facilitation. There is particular demand for high-quality machinery for investments in all production sectors and sale of products and services in the region (rather than overseas). Supply of machinery needs to be accompanied by strengthening the managerial capacity for effective utilization and maintenance. Good prospects for investment exist in the subsectors with opportunities to add value to locally available raw materials and resources, such as agriculture, mining, oil/gas, hydro power, tourism, logistics and banking.

### 3.5 Regional/international Context

Traditionally, important international partners in the region are the EU and the US. Nowadays they are joined by 'new' partners such as China, which has stepped up its activities in Africa in the context of its 2001 'Going global' strategy. This is especially visible in the DRC. The EU has published a new 'Strategic Framework for the Great Lakes Region' in June 2013. The further elaboration of this strategy and the development of the new regional program under EDF11 (European Development Fund) will be followed closely.

Switzerland very recently published its 2013-2016 'Stratégie Suisse de coopération pour la région des Grands Lacs'. Similar policy priorities between the Netherlands and Switzerland, especially in the field of Food Security and Security and Rule of Law merit close coordination. The same goes for the German focus on civil society, minerals and regional electrification. British support to Trade Mark East Africa (TMEA) will also be closely monitored in relation to Dutch support to TMEA.

Numerous regional institutions also play a role with regard to regaining regional stability. The energy department of the Economic Commission of the Great Lakes Region (CEPGL) has some clout in the region, emanating from the strong mutual interest in hydropower plants sitting on various borders, as well as the exploitation of methane in Lake Kivu. However, the organization still has a lack of technical capacity, and therefore achievements over the past years are limited.

ICGLR has recently stepped up its efforts in the field of peace building in the region, leading the Kampala talks. This could boost ICGLR's role in the region, though it is still too early to say whether it will be able to keep this momentum. ICGLR also is planning to intervene in regional food security and SRHR.

The EAC is increasingly the most important economic regional player in the region (though DRC is not EAC member). In recent years the EAC increased its activity in the field of peace and security. Rwanda, Kenya and Uganda have fast-tracked cooperation on some topics within the EAC, excluding Tanzania and Burundi.

### 3.6 Risk Analysis

The **context risks** and **political risks** are substantial, due to the fluid stability situation. This is, however, inherent to working in a fragile region; in these circumstances results can only be achieved if -calculated- risks are taken.<sup>3</sup> Not intervening equally brings about risks, due to the negative consequences of war and conflict for the development of the region, which also impacts Europe. The Netherlands wants to contribute to stability and progress in the region, but does not have direct influence on some key issues, such as the internal governance structure within the DRC or military reactions to security issues. The political relations in the region also remain fragile. A successful implementation of this MASP depends therefore on many external factors. The following mitigating measures will be applied:

- Political and security developments will be monitored closely, also in relation to the development cooperation goals.
- Programming will be flexible to adapt to changing circumstances, also to respond to opportunities that arise.

**Programmatic risks** are risks of failure to achieve programme objectives and risks of causing harm through intervention. These risks can be influenced by the Netherlands by taking mitigating measures in the programme design. Regional programming is in its nature more complex than bilateral programming. This is, among others, related to the necessity to set up cross-border cooperation. Throughout the region the capacity of the different institutions is diverse, and

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<sup>3</sup> This is also confirmed by the IOB evaluation (op.cit. supra note 1) that recognizes the need for realistic risk management, and long-term interventions

programs aiming at enhancing collaboration between them will need to take this into account. Also, civil society in the region is relatively weak. The potential programmatic risks are assessed as moderate taking into account the following mitigating measures:

- Programming will be based on analysis of relevant conflict dynamics in the intervention area as well as actor analysis, and assessed in terms of conflict sensitivity.
- As risks are programme or project-specific, they will be managed through the specific programs and project design and implementation by close monitoring.
- Where the capacity of counterparts is assessed as a potential issue, the program will include capacity building elements to mitigate this risk.

**Fiduciary risks** are risks that Dutch funds are not used as agreed upon or that the use of these funds remains unaccounted for. **Corruption risks** are abuse of funds for personal gain, which can cause reputation damage to the Netherlands. Since fiduciary and corruption risks in the region are considerable, aid modalities using directly government systems will only be applied under strict conditions.

- The project modality or multi donor trust funds with solid management and control mechanisms will be used.
- Special attention will be given to fiduciary and corruption risks, through assessment of fiduciary and anti-corruption policies of counterparts as well as close monitoring throughout the projects to avoid misuse of funds.

### 3.7 Cross-cutting Issues

Climate change projections for the Great Lakes region suggest an increase in total annual rainfall and a shift in seasonality. While the mountain areas of the region will have more rainfall making them more favourable agriculture, the lowlands will become drier. This will significantly increase pressures on mountain forests and watersheds. New regional projects will take into account this vulnerability to climate change, in order to improve disaster risk management and enhance resilience. New initiatives will also build on the lessons learned from current regional environment activities to strengthen transboundary natural resource management and cooperation. Food security projects in the region will increase resilience at the household level (increased income and access to markets and regional level - lowering of trade barriers - in order to enable flow of agricultural products to areas experiencing climate related events such as droughts and flooding).

Gender will be integrated in the regional program, with specific targeting of women as beneficiaries in security, food security, and water activities. Additionally, attention will be given to the gender sensitivity of current and new activities, for example by looking at the specific roles and needs of men and women as direct and indirect beneficiaries. This process will be supported by the gender assessment that was made of the regional MASP, as well as by attracting gender expertise to kick-start enhanced integration.

## 4 Objectives and results

### 4.1 Strategic Choices

The main underlying goal of the regional policy of the Netherlands for the Great Lakes region is to contribute to the improvement of stability in the Great Lakes Region. This will allow economic growth, development and the strengthening of the rule of law in the region to firmly gain ground.

The following issues are key factors related to instability in the region:

- Lack of security and Rule of Law
- Elite capture/neo patrimonial political systems
- Political and ethnic mistrust and the legacy of conflict and aggression
- Poverty and high population growth
- Land access and ownership
- Access to and exploitation of resources
- Climate change, as a factor that aggravates many of these factors
- Oppressive gender roles as a fundamental problem throughout the region

There is clear added value for a coherent regional and bilateral approach by the Netherlands, through its integrated approach and the four spearheads of development cooperation<sup>4</sup>:

- There are embassies in all four main countries of the Great Lakes Region, which provide a good information base on the ground.
- The Netherlands is one of the very few bilateral donors involved in regional programming.
- Many regional issues need to be addressed at national level. The Netherlands implements bilateral programs in partner countries Burundi, Rwanda and Uganda.
- The Netherlands does not carry the burden of a colonial past in the region, and is therefore able to address sensitive issues as they arise.
- The Netherlands has specific expertise to offer in each of the spearheads, and is valued for this by the stakeholders.
- The dominance of agriculture as a main economic sector in the region offers a jumping board to start and broaden Dutch economic cooperation through food security programs;
- The priorities for the program as outlined build on earlier and current Dutch involvement.

Within each spearhead of development cooperation, strategic choices are made to define the areas where Dutch interventions can make a difference. Specific Dutch expertise and partnerships will be used where opportunities exist. The following opportunities have been identified:

- International political developments: there is momentum for improved relations between countries in the region. International and bilateral diplomacy can foster regional cooperation and integration and reduce existing mistrust. Through its diplomatic efforts and in the spearhead Security and Rule of Law the Netherlands is in a position to support this momentum.
- Cross-border trade and investments: provide a vehicle to improve the livelihood of men and women and assist in building trust and cross-border relations. It is also a way of reducing the high youth unemployment, key for economic development and reduction of instability. The Netherlands will support this through economic diplomacy and the spearhead Food Security.
- Land issues: the Netherlands has strong expertise on land governance and agricultural production. This expertise is used in the spearheads Food Security and Security & Rule of Law to engage on land rights, land conflicts and utilization of land. This aims to reduce land conflicts and enhance agricultural production and food security for men and women.
- Integrated Water Management: cooperation on technical level is required and also possible (as seen in Lake Kivu), and provides an opportunity to stimulate cooperation between the countries in the region. Dutch expertise in water management is highly valued and will be provided through the spearhead Integrated Water Management. This contributes to improved water use planning and management and prevention of water conflicts.
- Community trust and peace building: recent studies point at the need to better take into account the local situation in programs, in order to manage conflicts and build trust. The Netherlands, through its NGO partners in the region (especially in eastern DRC, e.g. MFSII) is well placed to take this further within the spearhead Security and Rule of Law.
- Population Pressure, sexual rights and gender issues: the Netherlands is an important international partner in terms of gender and sexual rights, especially in relation to resolution 1325, sexuality education and family planning. UN Envoy for the Great Lakes Mary Robinson is actively involving women and civil society in the PSC process; this provides clear momentum to further the 1325 agenda in the region. Netherlands is well positioned to develop a program, through its SRHR expertise and presence in the region.

Primary binding constraints	Secondary binding constraints	Solution area	Netherlands contribution
mistrust & legacy of conflict and aggression	Acceptance of violence	Re-education on social behavior	SRHR
	Gender based violence and oppressive gender roles Stigma's Conflicts between and within communities Lack of trust in government Insecurity / fear	reconciliation mediation/dialogue local governance (state-society relations)	Diplomacy Security and rule of law

<sup>4</sup> This is also confirmed by IOB.

neo patrimonial political system  elite capture  lack of security and rule of law	Weak justice system/impunity Corruption Lack of accountability Weak government institutions  Poor business environment Lack of jobs outside agriculture	Reinforced security and justice system	
		Capacity building	Food Security Security & RoL Defence (armed forces)
		Improved conditions for private sector development Investments	Economic cooperation Food security Agriculture
resources and their use  land issues  climate change	Land shortage, land conflicts Land degradation Low and unreliable agricultural productivity Food insecurity and malnutrition Poverty trap Flooding and of water shortage Water conflicts	value chains cross-border trade/ tackling trade barriers	
		Transparency in minerals chains	Security & RoL
		climate change resistant agricultural productivity Nutrition	Food Security
High population density / demographic challenges	Population growth faster than economic development Young (fertile) population Low levels of education Lack of future perspective High mother and infant mortality	Regional planning on water resources management Management of competing water users	Integrated Water Resources Management
		Family planning	SRHR
		education	Security and Rule of Law (education & peacebuilding)
		Improved health system	SRHR

*Schematic overview of intervention strategy*

All issues are highly related and can only be addressed in a coherent way. In the separate chapters on the spearheads the intervention logic and strategy will be further elaborated. In all spearheads due attention will be given to the position of men and women. Special attention will be given to the perspectives of youth, as the Great Lakes region is one of the youngest regions in the world.

#### *Intervention logic*

The Netherlands will follow the integrated approach of simultaneous interventions in diplomacy, defence, development and economic cooperation. Development is not possible without security and, conversely, long-term security is sustainable only if there is a prospect of development. Investments in development cannot wait until security is fully guaranteed but need to start before, taking calculated risks and grasping opportunities. Both in matters of defence and of development, political issues continuously arise that need to be addressed by diplomacy (dialogue and pressure). The embassies in the region and the department in The Hague will, as a follow up to this regional strategy, continue to further define the strategic political vision on the region. The Netherlands is well placed for consistent diplomatic efforts, including economic diplomacy, thanks to its strong network and ongoing programs in the region. The development activities together with the presence in Goma (eastern DRC) of a member of the Dutch Embassy in Kinshasa provide a good insight in the situation on the ground, making diplomatic efforts more effective.

Issues at regional level will be approached through concerted efforts with like-minded partners especially within the EU framework and the UN. Within the framework of the EU, constructive dialogue with all governments in the region will be pursued, and pressure asserted when needed (through among others article 8 consultations). Important EU instruments are joint EU demarches at national level as well as the work of the EU Great Lakes coordinator Vervaeke.

The strategic choice for Defence (security & justice) is to strengthen professionalism, accountability, integrity and democratic control of security forces and to work towards an impartial and accessible justice system. The Netherlands, for example, supports the African Peace and Security Architecture (APSA) under the African Union, as well as the enhancement of legal advisory capabilities in the security forces and training of peace keepers and regular soldiers. In all Dutch support to the security sectors in the region particular attention is given to gender issues. An example is the Dutch-Spanish training 'A comprehensive approach to gender in operations' that has now been extended to African peacekeepers through AFRICOM. Through use of the Fund for International Stability (FIS) there are new options to cooperate more intensively with the armed forces, including police, in the region.

The strategic choice for Development helps create new opportunities and capitalize on proven interventions for equitable growth and human dignity. Cooperation in the Great Lakes region is carried out through:

- bilateral Multi-Annual Strategic Plans of the Netherlands Embassies in Burundi, Rwanda and Uganda
- the regional Great Lakes Multi-Annual Strategic Plan
- central programs from Ministries in The Hague

The regional program will cover:

- (i) projects that are implemented cross-border or in a geographically-limited border area;
- (ii) projects that target well-defined topics on which different countries have a lot in common (and exchange is of added-value);
- (iii) other projects that address issues key to regional stability.

There is a need to increase coherence within the different Dutch interventions, and identify opportunities for greater synergy between different elements of the programs. This strategic framework forms a crucial element in this exercise. In the following paragraphs this will be outlined for different spearheads of development cooperation, including economic cooperation. At the same time, this document will not be the end-station; it forms the basis for continued enhanced cooperation. Importantly, this regional strategy will also form the policy guidance for future programming from central funds, so as to ensure the greatest level of coherence.

*Land governance* is one of the key issues running through many conflicts in the region. It is this issue that also allows many opportunities for the different programs to complement each other. The Netherlands plays a large role in such land governance and management issues:

- From central funds, support goes to:
  1. the Global Land Tool Network (UN-Habitat in Nairobi) focuses on country-specific application of affordable tools
  2. International Land Coalition, that supports numerous NGOs in the Great Lakes region that work on advocating and addressing land issues
- The bilateral program in Burundi has supported the new land law and the decentralized land registration program in Ngozi District. Under the new MASP, the embassy will support land administration in Makamba and in the Rusizi plain.
- In Rwanda the embassy supports a national basket fund with GoR, DfID, SIDA and EU that finances the demarcation of more than 10 million parcels and the issuing of more than 6 million land titles. Additionally, it supports impact evaluation of this land program and the local mediation of land conflicts via a local NGO.
- In Uganda land governance improvement is supported through the multi-donor Democratic Governance Fund. The embassy will add land registration to its food security interventions in the Irish potato areas in the bordering areas with Rwanda/DRC and in the irrigated Kyoga rice plains in the East.

Hence, quite a lot of initiatives are already funded, and the main opportunity for the regional program lies in establishing a fruitful link between central and bilateral land governance programs and bringing the existing knowledge and initiatives together.

## 4.2 Spearhead Security and Rule of Law

### Regional analysis:

Mistrust, lack of security, patriarchal nature of governance and gender issues are key in relation to:

- Poor quality of governance and weak or patronage based government institutions, leading to low levels of trust by the population;
- Insufficient professionalism in the security sector and rule of law system;



- Lack of accountability and state-society relations: insufficient political space and media freedom, lack of citizen participation in decision-making, and weak civil society;
- Tensions between different groups in society (interethnic and others), mistrust and prejudices;
- Lack of human security and equal access to services;
- Reintegration issues (rebels as well as returning refugees);
- Gender Based Violence.

In all four countries in the region, open debate, citizen participation and voices of dissent are not common features, and democratic improvements still need to be achieved. Rule of law systems and security sector have been improving in all four countries except DRC. But the legal systems are not perfect yet. Also, without the improvement of human rights, it is not possible to achieve democracy and rule of law.<sup>5</sup> Citizen's trust in government is too often low. Though these are bilateral issues, they have an effect on regional stability. A stable Great Lakes region requires stable countries that are able to manage conflicts without turning to violent means. But those countries also need to be able to trust that their interests and national security are not threatened from the outside.

#### Intervention logic:

Stability in the Great Lakes region is served by:

- Stable countries with functioning rule of law, that provide in inclusive political processes and are able and willing to serve the interests of all citizens, men and women, including refugees;
- A strong and inclusive civil society and media landscape that ensures accountability and checks and balances;
- Mediation, dialogue and reconciliation processes that address both internal and cross-border tensions as early as possible.

To enhance stability a combined bilateral and regional focus on security and rule of law has added value. The bilateral programs in Burundi, Rwanda and Uganda will contribute to improvement of the security and justice sector, as well as support important elements of an inclusive democratic society, such as media, civil society and human rights. Country-specific tensions (e.g. the continuous need for reconciliation in relation to the Rwandan genocide and the civil war in Burundi), will also be addressed bilaterally. The regional program will focus on activities to address specific cross-border issues and opportunities to give a regional dimension to on-going bilateral interventions (such as the rule of law programs). Additionally, central funds will complement these efforts, for example through humanitarian aid, early recovery interventions and training of peacekeepers.

#### Bilateral interventions:

##### *Burundi*

The main focus lies on security sector reform. The Netherlands has been active in the Burundian security sector since 2006 when it assisted in the army and police integration and demobilisation processes. The Netherlands is the largest and leading donor in the security sector and is well trusted by the Burundian counterparts. This has put the Netherlands in a position to discuss sensitive subjects such as human rights abuses by security forces, the unconstitutionality of the current legal provisions regarding police and the military and to work on the decrease of corruption within the security sector. The end of the first phase and the full scope of the second phase have seen a surge of activities concerning good governance, noticeably on strengthening democratic control over the security sector agents both by state (e.g. parliament) and non-state (e.g. civil society, media) supervisors.

##### *Rwanda*

The main focus of the program is on Justice, Reconciliation and Law and Order. In its capacity as lead donor the Netherlands is in a position to discuss sensitive issues with government. The Embassy monitors the efforts to strengthen the rule of law and the impact on justice and security. The Embassy in Kigali furthermore supports a number of specialized local NGOs that contribute to the dialogue on policy issues and human rights.

##### *Uganda*

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<sup>5</sup> Dutch human rights policy note 'Respect en recht voor ieder mens'

Focus on the Justice, Law and Order Sector to which the Netherlands is a lead donor, and on the Democratic Governance Facility. The embassy supports the implementation of the 5 year JLOS Sector Investment Plan III which aims at strengthening the policy, legislative and regulatory framework, including the regulatory business environment, enhancing confidence in and access to JLOS services – particularly for vulnerable persons. This includes transitional justice and reconciliation as well as increasing observance of human rights and accountability by the JLOS institutions. On the other hand, the embassy supports positive change in the quality of lives of Ugandan citizens through the 5 year programme Democratic Governance Facility (DGF).

#### Central Funds

Some substantial elements supported by central funds are:

- The Local Government Capacity Programme of VNG international supports local government development in Rwanda, Burundi and Uganda (Good Governance).
- The International Security and Stabilisation Support Strategy for eastern DRC (Netherlands was an initiator and one of the largest donors) will continue to be supported, with a particular focus on RRR, access to land, reconciliation and DDRRR (specifically for former FDLR-combatants) and geographical focus on transport axes of regional significance (Stability Fund).
- Peace building activities with among others Search for Common Ground, ACORD, CARE and Oxfam, funded under the Reconstruction tender.
- A new relationship with NGOs on protracted crises, to work on the transition from humanitarian aid to reconstruction.
- Support to improving the transparency in the minerals sector. The ICGLR initiative against the illegal exploitation of natural resources (bringing together countries to develop a regional certification system) forms the umbrella for the Dutch interventions. EU intends to support this ICGLR initiative as of 2014. The Netherlands co-finances (with USAID and South African Development Bank) the roll out of a tin tracing system in eastern DRC through NGO PACT. The Netherlands has brought together a number of multinationals to set up a conflict free tin chain sourcing from a mine in South Kivu (time investment of staff of the Dutch Ministry of Foreign Affairs).
- Peace Building, Education and Advocacy (PBEA) program by UNICEF in Uganda, Burundi, DRC.
- Within the National Action Plan 1325, political participation of women in Burundi and DRC is supported through Search for Common Ground. In DRC another program 'Femme-au-Fone' by Cordaid and Stichting Sundjata, supports communication between women.

#### Regional Opportunities

Regional interventions will, as said, focus on specific cross-border issues and on opportunities to strengthen the bilateral interventions, such as in the area of rule of law. Based on Dutch expertise and already existing programs, and taking into account the regional strategy, other donor initiatives and available financial resources, the future program will be developed around the following possible directions:

1. Regional peace and security initiatives, for example by ICGLR.
2. Inclusive political processes that serve the interests of all citizens and refugees, for example building on local government development programs, and/or support to (returning) refugees.
3. Rule of Law issues that can benefit from regional exchange/collaboration, or have regional implications, such as synchronisation of commercial laws.
4. Mediation and dialogue processes that address cross-border tensions, for example by complementing existing efforts of MFSII partners through connecting initiatives across the borders;
5. A strong media landscape that spreads independent messages across the region, for example by support to regional media initiatives (in line with Dutch human rights policy).

Each of the options will be further developed in the coming months. The Netherlands, with Switzerland, is one of the few donors enabled to design regional programs, and therefore it can add strategic interventions/niches to existing initiatives to strengthen and complement them. In the further development of the programs, closer cooperation with existing partners (inter alia MFS-II, reconstruction tender) and other donor initiatives will take place, to very specifically align activities to the local cross-border issues.

## **4.3 Spearhead Food Security and Economic Cooperation**

### Regional analysis

Demographic developments, access to resources and land issues, combined with mistrust and gender issues are key in relation to:

- *Inequality*, hampering inclusive economic growth. This could lead to tensions and/or add to the food and nutrition insecurity of certain groups (e.g. chronically malnourished small children). - *Rapid population growth* adds to the problem.
- *Land scarcity* in relation to the way in which the resource base is used and governed.
- *(Youth) unemployment*: large groups of young men and women with no future add to instability.

#### Intervention logic

To support employment and growth, the Netherlands will focus its efforts on food security and economic cooperation for the Great Lakes region on the following priorities:

- Higher and sustainable production, productivity and competitiveness. This can be achieved through improved agro-inputs, good agricultural practices, effective trading/marketing systems, reducing post-harvest losses linking to agro-processors, etc.
- Nutrition security through programs fostering parental guidance, quality of village health and extension workers, good coordination among community level workers, fortification, home-grown school feeding and school garden programs etc.
- Market development and strengthening of the enabling business environment. The Great Lakes can be further unlocked through regional integration in the EAC and COMESA, and by developing economic 'enablers' such as land governance, finance, energy, skills and cross border trade, harmonization of regulations and inspections.
- Economic cooperation fostering Dutch investments and trade. Through strategic public private partnerships, business brokering, market intelligence, trade/investment missions, match-making and strategic partnerships.

The policy priorities for the economic cooperation are two-fold: promotion of investments/trade and improving the business environment/services. This includes reducing the red-tape (and corruption) for businesses, securing land-rights for investments, facilitating access to finance, furthering regional integration and economic diplomacy. An increasing focus on economic cooperation, mutually reinforced by an integrated support on rule of law and governance to facilitate inclusive growth, ensures that the Netherlands can offer a strong coherent package in the region, starting in Uganda. The region increasingly focusses on new opportunities in agri-business, oil and gas, transport/logistics and banking. These are areas well covered by Dutch top sectors. The embassy in Kampala is shifting its focus to economic cooperation and the embassy in Kigali envisages that Rwanda can make the transition from a strictly ODA partner country to a transitional status, combining ODA and trade, within the period of this MASP. As the Great Lakes region is in the initial stages of economic cooperation it is essential that aid is not reduced in this field but remains available to foster food security and inclusive growth, including economic cooperation.

The bilateral programs are best suited to address country-specific challenges, opportunities and institutional context, such as nutrition and production. Most projects will be set up with cross-border consultations between the Dutch missions, in particular those related to land ownership, input-systems, value chains and regional integration. The regional program will focus on issues that are inherently cross-border, such as value chains and trade, and on projects in specific border areas.

#### Bilateral interventions:

##### *Uganda*

The main focus within food security lies on improving the income and resilience of market-oriented small farmers, in particular youth and women. There will be increasing use of PPPs with Dutch 'shining diamonds'. The embassy will strengthen enablers for agribusiness development, such as agro-finance, land titling/ certificates and agro-skills development. KAM will facilitate Dutch investments and trade in the 'top sectors' agro-food, logistics and energy (oil, gas and renewables) including through strategic partnerships (the 'shining diamond'). It will strengthen investment enablers, in particular finance for SMEs by linking to the Dutch Good Growth Fund and facilitating trade within the EAC, incl. with DRC and South Sudan.

##### *Burundi*

The embassy will sustain a broad focus on nutrition, production as well as market and business climate development. Through its bilateral program it supports a nation-wide fertilizer subsidy

program, nutrition (including home-grown school feeding), land registration as well as support to the micro-credit sector, agricultural research and business development services. The embassy is also developing a program that looks at infrastructural works including soil and water conservation structures for sustainable and "climate smart" agricultural intensification, following a catchment basin approach in order to safeguard water supply for the irrigated crop production in the Rusizi plains bordering DRC.

#### *Rwanda*

The Netherlands wants to realize more food and nutrition security in Rwanda through (1) better access to healthy food for very young children and (2), more efficient markets and an improved enabling environment for agri-business. For the latter, the embassy will focus on infrastructure (roads, electricity, land, markets) and capacity building of government agencies and companies (including cooperatives). The embassy is active in a number of value chains in which the Netherlands has added value (Irish potato, vegetables/seed, floriculture, dairy) with focus on improved inputs, market orientation, and capacity building on appropriate agri services. The embassy will facilitate partnerships with Dutch companies and learning/training institutes, especially in the Dutch 'top sectors' and through the recently established embassy facility 'Agri-Sector Development Facility' managed by ICCO.

#### Central support

The priority criteria for central funding to the Great Lakes Region are (a) strengthening and (b) complementing the policy priorities of the bilateral/regional MASPs where possible; all in all this should further strengthen the coherence of Dutch support.

Priority areas and policy directions for the central support for the period 2014 –2017 are:

- Land governance: capacity development and advice on bilateral projects to enhance performance and exchange of best practices.
- Skills development: Dutch higher and vocational education programs aligned and coordinated with bilateral programs. Fellowships are awarded to students in priority areas of the bilateral cooperation.
- Financing SMEs: Efforts to make the Dutch Good Growth Fund for SME-financing accessible to SMEs in the Great Lakes countries through local financial institutions (e.g. Dutch partner banks and/or local multi-donor funds).
- Regional economic integration: Joint Dutch positioning and complementary support to regional economic integration initiatives in line with priorities set in MASPs.
- Public private partnerships: Defragment and strategize the number of activities, reduce the number of implementing partners and align/coordinate the new support to priorities in the bilateral/multilateral MASPs, including bilateral economic cooperation.

#### Regional opportunities

Opportunities in the region relate to economic cooperation between countries and trade, and specific programs in border areas. In this regard, the East African Community (EAC) is very important: it offers access to the sea and to a larger market for Burundi, DRC, Rwanda and Uganda. Improving transport (railroads, ports, oil pipelines etc.) in Kenya, Tanzania and Uganda reduce costs of production and increase trade opportunities in Rwanda, Burundi and the DRC. Strengthened economic cooperation will reduce the appetite for conflict, since war with your business partner will reduce your income. The DRC is not part of the EAC, but the Kivu's (Eastern DRC) rely heavily on the EAC trading system, and it is Rwanda's largest export market. Dutch companies will also benefit from a more regional view on economic opportunities.

Additional development funds for food security in the Great Lakes region will gradually become available after 2015. 2014 will therefore be used to further develop the future program, taking into account the regional strategy, other donor initiatives and available financial resources, around the following possible directions:

1. Improved regional food security, through:
  - a. Existing program with IFDC that focuses on agribusiness development and efficient marketing of inputs and outputs.  
*Outcome:* improved income and food security of 700.000 small farmers (40% women) and 200 small businesses in the Great Lakes region (Rwanda, Burundi and Eastern DRC).
  - b. Cross-border program for food security, trade and natural resources management (for example in Rusizi area). This program could complement the food and nutrition security initiatives being developed by Embassy Bujumbura, as well as those by Embassy Kigali

on integrated water management in this conflict prone border area of DRC, Burundi and Rwanda.

2. Improved land rights, through:
  - a. Program for land legislation and decentralized land use registration in Burundi (Ngozi province and Rusizi plain) and DRC (South Kivu).
  - b. Strengthening links between different land policies and interventions (for example through East African Land Administration and Management Network);
3. Increased economic development and trade, through:
  - a. Cross border trade between the EAC (Uganda, Rwanda and Burundi) and eastern DRC and improving the situation of (women) informal traders (possibility to deal with this issue through existing support from Headquarters (department of Foreign Affairs) e.g. to Trade Mark East Africa will first be assessed.
  - b. Encouraging investment in the Great Lakes region (for example through a Great Lakes investment subsidy window), applying corporate social responsibility (CSR) and encouraging linkages with Dutch partner banks and the Dutch Good Growth Fund.
4. Improved regional cooperation, through:
  - a. Regional Policy Development Support Fund for Food Security and Economic Cooperation, for exchange of best practices, consultations and joint reviews by the bilateral missions and relevant stakeholders from the four countries.

## 4.4 Spearhead Water Resources Management

### Regional analysis

The Great lakes Region is well endowed with water resources though their spatial and seasonal distribution and accessibility varies. Its development potential remains heavily under-utilized. While access to land is, access to water is not perceived as a major cause for conflict – not yet. Population growth and continued land- and environmental degradation increasingly threaten water resources, aggravated by climate change. Competition for water leads to tensions at community level, due to poor land and water management, uneven water allocation. Despite regional and national initiatives to improve water management key constraints remain:

- National water policies and water acts are in place but implementation is lacking;
- National water institutions are established but scattered and uncoordinated while human and financial capacity is low;
- Data gathering and monitoring systems are in place but are rudimentary
- Water demand is steeply increasing but its quantities and spatial distribution not yet understood;
- Each sector plans their water needs but does so in isolation and with little concern for competition and downstream effects;
- Private sector invests and supports economic development but lack of regulation enforcement raises risks of environmental and water degradation;
- Local water use structures and irrigation systems exist but poor design and management threaten their economic and environmental sustainability.
- There is ample donor support but coordination and harmonization is lagging behind.

While some of these constraints are of a technical nature, to a large extent they need to be addressed by a more collaborative approach. This is not easy in a context where mistrust among communities and towards authorities prevail. Yet, not acting on these challenges may undermine on-going water management initiatives and could lead to instability.

### Intervention logic

Water is an inherently cross-border issue. The shared water catchments of the White Nile and Congo River and great border lakes Kivu, Albert, Edward, Victoria and Tanganyika connect the countries of the Great Lakes Region. Improved water management in Rwanda and Burundi will have positive effects downstream in DRC and Uganda. Similarly, at community level competing water claims exist. The following key drivers of conflict in the region can be (partly) addressed by improving integrated water management:

- *Mistrust*: joint water resources management will get actors around the table and build trust. The countries and communities will need to discuss and agree on management, financing and distribution of benefits;
- *Land access*: improved water management can lead to higher agricultural production and reduce land pressure. Integrated water management enables communities to be better prepared for effects of climate change such as flooding, delayed rainy seasons and drought.

## Bilateral

### Rwanda

The Netherlands assists Rwanda to develop IWRM. The government of Rwanda formulated an overall water strategy and currently elaborates a national water resource master plan which will be the basis for Dutch involvement. The Dutch contribution will be rendered within each of the above mentioned elements of integrated water management for stability. The Netherlands has a lot of experience with IWRM and there is ample scope for Dutch involvement, and likewise for Dutch private investments.

### Programs food security

In all bilateral programs in the region, good water management forms an integral part of the food security programs. IWRM links to enhanced and sustainable agricultural productivity of the land, as well as to the assured quality water inputs for (industrial and artisanal) processing.

### Central support:

The centrally supported water programs complement regional and bilateral activities. These are:

- The Nile Basin Initiative; includes Rwanda, Burundi and Uganda among 11 member states
- World Bank Water Partnership Program, which among others will work in Rwanda on IWRM.
- UNESCO-IHE for knowledge partnerships, development, innovation and research
- WHO/UNICEF Joint Monitoring Program on development of indicators and compilation of data;
- "Fonds Duurzaam Water" for developing PPP's in the water sector.

### Regional opportunities:

The Netherlands aims to contribute to *"good water resource governance and management and socially equitable distribution of benefits that contribute to the population's well-being and stability in the region"*. The following main elements will focus IWRM interventions in the region:

- Facilitation of dialogue and collaboration amongst stakeholders, at national and community levels, to decide on financing and joint implementing of water works/agreements and deal with competing water claims;
- Sustaining and building resilience of the natural resource base for agriculture, fisheries, industry, and drinking water, also in light of climate change;
- Sustaining water resources for access to drinking water, including for cities and refugee settlements and camps, and efficient use of water for increased agricultural productivity and industrial use.

The program will thereby focus on potential activities that i) cover a geographically limited cross-border area; ii) build on dynamics in society; ii) to the extent possible, target the mentioned main elements to contribute to stability.

Funding of new IWM-projects in the region will gradually become available after 2015. In 2014 the future program will be formulated, taking into account the regional strategy and other donor initiatives and available financial resources around the following possible directions:

1. Water resources are sustainably and rationally managed through an integrated approach:
  - a. Existing Lake Kivu Monitoring Program (LKMP) that aims at sustainable socio-economic and environmental development of Lake Kivu.  
*Outcomes:* strengthened regular monitoring, data and information gathering, better understanding of Lake Kivu and its environs, establishment of an enabling legal, institutional and organizational structure for LKMP.
  - b. Existing Great Virunga program that aims at environmental and livelihood security in the Greater Virunga Landscape.  
*Outcomes:* trans boundary collaboration, integrated water resource management in Virunga Park, increased contribution of tourism to community development, mitigation of adverse oil and gas exploration impacts.
2. Optimal use of water becomes a driver for economic growth and meets the region's needs for inclusive socio-economic development, through:
  - a. integration of water management in program to be developed by Embassy Bujumbura in Ruzizi area.
3. Ensure dialogue on and collaborative management of the region's water resources at all levels to solve (potential) conflict, remove constraints and seek opportunities, through:
  - a. Existing Trans-boundary Ecosystem Program (IUCN) that aims to address the situation of overexploitation of Lake Edward's ecosystem and effective and participatory trans-

boundary oil resource governance and monitoring in Uganda, DRC, Rwanda and Burundi and Tanzania.

*Outcomes:* sustainable fisheries in Lake Edward and enhanced participation of citizens and civil society through the setting up of a collaborative platform for discussions, exchanges and legal support.

#### **4.5 Spearhead Sexual- and Reproductive Health and Rights**

The Great Lakes' region faces tremendous challenges with regard to demography (high population growth). Fertility rates in the region are high (Burundi: 6.1 children/woman, DRC: 6.3, Rwanda 4.6, Uganda: 6.2). Especially for Burundi and Rwanda major demographic challenges are to be expected. Population density in Rwanda is among the highest in Africa (417/km<sup>2</sup>, Burundi: 350/km<sup>2</sup>). At this rate of population growth the advances in the achievements of the Millennium Development Goals over the past years will be difficult to sustain, while guaranteeing inclusive growth will be all the more challenging. Especially in Rwanda and Burundi demographic growth will aggravate the problem of land scarcity.

The main drivers of instability in the area of SRHR are the following:

- Cultural norms discourage talking about sexuality. This results in a lack of sexual information and education, for young and old, men and women.
- Gender inequality is big and there is insufficient attention for Gender Based Violence. Few women in the region can decide for themselves to become pregnant or not. Unwanted pregnancies, (leading to) clandestine abortion, gender based violence, sexually transmitted infections and HIV Aids are prevalent.
- In general, religions in the region are not favorable to modern contraceptive use. The message from influential religious leaders is to rely on natural methods
- Health facilities are weakened by the history of crisis; there is limited access to and unequal distribution of SRHR services (especially in DRC and Burundi).
- Sexual rights are considered as taboo and some are punishable by law (homosexuality is perceived as a crime in Uganda and Burundi).

##### Intervention logic:

On paper the political will in the region exists to improve SRHR. However, this will does not translate in strong action. Impunity for SGBV perpetrators is still high, and family planning and SRHR are generally not prioritized in health policies. SRHR interventions are therefore very dependent on external aid programming and implementation, mainly by (I)NGO's.

The Netherlands has an added value in SRHR because of its knowledge and experience in: (i) sexuality education, addressing the needs of young men and women /adolescent girls; (ii) community based approaches to reduce gender based violence and harmful practices; (iii) human rights and sexual rights and diversity; (iv) integrated approaches SRHR and hiv/aids. Currently, SRHR in the Great Lakes region are dealt with by the Netherlands through the delegated bilateral program in Burundi and through NGO activities financed by the Ministry of Foreign Affairs. Many of these NGOs work from a regional perspective and their activities cover more than one of the countries in the region.

##### Burundi program (for more detail see MASP 2014-2017 Burundi):

The objectives of the delegated program in Burundi are:

- Support Government efforts to reduce the unmet need to family planning;
- Improve access by youth to quality sexual and reproductive health services and help them make informed choices regarding sexual attitude and behavior;
- Reduce sexual and gender based violence and improve respect of sexual and reproductive rights of people to whom rights are denied.

In DRC, the Ministry of Foreign Affairs funded SRHR programs focus especially on fighting the impunity of SGBV. The Netherlands employs a broad approach that includes prevention/protection measures, multi-sectoral assistance, measures aimed at improving the military and police response to SGBV, fighting impunity and, most importantly, empowering women within society, the economy and the State. Specifically the distressing issue of SGBV targeted at displaced women is central to the efforts. The Netherlands contributes funds, expertise and manpower, both through NGOs and through the MONUSCO structures, in order to combat SGBV.

#### Regional opportunities:

##### *1. Integration of SRHR issues in programs under other spearheads:*

In Security and Rule of Law there are, for example, opportunities to build on bilateral activities on Gender Based Violence (knowledge sharing, research), and to integrate additional SRHR activities in existing programs. Within Food Security, there are, for example, opportunities to pay attention to entrepreneurship of young women in economic development programs.

##### *2. Connect different central and decentralized activities in the region:*

The knowledge platform SRHR, that has Burundi as one of its focus countries, provides an opportunity for knowledge sharing in the region based on existing and ongoing activities.

##### *3. A selective set of specific regional SRHR activities:*

In the budget proposed for this MASP, no funds for SRHR activities were foreseen. Due to the prominence of SRHR issues within the key issues as described, it has been decided to include SRHR as an extra spearhead after all. A relatively small amount will be made available for 2014 for studies, pilots and identification of programs to be implemented from 2015 onwards. The programming for this spearhead will need to be developed over the coming months, with additional expertise made available by the Department of Social Development of the Ministry of Foreign Affairs.

Opportunities to further investigate in this respect are:

- "One Stop Centers" for shelter of GBV victims and rehabilitation space for sex offenders;
- Increased availability and access to quality SRHR commodities and services in the region;
- Improved involvement of men and boys in the domain of SRHR;
- Improved consideration of youth and their SRHR needs;
- Improved respect of sexual and reproductive rights of people to whom rights are denied;
- Decreased of harm caused by unsafe abortion (Comprehensive and post abortion care);
- Social Impact Incubator Program: Segal Foundation has launched a program coaching and accompanying local organizations and creating new networks around the "social impact" of development (currently carried out in Rwanda and Burundi).

## **4.6 Environment**

Because no new funds for energy projects will be made available under the new MASP, a number of planned activities can no longer be realized, such as support to the Rusumo Falls hydropower facility. One energy project will continue to be financed under a contractual obligation with KfW (energy connection with DRC). This project will require 10 mln Euro in 2014, amounting to 50% of the available annual budget of the regional MASP. Additionally, funds for the Greater Virunga Program are captured under this MASP.

## **5 Other instruments of foreign policy**

### **5.1 Political and diplomatic initiatives**

Apart from participation in regular EU and UN meetings, the Netherlands is a member of the International Contact Group for the Great Lakes (ICG). Other members of the ICG are UN, US, EU, UK, France, Belgium, Sweden and Germany. The ICG meets physically every six months and the Netherlands will host the meeting in spring 2014. At least once a month members have telephone conferences or, when developments in the region necessitate it, more frequent. Important stakeholders, like MONUSCO, South Africa and the World Bank, are also invited to participate in both types of meetings. The purpose is to exchange information and points of view on the peace process in the Great Lakes region and develop a common strategy on how to support this peace process.

The Netherlands contributes to a multi-donor trust fund to support the activities of the office of Mary Robinson, the Special Representative for the Great Lakes region. She is especially focusing on engaging civil society in the peace process with an emphasis on women's organizations.



## 5.2 Peace-Keeping Operations

Uganda, Rwanda and Burundi contribute to international peace keeping operations. Uganda and Burundi are active in Somalia (AMISOM), while Rwanda has deployed troops in Darfur (UNAMID) and in South Sudan (UNMISS) and holds the command post of MINUSMA (Mali). Uganda is also heavily involved in contra LRA operations with support from the USA. The contribution by the countries in the region to these regional and African challenges is highly appreciated by the international community. Burundi and Rwanda are now considering to participate in the Mali mission as well and Burundi also in the CAR.

Over the past years the Netherlands has contributed through various programs in facilitating the participation and increasing the quality of the participation. Examples are the ACOTA program (together with the USA) and trainings provided on the Law on Armed conflicts (LOAC) as well as on ethics and legal advisers. In the coming years the Netherlands will maintain its support for peace keeping operations. In Burundi and Uganda legal advisory capacity will be strengthened and the ACOTA program will be continued. Cooperation with Rwanda has for the moment been put on hold.

The Netherlands also provides financial support to MONUSCO through central UN funds, as well as through the secondment of Dutch civilian experts to the MONUSCO Stabilization Support Unit and the MONUSCO Sexual Violence Unit. Additionally, the Netherlands supports the MONUSCO Joint Protection Teams aimed at improving its Protection of Civilians in a concrete fashion.

## 5.3 Communication

*Objective:* Public Diplomacy (explaining the regional programming to the Dutch public and Government and explaining the Netherlands to people in the region) as well as raising Dutch visibility in the region.

The embassies will actively communicate about the regional program via their Facebook pages, websites and Twitter accounts.

## 5.4 Programs implemented in the region from non-delegated funds

*Objective 1:* Encourage and facilitate synergy and alignment between delegated and non-delegated funds and between bilateral and multilateral interventions.

The delegated regional program is not the only Dutch intervention in the Great Lakes region. Many other Dutch organisations and programs are active in the region. In many cases these activities are directly or indirectly paid for by the Ministry of Foreign Affairs in The Hague. Moreover, international organisations of which the Netherlands is member or contributor, such as the UN, the World Bank, the ADB, the IMF and the EU, have large programmes in the region. Coherence and synergy between all these different levels of engagement with the region are required in order to increase effectiveness and efficiency of the overall Dutch regional cooperation. Where possible, the embassies will play an active role in creating partnerships with all these actors and in informing and advising HQ on their performance.

*Objective 2:* Strengthen social fabric by linking regional and local strategies

As the social fabric of a society is crucial for stability, regional strategies should always also have a local level perspective. Fostering emerging community structures and dialogue between groups and communities contributes to stability and security in people's daily lives. Local civil society organisations are key in these processes. These organisations – and their Dutch partner organisations – are therefore relevant stakeholders in achieving regional policy objectives.

Presently around 200 civil society organisations in the Great Lakes region are supported by (Dutch) NGOs through central MFO funding facilities such as the Dutch co-financing program (MFS 2012-2015), the Funding leadership and opportunities for women program (FLOW), the SRHR-fund, National Action Plan 1325, SNV and the trade union co-financing program VMP.

The priorities of this regional strategy, such as land, food security, human security and stability and SRHR are considered by many of the Dutch NGO's as their priority areas as well. Taking into account these interventions in the regional strategy allows for a reality check on how strategy objectives work out for people's daily lives, contributes to the social fabric, enhances information sharing on violations of security and may provide opportunities for dialogue with local institutions

and authorities (where present). Furthermore, Dutch NGO's stress the importance of educating and training the youth.

In her letter to Parliament on civil society in a changing context (October 9, 2013) Minister Ploumen set out a course in which the Netherlands will forge strategic partnerships with Dutch CSO's with the aim to strengthen the capacity for agenda setting, lobby and advocacy. Dutch embassies, preferably jointly with the EU, will address shrinking political space for CSO's where required.

## 6. Operational consequences

### 6.1 Monitoring and Evaluation

The regional program will be jointly implemented and monitored. Joint field visits will be organized to monitor progress. Ambassadors will meet at least once a year to discuss progress of the implementation of the strategy and there will be quarterly videoconferences between the thematic experts in the different embassies. A monitoring framework will be designed in order to better report on the results achieved.

### 6.2 Knowledge and networks

Embassies will work closely together with Dutch NGO's active in the region in order to have a coherent approach and a complementary program. Contacts with Dutch knowledge institutes that undertake relevant research for the region will be intensified.

## 7. Financial Implications

Financial ODA implications 2014-2017 in € (budget-code, description of the policy area)

Budget 2014-2017		
2.1	Improved food security	26.300.000
2.2	Improvements in water management, drinking water and sanitation	20.500.000
2.3	Sustainable use of natural resources, combating climate change, increasing population's resilience to unavoidable climate change in developing countries	12.200.000
3.1	Sexual and reproductive health and rights for all; stopping the spread of HIV/AIDS	12.600.000
4.3	Developing the rule of law, reconstruction, peacebuilding, strengthening the legitimacy of democratic structures and combating corruption	17.000.000
<b>Total</b>		<b>88.600.000</b>