

2018 THE EBA AID REVIEW



THE EBA AID REVIEW 2018

Annual report from the Expert Group for Aid Studies for the year 2017

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PREFACE

By commissioning studies and disseminating knowledge, the EBA contributes to the advancement of Sweden's official development assistance (ODA). The aim is to bring clear added value to actors in this field by presenting new or synthesised knowledge and findings in priority areas.

The EBA initiates studies focusing on problems, priorities and challenges in relation to the direction, management and implementation of development assistance. Different issues require different kinds of analysis, whether evaluations, synthesis studies, mapping studies or reviews of the literature. In addition to its reports, the EBA puts out a special series of publications summarising new dissertations. It also uses background reports as a means of responding to issues that require less time or resources to deal with. This breadth of approach enables the EBA to be policy relevant and to study issues in whatever way is deemed most appropriate.

The EBA's principal task is to provide background material for the Government's development and management of Swedish aid, but its activities are also of relevance and interest to other actors in the aid field. During the year, therefore, the EBA has intensified its efforts to communicate study results in various ways and in various contexts, both at scientific conferences and in smaller, customised formats for relevant target groups. Such meetings also enhance the EBA's possibilities of engaging new authors and members of reference groups for coming studies.

In EBA reports, it is the authors themselves who are responsible for the conclusions and recommendations therein. The EBA's committee members put forward joint viewpoints in other contexts,

such as in the present *Swedish Aid Review 2018*. Our hope is that people will be inspired to read the EBA's studies and thereby take the discussion on the results, direction, management and implementation of aid a step or two further.

Stockholm, 14 March 2018

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THE ROLE OF AID IN A CHANGING WORLD

Ultimately, the purpose of aid is to reduce poverty in the world. International development cooperation is characterised by uncertainty. Aid actors are encountering democratic setbacks and increasingly having to consider both the impact that intensive armed conflicts are having on development cooperation and how aid may impact on the future development of weak states and institutions.

The political agenda is undergoing rapid change, and consensus between global actors appears to be in decline. Aid is being affected by foreign-policy ambitions of a more nationalistic hue, and the conditions governing multilateral cooperation are changing — not least as a result of a more isolationist US policy approach along with more expansionist policies on the part of China, among others. Where Sweden is concerned, this necessitates a greater readiness to find new partners for the purpose of tackling priority issues under Swedish aid policy, such as democracy, human rights and gender equality, as well as the global sustainable development goals. Progress on these issues has varied among Sweden's partner countries.

Sweden's chances of supporting positive forces for change in these countries – both through aid and in other policy areas – also vary. Civil society's room for manoeuvre is shrinking in many countries, which risks impacting on democracy and human rights. One country where there is a tendency to encroach on human freedoms and rights is Turkey. In 2017, the EBA initiated a study on how Swedish aid might benefit Turkish civil society, in light of its reduced scope for action.

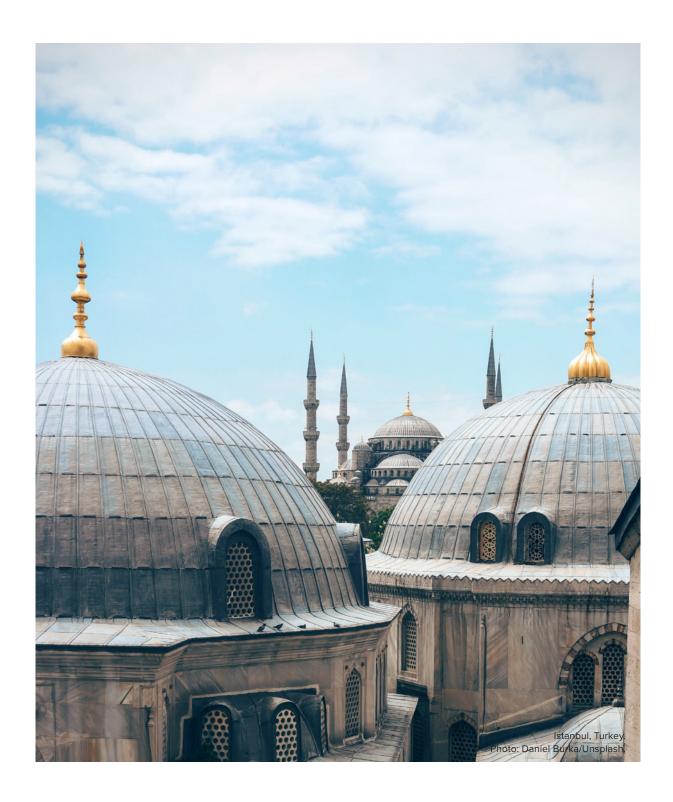
Total world aid is increasing in terms of dollars, even if the share of donor country income has remained almost unchanged at 0.3 per cent since 2005. The same applies to the global weight of these flows: aid as a proportion of total world income has amounted to approximately 0.2 per cent throughout the present century. At the same time, aid is being called into question in a number of donor countries. The US has announced extensive cuts, and neighbouring countries that have historically pursued the same line as Sweden, such as Denmark and Finland, have reduced their aid volumes. Meanwhile, different donors have offered differing views as to what aid may be used for. The OECD's Development Assistance Committee, DAC, has been tasked with modernising international

statistics on Official Development Assistance, ODA, so that they more accurately reflect what in fact represents aid in donors' commitments. The committee has introduced new forms for the reporting of migration and security-related activities designed to ensure sustainable development in the long term. There is still however a lack of agreement on how support to the private sector should be reported.

The Swedish target of allocating one per cent of GDI to development assistance – combined with an anticipated decline in in-country refugee costs – means that its ODA corrected for reductions in 2018 is expected to increase by just over SEK 6 billion to almost SEK 43 billion. While this paves the way for increased efforts in priority areas, an in-depth analysis is required of what can and should be done, and how it should be done – especially since altered circumstances during the year could result in substantial adjustments to the size of Swedish ODA. These are matters that were variously dealt with in EBA publications during the year (*EBA 2017:01, 2017:04* and *2017:11*).

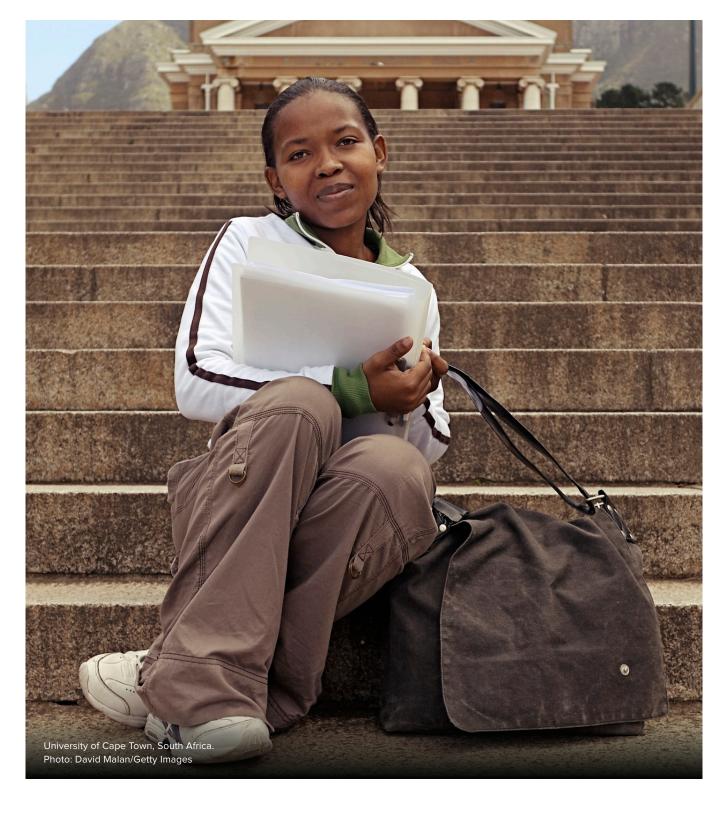
During the 2010s, Sweden's humanitarian aid has amounted to between 14 and 18 per cent of its total bilateral ODA. The Government's ambition is to steer development assistance towards more challenging environments, e.g. in what are known as *fragile* and *conflict-torn states*. This places considerable demands on aid provision. A greater understanding and acceptance of risks as a part of development processes will be required, for instance. A coming EBA study analyses the extent to which formal risk management systems in aid might be better adapted to the special challenges associated with work in fragile states. The EBA has also initiated a study on the importance of the media for risk assessments undertaken in connection with aid.

In addition, pursuing aid in changing environments creates new challenges as regards evaluating activities. This is particularly difficult in an age dominated



by management models centring on New Public Management, where accountability is based on anticipated performance targets set in advance. A movement has emerged in recent years called Doing Development Differently, which among other things questions this management approach. Instead it advocates solutions that are more locally based and which take into

account the context's unpredictability. Bringing about change is viewed as a process with learning at its core and where results expectations are continually shaped and adjusted over time. Proceeding from this basis, Hilde Reinertsen, Kristian Bjørkdahl and Desmond McNeill ($EBA\ 2017:06$) discuss how evaluations might become more fit-for-purpose.



HIGHER EDUCATION AND RESEARCH FOR DEVELOPMENT

People's ability to generate, use and assess knowledge is crucial to development. The quality of education and research systems is of great importance for how effectively local, regional and global challenges can be dealt with. No country can tackle these issues on its own. Nor can any country be left to fend for itself.

Swedish education aid has traditionally focused on basic education. In a number of reports, the EBA has examined the potential for and impact of aid in this sector (*EBA 2016:02*, *2016:03* and *2016:11*). The significance of higher education and research, however, has received less attention in the EBA's work.

The relevance of higher education and research for poverty alleviation and sustainable development is clearly set out in a number of the 17 goals in Agenda 2030. Education and research are parts of a cohesive system, and together they strengthen people's ability to influence their own development. Basic education steers pupils and students up through the educational system, and higher education provides all levels of the system with teachers. Quality in higher education implies that many university teachers are also trained researchers. Serious deficiencies in African countries' research systems are noted for instance in the 2016 annual report of the African Capacity Building Foundation (ACBF).

For over 40 years, Sweden has supported research in developing countries, mainly by strengthening research capacity in partner countries (including support for research education and research infrastructure). Over the years, hundreds of people have undergone research training with Swedish aid funding in a model based on close cooperation between a Swedish university and a university in a partner country – known as the sandwich model.

Måns Fellesson (EBA 2017:08) identifies and analyses Sweden's bilateral support for research training in Mozambique, Tanzania and Ethiopia. The study shows that most of the researchers who have obtained degrees under the sandwich model continue to be active in their home countries. Mobility is low, however, both within the academic system and in relation to other sectors of society. There is often a glaring lack of university teachers, as a result of which postgraduates tend to teach instead of pursuing research. This in turn limits their chances of joining international research partnerships and undertaking research abroad. From a 'brain drain' viewpoint, it is gratifying that researchers remain in their home countries, but the benefit is reduced if their skills are allowed to erode. At the same time it is important to remember that researchers working abroad can also contribute to their home countries' development.

Swedish research aid further involves supporting international organisations that undertake research on development issues, and supporting development-oriented research in Sweden. David Nilsson and Sverker Sörlin (*EBA 2017:07*) examine Swedish research aid in a historical perspective with a focus on its mandate and function in relation to other policy areas, especially to higher education and research policy in Sweden. Nilsson and Sörlin note that there is a risk in separating research aid from the Swedish national research arena at a time when stronger demands are being made as regards cooperation on common challenges – both between countries and at local,

regional and global level. It is essential that Swedish researchers cooperate with researchers in developing countries. It is also essential, say the authors of the report, that Swedish development research be covered by a national research policy.

According to Nilsson and Sörlin, a key factor for the achievement of such a convergence is the integration of research aid funding and Swedish research funding. The authors suggest for instance that parts of the research aid budget might be brought into the extensive research programmes that the Government presents in its regular research bills. A requirement could then be added whereby these programmes would have to be shaped in cooperation with developing countries. To achieve such a convergence a thorough review of the structure of Swedish research aid is needed. A government inquiry into internationalisation in Swedish higher education, A Strategic Agenda for Internationalisation (SOU 2018:3), which presented its first interim report in January 2018, draws on some of the recommendations contained in the above report.

STRENGTHS AND WEAKNESSES IN SWEDISH RESEARCH AID

Fellesson observes that Swedish research aid has succeeded in strengthening the capacity of private individuals in low-income countries. The problem is, however, that knowledge and expertise generated in academia is not sufficiently benefiting community building. There are nevertheless some good examples to learn from, such as the African Economic Research Consortium (AERC). Fellesson argues that Swedish research aid could finance postdoctoral programmes aimed at creating permanent research environments in low-income countries. Aid-funded research stays abroad could be a further means of strengthening researchers during the critical period that follows completion of their dissertations.

There is a gap between Swedish aid for basic education and research aid, due to the fact that funding for higher education has not been given priority. The links between the various parts of the education and research system are important, not only so as to ensure that teaching and research maintain a high, stable

standard but also to ensure that research findings have a genuine impact on society.

Nilsson and Sörlin argue that donors must strengthen partner countries' ownership of research by for instance supporting institution-building in the form of national research councils. It is also important, they say, to strengthen national research capacity for the study of solutions as to how global challenges affect the local context. A concrete example of this is to be found in Jonathan Rushton, Arvid Uggla and Ulf Magnusson's report on animal welfare (EBA 2017:03). The authors argue that Sweden possesses experience and expertise in the animal welfare field that should be put to better use in strengthening educational and research institutions in partner countries. During the two EBA panel discussions at the international EADI conference in August – where the two reports on research aid were the main focus - the importance of national ownership of research content and the need for genuine dialogue between countries when research agendas are formulated were both emphasised.

In a recently published study (*EBA 2017:12*), the EBA examined the sustainability of Swedish aid initiatives, based on decentralised Sida evaluations. The study showed among other things that the financial sustainability of research funding for university environments was often weak or unclear, despite considerable efforts on the part of all concerned. In cases where donor funding was to end, the partner countries often lacked the financial means to sustain the activity and its impact for any length of time.

Sweden has a long and unique tradition of research aid provision which in many respects has yielded good results. Even if the effects of such provision are both long-term and difficult to measure, continuing analysis is required of the extent to which this aid is building independent and sustainable research capacity in partner countries. Vigorous, integrated research is needed in both Sweden and the partner countries in order to meet common global challenges. The EBA therefore advocates launching a review of future Swedish research aid, based on Sweden's policy for global development.



PEACE AND SECURITY

A relatively large share of the proposed increase in ODA in the 2018 budget bill is expected to go to conflict prevention and peacebuilding activities. Issues such as priorities, expediency and effectiveness in this work remain important.

A debate has recently been underway concerning how ODA can or should be implemented differently, e.g. via the above-mentioned movement *Doing Development Differently*, but also via the movement *Thinking and Working Politically*. These two lines of approach emphasise the importance of both understanding and building on local processes. They cover both interventions in more traditional development environments and peacebuilding and other initiatives in crisis environments. Complex settings such as Syria, South Sudan and Myanmar represent a special challenge for donors' risk awareness and risk management. Donors must also have realistic expectations as to what results can be achieved in these countries.

In their report (EBA 2017:05), Joakim Öjendal, Hanna Leonardsson and Martin Lundqvist raise a number of critical questions concerning how peacebuilding is implemented in practice. In particular, they discuss the difficulties that various donors and international organisations face when it comes to supporting local peace initiatives. Öjendal et al write that international actors "should move beyond the national state apparatus in their efforts to ensure local ownership of the peace process". The advantage of locally based peace processes is that they offer a clearer response to actual needs, challenges and priorities than processes that are in large part nationally controlled. The study of local peace processes included in the report also shows that the issue of gender equality is often (but not unequivocally) accorded greater weight if it is pursued on a more local basis.

Even though the year 2017 was again marked by armed conflicts and humanitarian disasters at global level, a number of peace processes moved in a positive direction. This is true in particular of Colombia, but also of Somalia and Somaliland. It is important to learn from successful peace processes and to understand how they may best be supported. Öjendal et al offers a number of examples of local peacebuilding



processes and emphasise the importance of ownership for ensuring a fully accepted peacebuilding effort that responds to problems identified by those most directly affected. The international community should, the authors say, provide support to local peacebuilding as early as possible and seek to merge local initiatives with the national peace process.

Hitherto, however, peacebuilding has primarily involved large-scale projects and programmes. Local peacebuilding is associated with a higher level of both resources and risk-taking. Öjendal et al therefore recommend that peacebuilding actors invest in experience



management, learning and adaptive working procedures in order to support small-scale but challenging peace processes at local level

The importance of supporting local peacebuilding and looking beyond the traditional "peace industry" was also discussed at an EBA seminar, with three reports from new postdoctoral researchers Sara Gehlin, Mathilda Lindgren and Emma Elfversson (*EBA DDB 2017:07, 2017:08* and *2017:09*). The seminar discussed issues such as which factors affect how states choose to solve conflicts, differences in mediation styles and types of conflict, as well as the role of

religion before, during and after conflicts. A recurring conclusion at the seminar was that peacebuilding actors should focus their resources on approaches that facilitate analysis, learning and adaptation to the challenging environments that fragile states represent. The need to be able to work at individual level was another common theme in the discussions.

A coming EBA study on Sweden's work in fragile states examines the difficulties of undertaking initiatives in countries and areas with high risks and major needs, while at the same time meeting expectations of an adapted, flexible and effective aid provision.

REFUGEE FLOWS FROM TROUBLE SPOTS

Many in-country refugee costs are counted as aid and may thus affect other areas of aid provision. While there are no firm signs that this has occurred in Sweden, refugee migration to Europe, which peaked in 2015, has clearly demonstrated what points humanitarian aid and development aid have in common, particularly during refugee crises. The number of refugees arriving in Europe has declined in recent years, but refugee migration in the global South continues to represent an enduring humanitarian disaster.

In Europe, the debate on migration in recent years has focused on the flow of refugees arriving there, although the great majority of refugees are to be found in host countries in low- and middle-income states in the global South. Much of this debate has come to highlight integration problems, domestic tensions and security policy aspects in Europe. Also, policies have focused to a great extent on how ODA can be used - e.g. with the support of programmes such as the EU Trust Fund for Africa – to curb migration to Europe, both of refugees and of migrants who make their way to richer European countries for socioeconomic reasons. To this end, discussion has come to centre on ways of managing the perceived basic causes of migration. A prominent feature of the above-mentioned EU Trust Fund, for instance, is investment in the migrants' home countries. The criticism frequently levelled at this policy approach is that the main objective has now become to deter people from migrating, e.g. by strengthening the obstacles to their mobility. Also, there is no evidence that aid can reduce international migration to any great extent. On the contrary, there are studies showing that increased economic development in low-income countries tends to increase migration. In some cases, too, it has become harder to make a distinction between flight from war or persecution on the one hand and migration to escape unbearable circumstances on the other.

Anna Knoll and Andrew Sherriff (EBA 2017:01) have studied how the refugee flows that have reached Europe in recent years have affected the volume and orientation of ODA in the EU, Sweden, Denmark, Germany and the Netherlands. For the EU collectively, in-donor refugee costs increased by EUR 5.3 billion between 2014 and 2015. However, the authors found no visible shift in the thematic focus of activites, with the possible exception of the EU Trust Fund for Africa, which appeared to place greater emphasis on migration-related initiatives. Despite drastically reduced deductions for asylum reception in the 2015 budget year, Sweden managed to keep its traditional ODA intact. Whether ODA volumes could be maintained, however, was far from clear at the start of 2016. This created widespread uncertainty among ODA actors as to which resources would be available, which in many cases adversely affected their longterm planning.

Effective aid provision in refugee crises, for peace processes and for preventing a return to conflict, necessitates linking humanitarian aid and development assistance so that they become mutually reinforcing. National and local actors are the quickest to react when crises develop, but they often possess only a limited capacity. Aid that helps strengthen local systems in their efforts to meet crises represents a clear link to humanitarian work. As crises become more

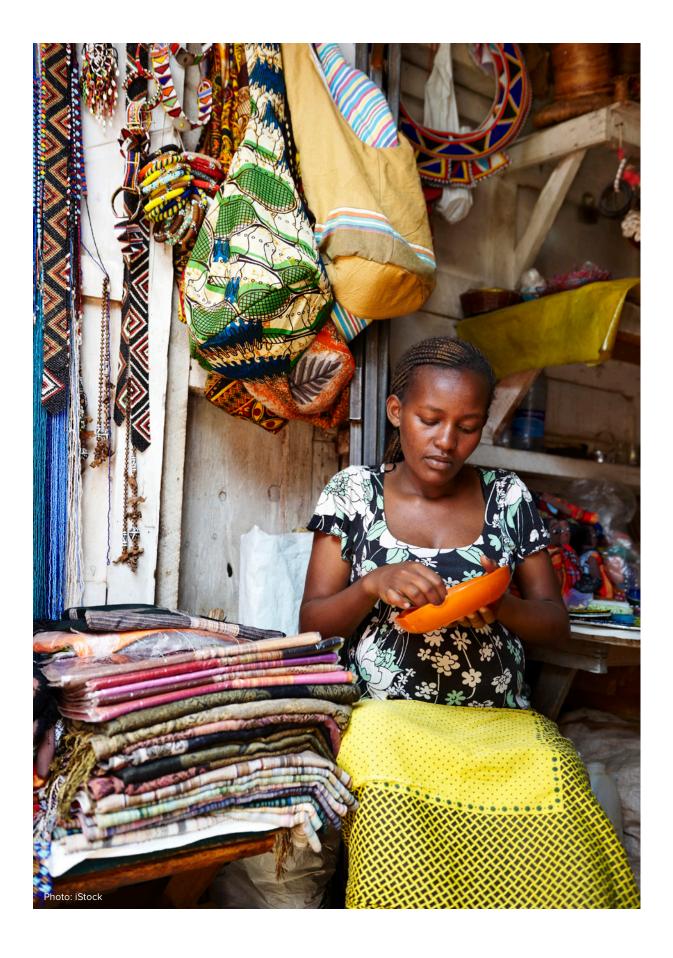


prolonged, such capacity must be enhanced hand-inhand with crisis management. Thus there will be an increasing need for a long-term approach in humanitarian aid, e.g. via efforts to combat the development of parallel structures.

Alexander Kocks, Ruben Wedel, Hanne Rogemann and Helge Roxin (*EBA 2018:02*) have studied the extent to which essential links between humanitarian aid and development assistance have been established in practice during the Syria crisis. The authors find among other things that the strategic design and planning of interventions have increasingly involved common points of departure. At a more concrete level, efforts to strengthen local structures in neighbouring countries (Jordan, Lebanon, Iraq) have facilitated

accessibility for groups in need, led to increased employment and strengthened local capacity. At the same time, the authors describe how local actors are finding it difficult to meet growing relief needs, and also note that capacity-building initiatives are frequently taken with little input from local actors.

There is also a desire for more flexible financing solutions aimed at coordinating humanitarian and development interventions to a greater extent. Lack of resources means, however, that humanitarian efforts are given priority over more long-term initiatives. To better understand the effectiveness of the humanitarian system, the EBA has initiated a study on the actual consequences of the UN appeals system, which is almost chronically underfunded.



SECURITY AND HEALTH - FOR EVERYONE

Good health is a human right and is crucial to people's chances of taking part in and effectively contributing to the advancement of society. Even if development is largely moving in the right direction, much still needs to be done to reach those most vulnerable.

The 2030 Agenda for Sustainable Development contains not only a pledge that "no one will be left behind" but also states that "we will endeavour to reach first those who are furthest behind". Even if more people are living longer and healthier lives, the prime challenge is – as was observed in one of the EBA's first reports (*EBA 2014:02*) – to include and reach the poorest, most marginalised and most discriminated groups.

Discriminating structures are keeping people in poverty. They are being excluded from such essentials as health and education systems and are often given only limited opportunities to take part in and influence society. Joel Samoff et al (EBA 2016:03) showed that children from marginalised groups (especially children with disabilities and children from ethnic minorities) find it difficult to access education. This is also confirmed in a synthesis report by Rachel Marcus, Anna Mdee and Ella Page from CPAN and ODI (EBA 2017:02). The report constitutes a compilation and analysis of knowledge concerning the impact of large-scale anti-discrimination measures on discrimination and poverty. It identifies major knowledge gaps regarding the effects of ODA on vulnerable groups, especially people with disabilities, LGBTQ persons and ethnic minorities. Moreover, there are relatively few studies on challenges associated with the intersectional perspective, i.e. people who are discriminated against on more than one ground, such as a disabled girl from an ethnic minority.

An overall conclusion in the report is that basic and general welfare systems to which all have *right of access* work best as a means of combating discrimination. Targeted measures, however, such as educational openings reserved for girls or labour market programmes targeting young mothers, have yielded good results. The introduction of quotas for women in political posts has impacted favourably on the gender balance in the political arena. There is however a risk of backlash in the form of negative attitudes

and distrust towards those brought in via quotas -a negative effect that directly counteracts the original idea behind this system. In seeking to achieve the desired impact, an understanding of context, local opinion-making activities and local ownership is vital.

It is also important to ensure that the anti-discrimination laws in place are complied with in practice. More support therefore needs to be directed at strengthening institutions and the rule of law so that central government and, where appropriate, its service suppliers (schools, care providers, courts etc) may take appropriate action against discrimination in all its forms. This is closely associated with the issue of corruption, which has a disproportionately severe effect on vulnerable groups. Alina Mungiu-Pippidi (EBA 2017:10) argues in her seven-step approach to anti-corruption work that it is not simply a matter of establishing or reforming formal institutions. Legitimate systems for corruption control are developed to a great extent through norm changes, e.g. by using aid to support civil society's ability and willingness to demand accountability.

To genuinely live up to the stated ambition of reaching first those who are the furthest behind, a partial shift of focus in development cooperation will be required. Along with central government, civil society has an important part to play in disseminating knowledge and changing norms. In 2018, therefore, a supplementary EBA report from the team of authors at CPAN/ODI is being published, representing a synthesis of the available knowledge on civil society's efforts to combat discrimination.

SEXUAL AND REPRODUCTIVE HEALTH AND RIGHTS - WAYS FORWARD

Swedish health aid prioritises the health of women and children, focusing in particular on sexual and reproductive health and rights (SRHR). Progress in this field slowed to a halt or was reversed in 2017 in



some parts of the world. Reintroduction by the US of what is termed *the gag rule*, for instance, brought to a halt American financing for organisations whose work relates to the abortion issue. There is a risk this will also affect work on HIV, malaria and child health-care. Sida and the Swedish Ministry for Foreign Affairs have issued political statements and financial pledges to show their dissatisfaction, and several countries have joined forces under the campaign slogan "She Decides".

At an EBA seminar on SRHR and development, the findings of five new postdoctoral researchers were presented: Malin Bogren, Anna Kågesten, Elina Elveborg Lindskog, Jessica Påfs and Susanne Sjöström (*EBA*

DDB 2017:02, 2017:03, 2017:04, 2017:05 and 2017:06).

The discussion covered such topics as the effects of war on fertility, sexual behaviour and infant mortality. Attention was drawn to the key role of midwives in reducing mortality and ill-health, and to the fact that increased access to safe abortions saves lives. It was also noted that there is a significant lack of knowledge about the 10–14 years age group, since this group is seldom included in statistics. It was further argued that SRHR is more than simply a health issue, and that support is therefore needed for such things as an efficient rule of law, education and a change in oppressive norms. Another important conclusion was that boys also needed to be involved in work on SRHR issues. More needs to be learned about the role of boys and men in gender equality



work as a whole, and particularly in relation to SRHR. An EBA report currently being prepared is studying how men can be involved more closely in the task of promoting gender equality in the social protection field.

HEALTH IN A BROADER PERSPECTIVE

One of the most challenging development issues listed in Agenda 2030 is global health. Health issues are complex and closely linked to both human rights and gender equality, and therefore are represented in many of the goals in Agenda 2030. A Lancet report from 2017 identifies climate change as the single most significant threat to global health in the years ahead. During the year, the Swedish Institute for Global Health Trans-

formation (SIGHT) was established. It aims to adopt an interdisciplinary approach to issues such as the link between climate and health, refugee access to health and medical care, Agenda 2030 and SRHR issues.

Animal welfare is one example of a field that is relevant to several of the global goals since it brings together global and local public health and people's chances of lifting themselves out of poverty. Rushton et al (*EBA 2017:03*) identifies animal welfare as one of the most crucial development issues in the years to come. It is a key area in efforts to combat antibiotic resistance, to fight infectious diseases and to reduce climate impact. Global animal welfare deserves greater attention both in the aid sector and in adjacent areas.

MANAGEMENT FOR SUSTAINABILITY

The fundamental aim of international development assistance is to contribute to lasting change. Whether this involves physical investments or changes in behaviour, the idea is that the results achieved will remain once funding ends. Today there is only limited awareness of the extent to which aid is sustainable. Also, there is scope for steering aid design more clearly towards sustainability.

To ensure that aid is not just sustainable in the sense that results are lasting, but is also economically, socially and environmentally durable, long-term sustainability will need to be built into the design of aid interventions from the start. This is not simply a case of which sectors to prioritise, or which institutions to build up, but involves the further question of how this is to be achieved, which in turn raises the question of effectiveness. In what forms are activities funded, for instance, and how much interest is there in actually following up results and learning from them?

In her study on ODA and anti-corruption (*EBA* 2017:10), Mungui-Pippidi contends that donors have been too preoccupied with direct, short-term action against corruption when sustainable solutions instead involve supporting national, long-term strategies that pave the way for a general ethical approach and an administration characterised by integrity.

WHAT SHOULD BE PRIORITISED?

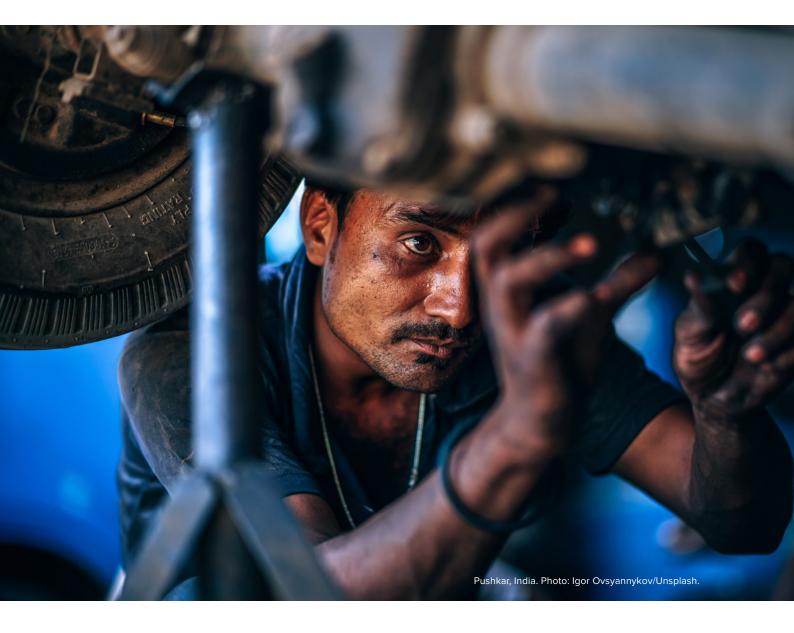
What is the best way to foster effective aid? In essay form, Lars Anell (EBA 2017:04) questions the very idea of setting volume targets. He argues that today's ambition of earmarking one per cent of gross domestic income (GDI) for aid - the one per cent target - creates the wrong incentives in the system and can lead to ineffective usage. To avoid the payment stress that this target can engender, he proposes changing the decision-making process so that the extent and orientation of ODA is decided in a more comprehensive process every four years, roughly similar to the way the research budget is decided. At a seminar centering on the report, the volume and direction of ODA was discussed from different perspectives. It was argued for instance that aid strategies rule, rather than the one per cent target. Opinion was divided on the existence or nonexistence of this target, but there was nevertheless considerable agreement on the need

to ensure predictability and to reduce irregularity in ODA provision – not least in view of the dramatic swings in in-country refugee costs in recent years.

The volume issue recurs in a report by Knoll and Sherriff (*EBA 2017:01*) describing how the volume and direction of ODA changed during the peak migration year of 2015. Increased focus on other priorities meant that traditional, long-term ODA had to cede primacy, although perhaps not so much in Sweden as in certain other EU countries. In 2018, Sweden's ODA appropriation under expenditure area 7 is being increased by no less than SEK 6 billion compared with the previous year – inter alia because of reduced in-country refugee costs. The question is how this boost in aid funding can best be put to use. In the absence of significantly increased administrative resources, multilateral channels would appear to be the most logical alternative, or at least the most cost-effective one. It thus becomes more important than ever to assess the effectiveness of the multilateral system.

Sweden already channels about 50 per cent of its ODA via multilateral organisations. For many years now, non-earmarked core support has been advocated. This was confirmed as recently as December 2017 when the Government adopted a revised Strategy for a Multilateral Development Policy. Core support is generally decided by the Ministry for Foreign Affairs. It involves directly funding organisations' budgets and is non-earmarked in character. Such support gives the organisations' managers the opportunity to pursue the activities that their governing boards - which usually comprise member states - have jointly decided to prioritise. Almost 40 per cent of the funding at Sida's disposal goes to activities in multilateral organisations in the form of multi-bilateral support, which is earmarked in varying degrees.

Stephen Browne, Nina Connelly and Thomas G. Weiss (*EBA 2017:11*) discuss effectiveness aspects in



multilateral support, with the focus on forms of financing. Earmarked support to multilateral organisations is often accompanied by special conditions, which increases transaction costs in the implementation process. Despite donors' formal agreement on what constitutes effective aid, the share of earmarked support to UN funds and programmes increased from 57 per cent to almost 80 per cent during the period 2008–2016. Sweden's multi-bilateral support has also increased since these agreements were reached in the mid-2000s – particularly during the period 2005–2010 when its share in Sida's total appropriation increased from 20 to 38 per cent.

Effectiveness presupposes a degree of predictability. Interventions need to be planned. Contributions not made available cause confusion in the system.

Priorities need to be reordered at short notice, which often leads to rash decisions. This is one of the drawbacks of short-term, conditional financing. Lack of predictability can also have an adverse effect on non-earmarked core support, however. Predetermined contributions in national currencies such as SEK may for instance, as a result of shifts in exchange rates over time, become a significant area of uncertainty. This was illustrated not least by the National Audit Office's report on conversion costs in Swedish aid (RiR 2014:19). The EBA will be presenting a report on this in 2018. It will discuss, in particular, what changes in foreign exchange rates mean for the predictability of aid in terms of volume, but also how shifting exchange rates affect the planning, budgeting and practical implementation of aid interventions.

THE INTEGRATION OF CROSS-SECTORAL ISSUES

The Government's current ambition is to mainstream as many as five horizontal dimensions into its development assistance: gender equality, environment and climate, conflict, the rights perspective, and the development perspective of poor people. Gender equality has the longest history of all cross-sectoral issues in Swedish aid. Mainstreaming the gender equality dimension into Swedish-financed aid projects is an integral part of the Government's feminist foreign policy.

The EBA decided in 2016 to initiate ongoing evaluation of the interventions that Sida undertakes up until 2018, in order to strengthen gender mainstreaming in aid projects and programmes. Researchers are examining whether Sida's recently produced plan for gender mainstreaming is being implemented in an effective manner. Their final report will be delivered during the second half of 2018, but during the process interim reports will be published on the EBA website. Hitherto, the plan has not significantly affected the extent to which gender equality and women's rights are mainstreamed into Swedish-funded aid interventions. The researchers also feel that awareness of the plan itself is largely lacking among Sida's partners and staff. Sida staff, however, do tend to be aware of the Government's ambition to increase the number of Swedish aid interventions that have gender equality as a main goal.

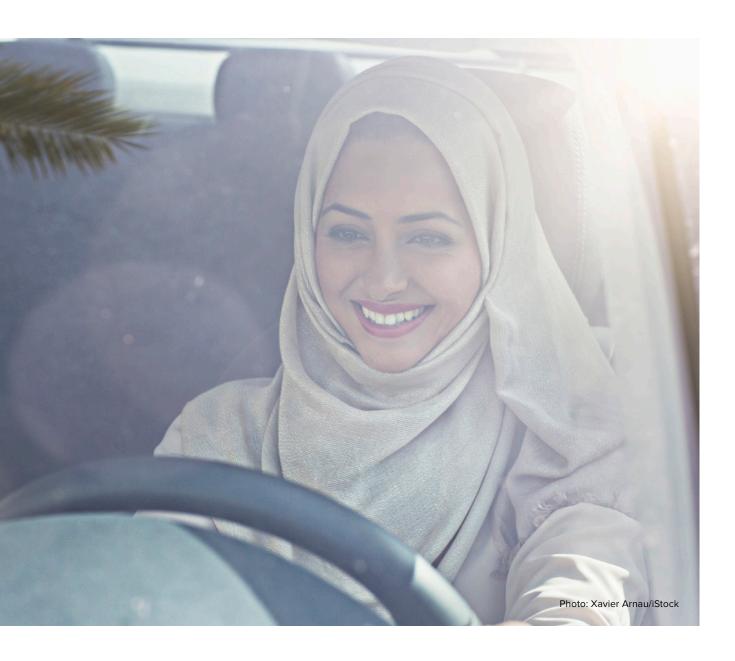
The broad focus of the present Swedish policy framework may be viewed in relation to what has come to be known in research as the "detailing paradox" in government control, which implies that more goals and priorities usually result in weaker rather than stronger management. Even if, formally speaking, aid is governed by strategies of a fairly general targeted nature, the Swedish policy framework in combination with the global development goals give the impression that development assistance is a policy area in which everything is prioritised. The EBA intends to monitor how the numerous horizontal criteria affect the clarity and impact of the Government's management of ODA.

RESULTS-BASED MANAGEMENT

Swedish aid appears to be undergoing a change in terms of how the results issue is viewed. In December 2017, the Government adopted new *Guidelines* for strategies in Swedish development assistance and humanitarian aid. These replaced the 2013 guidelines on results strategies. The fact that the heading in the new guidelines no longer includes the word



"results" is testimony to a revised perception of how the link between results and management should look. A closer comparison of the documents also testifies to a new perception of results evaluation, emphasising learning rather than accountability. In an article in the magazine *Omvärlden* in June 2017, two Sida representatives spoke in similar terms in reference to a study by Cathy Shutt (EBA 2016:07). Among other things, they underlined the fact that Sida views "management by results as an approach that involves seeking to maximise the benefit of what you do by continually learning from successes and failures and on the basis of lessons learned improving the operation. This approach means constantly asking questions such as 'What do we want to achieve?', 'How has it worked out?', and

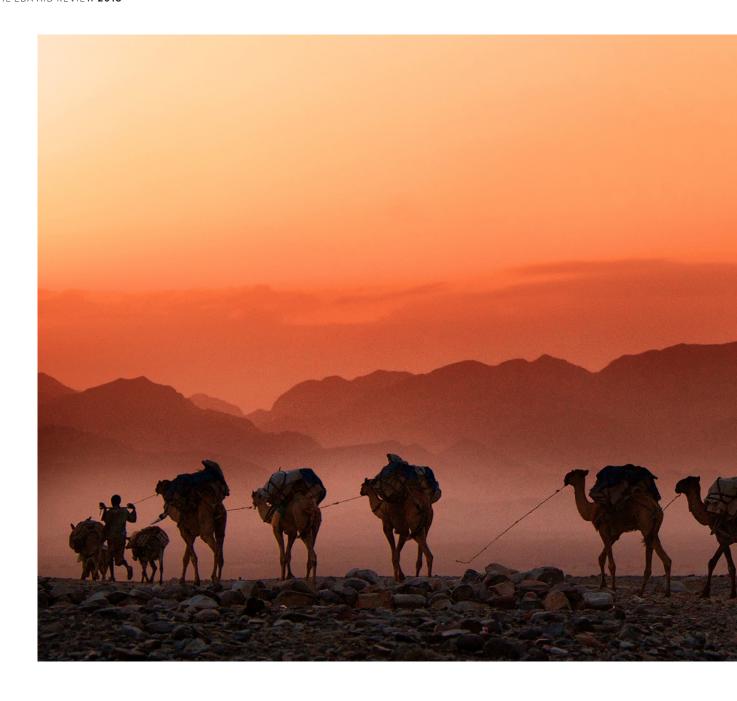


'What can we do differently to improve the chances of effecting change?".

In recent years, several reports and studies, including ones from the EBA, have discussed the difficulties associated with results-based management in aid provision. Besides the above-mentioned EBA study by Shutt, Therese Brolin for instance has noted an inherent contradiction between the ownership principle and results-based management. This applies not only to the relationship between donor and partner but also to that between the Ministry for Foreign Affairs and Sida.

Nor is the relationship between results-based management and evaluation an uncomplicated one, as illustrated among others by Reinertsen et al (*EBA*

2017:06). While evaluations may contribute knowledge of importance for results-based management, the two inherent dimensions learning and accountability must be dealt with separately in the evaluation process. The more short-term view that results-based management takes of accountability tends to undermine the more long-term view that the learning principle involves. It is therefore problematic to find, as noted in EBA 2015:10 and EBA 2017:12, that a systematic and reliable approach to the evaluation of individual Sida interventions' long-term impact and sustainability (ex post) is still lacking. The EBA's study on sustainability (EBA 2017:12), which sought to bring together conclusions in Sida evaluations relating to sustainability, showed for instance that the supporting documentation was so flawed that it was difficult to draw any firm conclusions.



EVALUATION: FOR WHAT, FOR WHOM AND HOW?

It is well-known that evaluations are seldom used for learning – despite the fact that this is the main reason for carrying them out. Evaluations should to a greater extent act as a catalyst for improvements in aid provision.

Reinertsen et al (*EBA 2017:06*) conclude that in practice the dual purpose of evaluations – accountability and learning – necessitates weighing one against the other, to the detriment of learning. The authors question whether it is even possible to undertake

evaluations as currently applied. They argue that completely different approaches should be used for planning and implementation, depending on whether evaluations are to focus on demanding accountability or learning from experience. In the course of an



internal EBA seminar held at Sida, the perception that evaluations seldom if ever represent a principal source of learning was confirmed. Lack of time but also a lack of relevance in evaluations appeared to be the main reasons for this.

One of the conclusions of the EBA study on what evaluations say about the sustainability of aid (2017:12) is that the sustainability aspect – which is one of the OECD/DAC's evaluation criteria – tends to be neglected. The study shows that evaluators almost always propose a continuation of support for the programmes and projects involved – regardless of the conclusions they may have drawn about sustainability in their evaluations. Reinertsen et al (EBA)

2017:06) also note that evaluations frequently avoid drawing conclusions that point to systemic short-comings. The fact that continued support is almost always recommended could suggest that the role of evaluations, in a system with payment pressure, is to legitimise further payments rather than anything else. An alternative interpretation is that evaluators, in case of doubt, choose to "acquit rather than convict", in light of inadequate supporting data, uncertainty and vague conclusions as to the intervention's effectiveness, sustainability and impact.

As a consequence, the conclusions and recommendations of today's evaluations seldom generate a push for change in aid provision. However, the initiation of an evaluation may in itself mark the beginning of a much-needed change process. Also, whoever is being evaluated may gain some valuable insights along the way and this may lead to a change process being launched even before the evaluation has had time to present any results.

Reinertsen et al feel that evaluation clients need to clarify whether it is a learning process that is to be initiated or whether the goal is accountability – and then draw the necessary conclusions as to how the terms of reference are to be framed and how the evaluation is to be undertaken. Learning stands to benefit, the authors say, if both internal participants and external actors are actively included in the process and if self-evaluation is given greater emphasis.

NEW METHODS FOR EVALUATION

Most Sida evaluations are carried out on the spot during or on completion of projects, often by local consultants. But acquiring a picture of aid impact in a more long-term perspective is also of major importance, e.g. via ex post evaluations. To support such a development, the EBA is in the process of introducing new techniques for the analysis of aid impact in Swedish development cooperation (*EBA 2014:01*; 2016:05; 2017:09).

Ann-Sofie Isaksson (EBA 2017:09) argues that cost-effective geocoding of Swedish aid data could probably help strengthen transparency in aid provision and pave the way for analysis of the long-term impact of interventions.1 Geocoding can also be of considerable value in operative work. This was illustrated, during the launch of Isaksson's study, through the Swedish-based voluntary project Abaaraha, which showed how the volunteers had used geocoding as a means of rapidly surveying and visualising where help was needed the most during the extreme drought in Somalia in 2017. The method led to a more rapid and effective provision of humanitarian support. Geocoding is a practice that is being discussed in the OECD/DAC and which appears to be mustering increasing support. The more actors who use geocoding the easier it will be for researchers and students both in Sweden and elsewhere to study ODA in a more cost-effective manner.

DATA ABOUT DEVELOPMENT, DATA FOR DEVELOPMENT

In the 2017 EBA Aid Review, the problem of access to reliable data was one of the topics discussed. This issue unquestionably lives on. In an age of "alternative facts", the importance of standardised definitions, comparability and quality cannot be overstated.

What may be classified as aid, therefore, is by no means a purely technical matter. The question is rich in political undertones: individual countries burdened by heavy military expenditure would like to count some of it as aid. A further example is the study by Knoll and Andrews (*EBA 2017:01*) on migration-related costs in ODA, in which the authors identify the need for better statistics on migration and development. They call among other things for better criteria for the reporting of interventions for development and migration both to the DAC and to the UN. It is gratifying to note that the DAC high-level meeting at the end of October 2017 agreed on common guidelines concerning which refugee costs in donor countries should be classified as aid.

Data quality is another issue. Browne et al (*EBA* 2017:11) demonstrate how difficult it is to obtain comparable data in the UN system. They also show that the sums registered as *disbursed* from Sweden to a given organisation in a given year may differ considerably from the sums that the organisation concerned reports having *received* from Sweden the same year. The reasons for this may be many and various, and fully understandable, but if we are to ensure credible, high quality ODA, this matter must be given serious consideration. The authors recommend that Sweden pursues the question of introducing uniform categorisation of the various forms of funding in the UN system.

Another quality aspect relating to data concerns what type of information is collected and how it is reported. The EBA's evaluation of Swedfund shows that the organisation has hitherto failed to compile statistics on the core indicators for its operation in a sufficiently systematic and long-term way. This applies not least to paid taxes and employees in companies in which Swedfund invests. On the other hand the company has concerned itself with a large number of other indicators that are more peripheral in character from a results perspective.

¹ Geocoding involves information about the geographical location of the activity (e.g. municipality or region) being stated in the data.



PAST EXPERIENCE AND FUTURE ACTIVITIES

Development cooperation is a wide-ranging field. It covers a variety of public sectors and thematic areas in many countries via a large number of organisations. Consequently, aid needs to be looked at from many different directions and in a multi-actor perspective.

In 2017, the EBA published twelve reports. A further fifteen reports were in the pipeline at the beginning of 2018. The themes accorded priority by the EBA seldom represent specific policy areas but rather deal with issues of particular importance for development cooperation. The EBA's other report series often provide additional perspectives supplementing the main reports, or give rise to new studies.

During the year, the EBA will continue to work on migration issues, via for instance a study on migration and development undertaken in collaboration with the Migration Studies Delegation (Delmi). Another priority is the question of how aid can help combat climate change or help countries adjust to it. This year, the EBA is to procure an evaluation of the Government's Special Climate Change Initiative 2009–2012, which amounted to just over SEK 4 billion. What long-term impact has this initiative had? Other priority areas are the role of aid in fragile states and post-conflict environments, and sexual and reproductive health and rights.

The EBA has good experience of procuring major studies in a competitive procedure. Most recently, two country evaluations have been initiated through this procedure, focusing on Bosnia-Herzegovina and Cambodia respectively. These studies should be viewed in the context of the two country evaluations issued by the EBA in 2016, focusing on Tanzania and Uganda. The aim of the various country evaluations is not simply to evaluate the Swedish contribution to development in the countries concerned over time but also to develop more cost-effective methods for carrying out this type of evaluation. The EBA will continue to procure studies as this makes it easier to adapt their formats to the issues being dealt with.

The EBA makes active efforts to reach its target groups in the best possible way, by such means as adapting the format of discussions and studies to the various groups' interests and needs. The EBA is continuously engaged both in disseminating lessons learned, conclusions and recommendations from completed studies and in pursuing activities characterised by openness.

The factual conversation on the challenges that Sweden is trying to help meet through aid requires the participation of knowledge actors guided by relevance, critical analysis and quality. The EBA seeks to be such an actor.

REPORTS AND SEMINARS IN 2017

CURRENT STUDIES PER 31/12-2017

WORKING TITLE AND DESCRIPTION	REFERENCE GROUP*	AUTHORS
Impact Evaluation of a Sida-sponsored Public Infra- structure and Local Governance Program in Cambodia An evaluation of the long-term impact on local economic development in Cambodia of the work of Sweden and other donors on decentralisation and local democracy.	Appointments pending Chair: Arne Bigsten	Bradley C Parks Ariel Ben Yishay
Consequenses of underfunded UN-coordinated appeals What needs are not being met in practice when UN appeals are underfunded?	James Darcy Johan von Shreeb Maria Thorin Robert Piper <i>Chair</i> : Johan Schaar	Sophia Swithern Luminita Tuchel Sheena Wynne
Evaluation of Swedish long-term development cooperation with Bosnia and Herzegovina Evaluation of whether, and in that case how, Swedish aid has over time contributed to inclusive economic development in Bosnia and Herzegovina.	Jens Andersson Karin Rudebeck Sara Johansson de Silva Stein Erik Kruse Zoran Slavnic <i>Chair</i> : Kim Forss	Claes Lindahl Julie Catterson Lindahl Tamara Ivankovic

^{*} EBA reference groups are strictly consultative. Their members are not responsible for the content of reports and do not necessarily agree with the reports' conclusions and recommendations.

WORKING TITLE AND DESCRIPTION	REFERENCE GROUP*	AUTHORS
Evaluation of Swedish long-term development cooperation with Cambodia Evaluation of the role that Sweden has played over time in furthering the development of democracy and human rights in Cambodia.	Astrid Norén-Nilsson Brittis Edman Börje Ljunggren Göran Holmqvist <i>Chair</i> : Fredrik Uggla	Henny Andersen Netra Eng Karl-Anders Larsson Joakim Öjendal
Men and Masculinities in Social Protection Strategies for Women's Economic Empowerment A study on how men may be brought into the work of strengthening women's empowerment, focusing on the social protection area.	Amber Peterman Andrea Cornwall Anna-Karin Lindblom Love Nordenmark Ravi Verma Chair: Julia Schalk	Gary Barker Ruti Levtov Kate Doyle
Swedish aid in the era of shrinking democratic space – the case of Turkey How has Swedish aid to Turkey changed as a result of the shrinking space for civil society in the country?	Elisabeth Özdalga Ingmar Karlsson Mia Liinason Per Nordlund <i>Chair</i> : Helena Lindholm	Paul Levin Åsa Eldén
Swedish aid and perceptions of risk-taking in a mediatised society A study on the mediatisation of aid and its consequences for aid management and decision-making.	Bengt Jacobsson Dan Svanell Hanne Kjöller Joachim Beijmo <i>Chair</i> : Gun-Britt Andersson	Maria Grafström Karolina Windell
Promoting multi-stakeholder ownership in a changing world: is Swedish development cooperation fit for purpose? An examination of ownership in development aid and of Sweden's ability to deliver aid in line with the goals of Agenda 2030.	Jan Cedergren John Weeks Tausi Kida <i>Chair</i> : Gun-Britt Andersson	Dr. Klingebiel Charlotte Örnemark Niels Keijzer Dr. Sarah Holzapfel Dr. Murad Ali
Ongoing evaluation of Sida's efforts to strengthen gender mainstreaming An ongoing evaluation of gender mainstreaming work at Sida.	Anne-Charlotte Callerstig Drude Dahlerup Jessica Janrell Åsa Eldén <i>Chair</i> : Julia Schalk	Fredrik Uggla Elin Bjarnegård
Aid volatility due to exchange rate fluctuations How do exchange rate fluctuations affect predictability and the value of Swedish aid?	Alan Whiteside Erik Åkesson Irina Zviadadze <i>Chair</i> : Arne Bigsten	Númi Östlund
Evaluating anti-discrimination measures: Phase II An in-depth evaluation of national anti-discrimination measures taken in a number of countries.	Julia Schalk participates in the international reference group.	Andrew Shepard Rachel Marcus
A review of the evidence on General Budget Support A review of the empirical evidence concerning the effectiveness of budget support.	Frans Rønsholt Magdalena Orth Nadia Molaender Stefan Söderberg <i>Chair</i> : Torgny Holmgren	Geske Dijkstra
Fit for fragility? An examination of the politics of risk management inside Swedish aid Is the formal risk management system in Swedish aid fit for the purpose of supporting fragile states?	Eva Lithman Magdalena Tham Lindell Mikaela Gavas Patrik Johansson <i>Chair</i> : Johan Schaar	Nilima Gulrajani Linnea Mills

^{*} EBA reference groups are strictly consultative. Their members are not responsible for the content of reports and do not necessarily agree with the reports' conclusions and recommendations.

EBA REPORTS 2017²

The EBA makes its own decisions on which studies are to be undertaken. The authors of EBA reports bear sole responsibility for the analyses, conclusions and recommendations therein. Final quality assurance is the task of the Expert Group.

2018:02	Building Bridges Between International Humanitarian Assistance and Development Responses to Forced Migration Alexander Kocks, Ruben Wedel, Hanne Rogemann, Helge Roxin
2018:01	DFIs and Development Impact: an evaluation of Swedfund Stephen Spratt, Peter O'Flynn, Justin Flynn
2017:12	Livslängd och livskraft: Vad säger utvärderingar om svenska biståndsinsatsers hållbarhet? [Life span and viability: what do evaluations say about the sustainability of Swedish aid?] The Expert Group for Aid Studies
2017:11	Sweden's Financing of UN Funds and Programmes: Analyzing the Past, Looking to the Future Stephen Browne, Nina Connelly, Thomas G. Weiss
2017:10	Seven Steps to Evidence-Based Anticorruption: A Roadmap Alina Mungiu-Pippidi
2017:09	Geospatial analysis of aid: A new approach to aid evaluation Ann-Sofie Isaksson
2017:08	Research capacity in the new global development agenda Måns Fellesson
2017:07	Research Aid Revisited – a historically grounded analysis of future prospects and policy options David Nilsson, Sverker Sörlin
2017:06	Confronting the Contradiction – An exploration into the dual purpose of accountability and learning in aid evaluation Hilde Reinertsen, Kristian Bjørkdahl, Desmond McNeill
2017:05	Local peacebuilding – challenges and opportunities Joakim Öjendal, Hanna Leonardsson, Martin Lundqvist
2017:04	Enprocentmålet – en kritisk essä [The one per cent target – a critical essay] Lars Anell
2017:03	Animal health in development – its role for poverty reduction and human welfare Ulf Magnusson, Arvid Uggla, Jonathan Rushton
2017:02	Do Anti-Discrimination Measures Reduce Poverty Among Marginalised Social Groups? Rachel Marcus, Anna Mdee, Ella Page
2017:01	Making Waves: Implications of the irregular migration and refugee situation on Official Development Assistance spending and practices in Europe Anna Knoll, Andrew Sherriff

² All reports launched and approved in 2017 are included here. This means that two studies issued in early 2018 are also included

DEVELOPMENT DISSERTATION BRIEFS (DDB) 2017

The EBA's DDB series gives fledgling PhDs the opportunity to summarise their dissertations, focusing on their relevance for Swedish development cooperation. The aim is to provide the Government, public authorities and other stakeholders with knowledge about both new research and new researchers.

DDB 2017:10	Results and ownership in Swedish development cooperation Therese Brolin
DDB 2017:09	Peace and Politics: Promoting Durable Solutions to Communal Conflicts Emma Elfversson
DDB 2017:08	Peacemaking up Close: Explaining Mediatior Styles of International Mediatiors Mathilda Lindgren
DDB 2017:07	Educating for Peace – a Theological Task in Contemporary Times Sara Gehlin
DDB 2017:06	Increasing Access to Abortion Susanne Sjöström
DDB 2017:05	The Quest for Maternal Survival in Rwanda – Paradoxes in Policy and Practice Jessica Påfs
DDB 2017:04	Effects of violent conflict on women and children. Sexual behaviour, fertility, and infant mortality in Rwanda and the Democratic Republic of Congo Elina Elveborg Lindskog
DDB 2017:03	Moving upstream: gender norms and emerging sexual experiences in early adolescence Anna Kågesten
DDB 2017:02	Strategy for supporting low-income countries in building a midwifery profession Malin Bogren
DDB 2017:01	Exporting agrarian expertise: Development Aid at the Swedish University of Agricultural Sciences and its Predecessors, 1950-2009 Karl Bruno

BACKGROUND REPORTS 2017

The EBA's background reports mainly comprise brief compilations of current knowledge, reviews and analyses. Interim reports from major projects are also published here, as are examined Masters dissertations where the EBA has acted as assistant supervisor. Background reports are not subject to quality assurance by the Expert Group.

Analytical framework for portfolio analyses of Swedish development cooperationAnnika Nilsson, Johanna Lindgren Garcia, December 2017

The impact of Foreign Aid on Local Deforestation Nicklas Nordfors, September 2017

Plant pests and child health: Evidence from locust infestations in West Africa Evelina Linnros, September 2017

On-going evaluation of Gender Mainstreaming at Sida – First report Elin Bjarnegård, Fredrik Uggla, April 2017

SEMINARS IN 2017

EBA seminars represent a natural forum for debate on important aid issues. There, EBA reports are placed in a wider perspective and discussed from both a policy and a practitioner perspective.

2 Feb Migration and Foreign Aid

(EBA 2017:01)

10 Feb Marginalized and poor – does targeted anti-discrimination measures work?

(EBA 2017:02)

8 March Animal Health Matters

(EBA 2017:03)

17 March Enprocentmålet – för- och nackdelar med ett utgiftsmål inom biståndet

[The one per cent target: Advantages and disadvantages of expenditure targets in ODA]

(EBA 2017:04)

27 April Local Peacebuilding – Challenges and Opportunities

(EBA 2017:05)

4 May Two sides of the same coin? Are learning and accountability compatible in aid evaluation?

(EBA 2017:06)

29 May Swedish Research Aid

(EBA 2017:07 och EBA 2017:08)

14 June SRHR

(DDB 2017:04, 05, 06)

21 Aug Leaving no one behind in practice: Development Research for or by the south?

Two panel discussions organised by the EBA at the annual EADI conference in Bergen, Norway

6 Sep Fred [Peace]

(DDB 2017:07, 08, 09)

19 Oct Seminar at the SVUF conference: Three methods for rigorous impact evaluation: strengths

and weaknesses with RCT, GIE and QCA

24 Oct Ägarskap och snabba resultat – målkonflikter och framtidsutsikter

[Ownership and quick results – conflicting goals and future prospects]

(DDB 2017:10)

30 Nov Financing the UN Funds and Programmes: is Sweden being taken for a ride?

(EBA 2017:11)

12 Dec Development progress from the bottom up? Improving knowledge of Swedish aid

with geocoded data

(EBA 2017:09)







