

## THE EBA AID REVIEW 2021



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## **THE EBA AID REVIEW 2021**

Annual report from the Expert Group for Aid Studies for the year 2020

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## PREFACE

The Expert Group for Aid Studies (EBA) is a government committee tasked with independently evaluating and analysing Sweden's international development assistance. This annual report is based on the studies published by EBA over the past year. It is available in hard copy, digitally and (in Swedish) as an audiobook.

THE CORONA PANDEMIC has posed huge challenges for every country. Many of them can be counted in human lives; others are about already vulnerable groups and individuals finding it harder to cope with their everyday lives. In The EBA Aid Review 2021, we highlight issues related in various ways to the pandemic and given greater prominence by it. We also present studies that are more timeless in character.

Crises reinforce existing differences in power and influence. People living in poverty and/or oppression are hardest hit. Democratic systems are challenged and democratic progress is halted. This year's reports on the effects of democracy aid and on sextortion – the abuse of power and position for sexual favours – are therefore especially timely.

Other burning issues, not least climate change, have been rather overshadowed by the pandemic. Our evaluation of the Swedish Climate Change Initiative 2009–2012 offers lessons on how aid can lend sustainable, long-term support to climate adaptation and emission reductions by poor countries, and is an important reminder that global cooperation has to address several challenges at once.

Beyond acute crisis management, too, there is scope to develop the functioning and effects of Swedish aid. We hope that this year's reports on Swedish government agencies' cooperation with sister authorities in other countries, administrative costs of international assistance, and trust-based management of aid will contribute to a conversation to that end.

For EBA itself, the pandemic has meant fewer reports and fewer face-to-face meetings with all those with an interest in our work. We are pleased though that, by digital means, we have been able to hold as many meetings, and in fact attracted more participants. In addition, we have been able to develop our dialogue through a wider range of channels, such as moving images, and a more accessible website.

In 2020, EBA has also worked with the Swedish Agency for Growth Policy Analysis to launch a methods network for Sweden's evaluation agencies.

Our studies and activities are intended to make an ongoing contribution to a factually based, in-depth conversation about the functioning and effects of aid – to enable it to be developed and improved.

Please feel free to contact us with your views and ideas.

Stockholm, 31 March 2021

Halla (la

Helena Lindholm, Chair

Johan Schaar, Vice-Chair Kim Forss, Member Torgny Holmgren, Member Staffan I. Lindberg, Member Sara Johansson de Silva, Member Magnus Lindell, Member Joakim Molander, Member Julia Schalk, Member Janet Vähämäki, Member

EBA has helped launch a new methods network for evaluation agencies. (Picture from Colombia.) Photo: Charl Folscher/Unsplash.

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# LOOKING BACK

The pandemic will have an impact on international aid – and EBA's work – for a long time to come, says Helena Lindholm, Chair of the Expert Group. Growing poverty will become a focus of concern.

#### WHAT SORT OF A YEAR HAS IT BEEN FOR AID?

The year 2020 will, in every respect, be measured and analysed in relation to COVID-19. The pandemic can perhaps best be described as a "cluster crisis", that is, one that puts immense strains not only on people's lives and health, but also on health care itself, on economic systems, food supplies, social welfare, political systems, democratic progress, human rights and freedoms, gender equality... basically the whole range of issues which aid addresses. This time of crisis has also underscored the importance of multilateral cooperation in managing major global emergencies. The pandemic will have an impact on international aid, and hence EBA's work, for a long time to come, and growing poverty will in all probability become a focus of concern.

#### WHAT HAS BEEN MOST DIFFICULT?

EBA's activities as such have not been affected so much by the pandemic, but at the same time I personally have found it difficult to fully take in the consequences it has brought in its wake, for example in terms of poverty and growing inequalities.

#### WHAT HAS SURPRISED YOU?

As far as the pandemic is concerned, I'd probably say that everything about the way it has struck, the way it's been handled and the impacts it has had has surprised me. And yet from what we knew beforehand, a global pandemic shouldn't have come as a surprise. It's been a reminder of how poorly prepared we in fact are globally to manage large-scale crises.

#### HOW HAS EBA'S WORK BEEN AFFECTED?

Our studies have kept going, so in that sense we've been able to maintain continuity. The ones conducted in the past year haven't required much travel, but of course we have been affected in the sense that travel planned as part of ongoing studies has had to be cancelled. The Expert Group has not been able to meet in person either, so all our meetings have been digital. So too have our seminars, which have in fact attracted larger audiences.

### "Our digital seminars have attracted larger audiences."

#### WHAT LESSONS CAN BE LEARNT FROM THE PANDEMIC?

On the one hand, it has shown that it is in fact possible to adapt to digital solutions and to meeting and conversing in that way; on the other, we've learnt that, while digital alternatives work, we do miss out on all the social interaction that can't happen with social distancing. We've learnt how much we need social contact, and each other. And we have also, I hope, understood the complexity of crisis situations: how, in this case, a pandemic has to be managed in collaboration with other sectors of society.

#### EBA HAS BEEN GIVEN INCREASED FUNDING FOR 2021. WHAT DO YOU INTEND TO DO WITH IT?

We plan to carry out a larger number of extensive, ambitious studies that dig deeper into specific issues or long-term results and effects. But also to produce shorter reports and summaries that quickly and concisely shed light on current and burning issues. In short, we want to develop our palette of tools.

### "A global pandemic shouldn't have come as a surprise."



## GENDER EQUALITY, POWER AND DEVELOPMENT COOPERATION

Sweden has a feminist foreign policy and gender equality is a priority area of the country's development assistance. EBA's reports point to progress, but also to major challenges, in efforts to combat gender discrimination and abuse of power across all sectors of society.

**ENDER EQUALITY** is fundamental to poverty reduction and sustainable development. One of the focus areas of Sweden's global gender equality effort is freedom from sexual violence. Since autumn 2017, the #MeToo movement has called attention to the global scale of gender-based violence and sexual harassment of women. Combating corruption is another high priority in development cooperation. Few, though, have investigated the overlap between these areas.

### "Sextortion violates human rights and deepens poverty."

EBA's report on Sextortion (*EBA 2020:06*) sheds light on a phenomenon that involves the abuse of power and position to obtain sexual favours. Based on case studies from Tanzania and Colombia, it describes how this form of sexual violence and abuse of power occurs in different sectors of society. The authors argue that sextortion is a form of both corruption and gender-based violence, which makes it harder to bring those responsible to justice. Lack of knowledge, the issue of consent and the stigma surrounding sextortion make victims more vulnerable and lead to impunity for perpetrators.

The researchers behind this EBA study conclude that sextortion is in itself a violation of human rights, but also poses an obstacle to realising rights in other areas, such as the right to education and health, and to achieving sustainable development. They note that sextortion affects vulnerable groups to a greater extent, and deepens poverty. In development cooperation, it overlaps with agendas such as anti-corruption, gender-based violence (GBV) and sexual exploitation, abuse and harassment (SEAH), and therefore risks falling between several stools.

The authors' recommendations for tackling sextortion through development cooperation include linking these agendas in policy and practice, systematically addressing the problem in development practice, allocating resources for this work, and increasing awareness and knowledge about sextortion among development actors.

Two tools that can be used to address and integrate gender equality issues and goals more systematically in development cooperation – and which are advocated in the 2030 Agenda – are gender budgeting and mainstreaming. Gender budgeting can assume various forms, but its main

Development actors need greater awareness and knowledge about sextortion, according to an EBA report that has looked into the phenomenon. (Picture from Tanzania.) Photo: Sofiya Kirik/Unsplash.

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purpose is to include gender equality measures in all programmes and budget processes, and to follow up efforts in this area at every level. An EBA working paper (*July 2020*) offers a survey of the "what, who and how" of gender budgeting, as well as the effects of aid-funded initiatives in this area.

According to the author of the paper, Sweden's support for gender budgeting is quite limited and difficult to get an overall picture of. One conclusion drawn from a review of earlier evaluations is that the method has a modest positive effect on gender equality. If it is to have an impact, work in this area needs to be linked to other priorities, such as poverty reduction, and it must include and strengthen key actors at the national level: governments, ministries and authorities concerned, and civil society.

#### THE IMPORTANCE OF NATIONAL OWNERSHIP

of gender equality policy in securing deeper and more sustainable change is also stressed in a study of national adjustment to global goals in this area in sub-Saharan Africa (*EBA DDB 2020:02*). The study highlights an "implementation gap", in that gender equality goals articulated in line with global agendas are not always translated into more concrete targets, time frames and budgets. Overall, both this study and the report on gender budgeting emphasise the importance of political will, coordination and capacity-building among actors in recipient countries in achieving positive results in the area of gender equality.

Two earlier EBA studies – one on the process surrounding and outcome of Sida's gender integration plan (*EBA 2018:07*), the other focusing on the impacts of social safety nets on gender equality and women's empowerment (*EBA 2019:07*) – also highlight the need for more in-depth analysis of gender relations and norm structures if a gender equality perspective is to be more effectively integrated into development interventions.

#### CONCLUSIONS

- Sextortion is a combination of corruption and gender-based violence that violates human rights and deepens poverty.
- In development cooperation, the fight against sextortion can be strengthened by linking the anti-corruption agenda to efforts to combat gender-based violence, and by systematically shedding light on and tackling sextortion in different sectors.
- A greater focus on gender policy goals through global agendas and tools such as gender budgeting can help make gender equality a higher priority, but this also requires national ownership, capacity-building and coordination between actors.

#### **REPORTS:**

Å. Eldén, D. Calvo, E. Bjarnegård, S. Lundgren and S. Jonsson (2020), Sextortion: Corruption and Gender-Based Violence, **EBA 2020:06** 

A. Schnell (2020), What Is Gender Budgeting, Who Is Doing it and Does it Have an Effect? Interventions, Actors and Evaluations in Low- and Middle-Income Countries (in Swedish), **EBA Working Paper, July 2020** 

H. Hede Skagerlind (2020), Development Goals and Gender Equality Change: Superficial Adjustment or Credible Commitments?, **EBA DDB 2020:02** 

M. Dooley, A. Fried, R. Levtov, K. Doyle, J. Klugman and G. Barker (2019), *Applying a Masculinities Lens to the Impacts of Social Safety Nets on Women's Economic Empowerment*, **EBA 2019:07** 

E. Bjarnegård and F. Uggla (2018), *Putting Priority into Practice: Sida's Implementation of its Plan for Gender Integration*, **EBA 2018:07** 



## FINANCING SUSTAINABLE DEVELOPMENT

With nine years left to reach the Sustainable Development Goals (SDGs), huge financial resources are needed. Official development assistance is not sufficient for the investments required in poor countries – private asset managers and investors also need to contribute.

**FFICIAL DEVELOPMENT ASSISTANCE** (ODA) can play a part in encouraging actors in the private sector to invest in poor countries. By means of guarantees, loans, equity investments and other financial instruments, as well as joint ventures, it is possible to take on some of the additional risks that often prevent private investment.

"Clear governance is needed to help meet the Sustainable Development Goals."

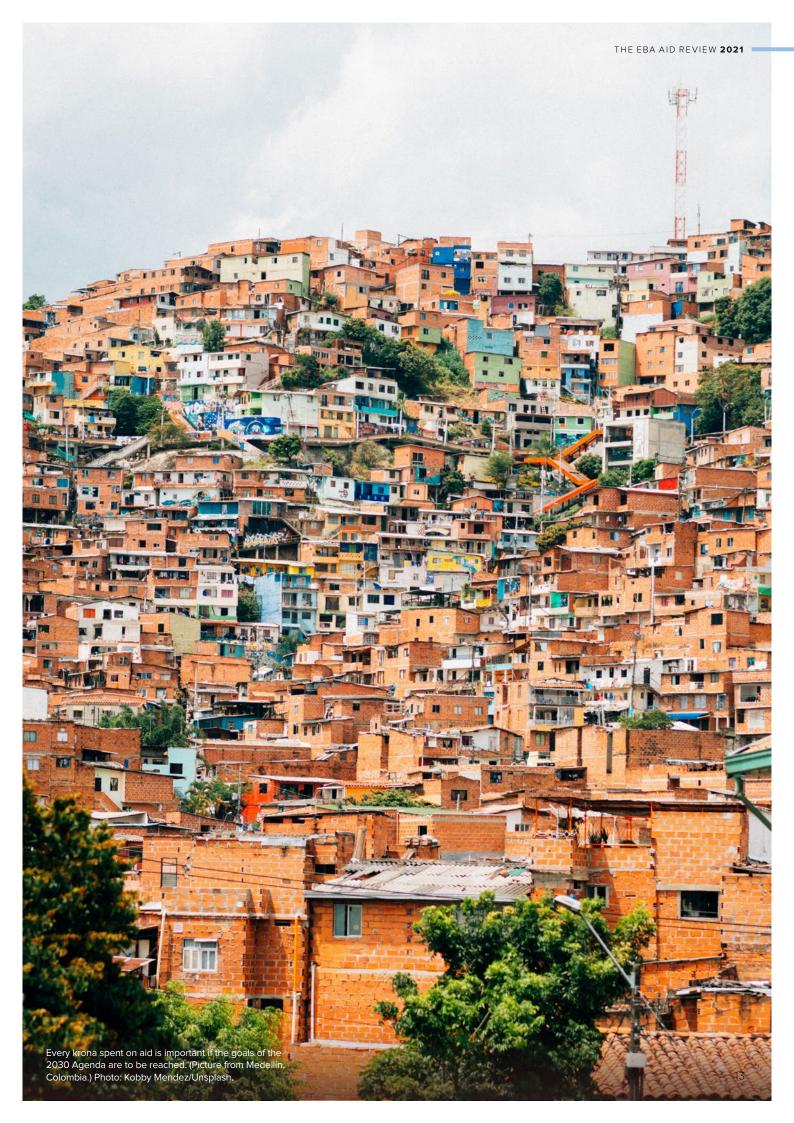
In its first report of 2020, EBA looks at where financial flows end up when donor countries use ODA to catalyse private finance (*EBA 2020:01*). The study shows that the results of such "blended finance" from OECD countries in 2017–18 varied. Compared with what was needed, the amount of private capital mobilised was limited, and most of the finance did not go to the countries with the greatest needs. What is more, its allocation across different sectors could be broadened. Just over 20 per cent of blended finance went to the least developed countries, a smaller proportion compared with other aid to those countries. It does not have to be like that, however. Active governance of development finance institutions, as practised with Swedfund in Sweden and Norfund in Norway, shows that blended finance can be directed towards low-income countries, and to social sectors. This improves the prospects of achieving the 2030 Agenda. The study shows that clear governance is needed to help meet the SDGs. It also calls for improved reporting to measure the development impact of this form of aid.

In a working paper (*July 2020*), EBA sheds light on how governance, in particular financial governance, can play a part in securing greater progress towards the gender equality goal (SDG 5). Using what is known as "gender budgeting", decision-makers can – by analysing the effects of budget decisions – help ensure that more is achieved for every krona spent.

#### **REPORTS:**

P. Meeks, M. Gouett and S. Attridge (2020): *Mobilising Private Development Finance; Implications for Overall Aid Allocations*, **EBA 2020:01** 

A.Schnell (2020): What Is Gender Budgeting, Who Is Doing it and Does it Have an Effect? Interventions, Actors and Evaluations in Low- and Middle-Income Countries (in Swedish), **EBA Working Paper, July 2020** 



## DOES DEMOCRACY AID WORK?

Sweden is among the countries providing most support for the development of democracy. EBA has produced an ambitious evaluation which shows that this aid does make a difference, especially when it is targeted at core dimensions of democracy.

N THE LAST DECADE, significant democratic "backsliding" has been seen in many countries. In 2020, the corona pandemic has been a factor behind further restrictions on human rights and media freedom. The effects of democracy aid are therefore a highly topical issue.

Sweden is among the countries investing the largest proportion of total aid in democracy-related initiatives. The Government's "Drive for Democracy", launched in 2019, moved the country's democracy assistance into an even higher gear.

How much development assistance is able to influence democracy in other countries is disputed, however. And willingness to provide this form of aid has in fact declined among several donors.

One earlier EBA study has shown how support for democracy has helped strengthen civil society in Cambodia (*EBA 2019:03*), while another has indicated that democracy aid to African countries has rarely had an impact on underlying values (*EBA 2019:09*).

**TO GET A BETTER UNDERSTANDING** of the effects of aid on democracy, EBA has produced an ambitious study (*EBA 2020:07*) addressing the questions: Does democracy aid "work"? Under what conditions might it work better?

The study includes what is perhaps the largest systematic review to date of existing academic literature on democracy aid and its effects. Within the literature, there are studies concluding that aid can have both positive and negative impacts on democracy, and in some cases no impact at all. Based on a detailed analysis, the authors show that different choices of democracy indicators and statistical models mean that it is not entirely easy to compare the results.

The main contribution of the study is a wide-ranging, systematic empirical analysis of Swedish and international democracy aid, covering 148 countries over the period 1995–2018. The authors look separately at the effects of specific democracy support and of related development assistance.

Both international and Swedish aid are found in the report to have a positive impact on the promotion of democracy in partner countries. The effects are well documented and robust, though modest in size. The latter finding reflects the limited reach which democracy aid can be expected to have, given all the other factors involved.

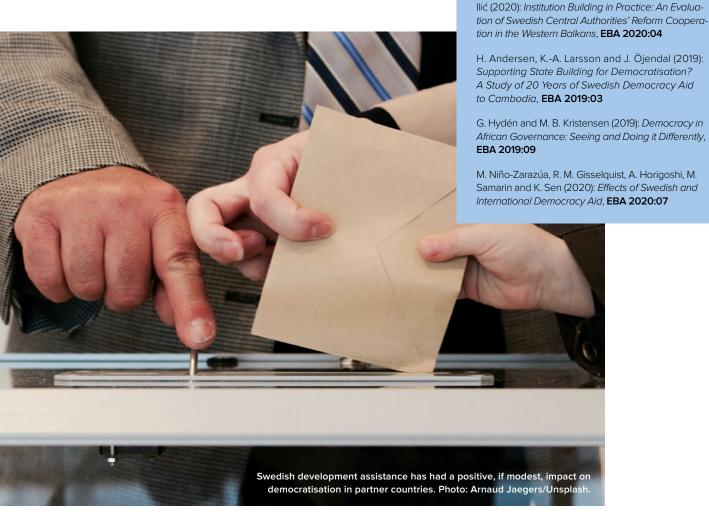
"Perhaps the largest systematic review to date of the effects of democracy aid."

An important conclusion from the empirical analysis is that interventions targeted specifically at core dimensions of democracy (elections, civil society and freedom of expression/media freedom) have a much greater impact than democracy aid in a broader sense. The latter may for example involve support for tax systems, effective bureaucracy and the like, which often fall within definitions of democracy assistance. At the same time, the study highlights a decline in recent years in



Swedish bilateral democracy aid aimed at core dimensions and linked to specific countries – precisely the kind of assistance which the empirical findings suggest produces the greatest benefits.

Support for ongoing democratisation works better than attempts to halt democratic backsliding. The study finds no evidence, though, that aid interventions have negative effects on democracy, as is sometimes claimed. As for whether it is aid that influences democracy, or whether countries making progress towards democracy tend to receive more aid, the study's advanced statistical models confirm that aid has indeed had an impact on democracy, and not the other way round. "Support for ongoing democratisation works better than attempts to halt democratic backsliding."



AN EXAMPLE OF how Swedish aid can promote stronger institutions can be found in an EBA report evaluating Swedish government agencies' reform cooperation in the Western Balkans (*EBA 2020:04*).

The aim of this study was to gain a better understanding of the long-term impacts, sustainability and cost-effectiveness of the Swedish agencies' capacity development initiatives in the region. The evaluation shows that these initiatives have helped to strengthen the capacity and performance of authorities in partner countries.

At the same time, it notes that not all interventions led to improvements in public administration for citizens. This was due partly to relevance issues, but also to an insufficiently ambitious approach, which failed to bring about system-wide change. The report recommends that the capabilities and potential contributions of Swedish government agencies should be factored into strategic planning of the country's development assistance.

#### CONCLUSIONS

**REPORTS:** 

R. Allen, G. Ferrari, K. Loshni, N. Östlund and D. Razić

- Bilateral democracy aid to individual countries has declined in recent years.
- Swedish aid has had a positive, if modest, impact on democratisation. That impact is particularly clear in the case of bilateral assistance targeted at core dimensions of democracy.
- There is no evidence that international or Swedish democracy aid has negative effects.
- Democracy aid is more effective in promoting democratisation than in halting democratic backsliding.
- The work of Swedish government agencies in the Western Balkans has helped to strengthen the capacity and performance of authorities in the region. Swedish authorities' potential to contribute should be factored into long-term planning of aid.

## RELIABLE ANSWERS ON THE RESULTS OF AID

Is it possible to establish whether an aid intervention has produced the desired results? And what contribution does the actual intervention make, compared with other factors? EBA will shortly be publishing its fourth methods report.

**T** NANUMBER OF REPORTS – soon to be four – EBA has asked methods experts to give their views on these questions, based on various approaches and traditions. A common evaluation design in Swedish and international development assistance these days is theorybased evaluation, an area EBA wants to help develop with this new report.

To be useful, and offer lessons for the future, evaluations need to analyse why a given degree of effectiveness or a given result has arisen. What mechanisms contributed to objectives being achieved? Why did an intervention work, or not work? Would it work under different conditions, and if so, for whom, why, how, and so on?

To be able to answer questions like that, and at the same time set an intervention in a wider context, it is often necessary to use qualitative evaluation methods or to combine quantitative and qualitative methods.

ALMOST ALL THE ESTABLISHED qualitative evaluation approaches used to determine causal links, such as contribution analysis, process tracing, realist evaluation and systems-based evaluation, are different variants of theory-based evaluation. These methods have several clear strengths, but also challenges, in terms of the transparency, reliability and validity of the analysis.

In the forthcoming EBA report, Barbara Befani

discusses how these specific challenges can be addressed in evaluations of the types of intervention common in Swedish aid, such as capacity-building initiatives, which aim to develop actors' knowledge and ability to perform their tasks more effectively and to a higher standard.

Why does EBA publish methods reports? One reason is to play a part in raising the quality of Swedish aid evaluations in the longer term. Evaluation is a rapidly developing field, generating numerous new methods and articles in scientific journals. EBA wants to be part of the international discussion and, over time, to help strengthen our own and others' capabilities in this area.

#### **REPORTS:**

B. Befani (2021), Credible Explanations of Development Outcomes: Improving Quality and Rigour of Theory-Based Evaluation with Diagnostic Approaches and Bayesian Updating, forthcoming EBA report

A-S. Isaksson (2017), Geospatial Analysis of Aid: A New Approach to Aid Evaluation, **EBA 2017:09** 

B. Befani (2016), *Pathways to Change: Evaluating Development Interventions with Qualitative Comparative Analysis (QCA)*, **EBA 2016:05** 

A. Olofsgård (2014), Randomized Controlled Trials: Strengths, Weaknesses and Policy Relevance, **EBA 2014:01** 

# CLIMATE AID – Making it effective

The proportion of aid being used for climate purposes is growing, in Sweden and around the world. Investments and development interventions that fail to take climate challenges into account are becoming increasingly unthinkable.

**WEDISH CLIMATE AID** has produced positive results. A wide-ranging evaluation of the country's Climate Change Initiative 2009–2012 (*EBA 2020:02*) makes that clear. The initiative involved funding of SEK 4 billion across a total of 17 multilateral organisations, five countries and two regional strategies. Ten years after the programme was launched, evaluators have found that several of its achievements have proved sustainable. These include improvements in poor countries' systems and arrangements for climate adaptation, but also emission reductions and changes in norms at the international level.

The foundation for these achievements were laid in several ways. The initiative built on a solid evidence base and was guided by a small set of overarching principles.

This principles-based approach enabled flexible, well-informed authorities to design appropriate interventions. Another important factor was that, where necessary, funding could be combined with providing suitably qualified staff.

In particular, work on the boards of the newly established international climate funds was crucial in shaping their operations.

Priority issues for Sweden included gender equality, and mechanisms for poor countries themselves to apply for and manage money from these funds. The latter factor significantly strengthened partner countries' sense of ownership and engagement in climate interventions, leading to better results.



"The Swedish Climate Change Initiative 2009–2012 achieved sustainable results."



Some aspects of the Climate Change Initiative were problematic, however. The evaluation found that adaptation can sometimes fail, for example if different levels of society are inadequately coordinated. Likewise, efforts at a global level need to be coordinated with local and national efforts. In addition, different climate funds should be better coordinated with one another.

Correctly designing interventions to help countries adapt to adverse effects of climate change is difficult. It remains somewhat unclear precisely what successful adaptation entails, partly because it has to generate effects in an uncertain future. There are no clear indicators that enable us to measure it. To ensure success, there is consequently a need for effective monitoring and evaluation systems – with a focus on learning, as societies are constantly changing.

AN EARLIER EBA STUDY (EBA 2015:09) under-

lined, moreover, that monitoring and evaluation systems need to be able to assess whether aidfunded climate projects in fact deliver results that are both good for climate and reduce poverty. The primary goal of international development cooperation is to combat poverty. In areas such as forestry and energy, that goal may come into conflict with climate objectives. Cutting down a forest for firewood may be important for people's survival, whereas for the climate it is better if it is left standing and can act as a carbon sink.

Looking ahead, Swedish development cooperation will continue to have an important part to play in the area of climate. Multilateral organisations receiving Swedish aid need to step up their climate efforts in various ways. A working paper (*November 2020*) shows that multilateral development banks, for example, should do more to coordinate and advance their efforts to support the transition to renewable energy sources in different countries.

UN organisations involved in agriculture and forestry, and also in urban development, need to take further steps to promote both emission reductions and climate change adaptation.

In other fields, too, initiatives are called for at a normative and an operational level. To remain successful in these areas, Sweden needs to provide more staff resources as a complement to financial support. As well as funding, climate-related aid requires personnel with relevant expertise.

#### CONCLUSIONS

- The Swedish Climate Change Initiative 2009–2012 achieved important and sustainable results, partly thanks to knowledge, relevant and flexible governance, and competent staff.
- Effective coordination between different levels of society is important if climate interventions are to have the desired effects.
- Monitoring and evaluation systems need to be continuously developed to assess whether climate change adaptation is successful and whether climate goals are compatible with goals related to poverty reduction.
- To be able to continue to pursue ambitious climate objectives in the framework of multilateral aid, Sweden needs a strong staff representation on boards and in operational management.

#### **REPORTS:**

J. Burt, J. Colvin, M. A. Habib, M. Kugele, M. Mukute and J. Wilson (2020): *Evaluation of the Swedish Climate Change Initiative, 2009–2012*, **EBA 2020:02** 

This evaluation also produced ten separate case study reports.

G. Köhlin, S.K. Pattanayak, E. Sills, E. Mattsson, M. Ostwald, A. Salas and D. Ternald (2020): *In Search of Double Dividends from Climate Change Interventions Evidence from Forest Conservation and Household Energy Transitions*, **EBA 2015:09** 

M. Hårsmar, with L. Hjelm (2020), *Alignment of Sweden's Mulitlateral Aid with the Paris Agreement on Climate Change*, **EBA Working Paper, November 2020** 

## AID THROUGH MULTILATERAL Organisations

EBA has mapped where multilateral organisations allocate most resources, thematically and geographically, and what mandates they have.

**ULTILATERAL ORGANISATIONS**, such as UN funds and programmes, development banks and vertical funds, play an important role in the delivery of Swedish development cooperation. In 2018, almost 60 per cent of Sweden's total development assistance went through such organisations, in the form of either core funding for their central budgets or earmarked project support.

Sweden emphasises the need to give aid that multilateral organisations can use flexibly and quickly, and does so by providing core funding. Global core support for the UN has stagnated, while earmarked funding has grown, which may mean that resource allocation will not reflect organisations' own strategic priorities, but will be guided by the wishes of individual donors. The risk is of imbalanced and skewed programming, and a lack of flexibility and preparedness when new, unforeseen issues and needs arise (*EBA* 2017:11).

TO GET A BETTER PICTURE of how core funding is used, EBA has studied where multilateral organisations allocate most resources, thematically and geographically, and what mandates they have. The organisations receiving most core support from Sweden over a five-year period (2014–18), other than European Union institutions, were the International Development Association of the World Bank (IDA), the Global Fund to Fight AIDS, Tuberculosis and Malaria, and the Office of the UN High Commissioner for Refugees (UNHCR). Most resources were spent in areas such as humanitarian assistance, infrastructure and services, and health.

How do multilateral organisations contribute to achieving the objectives of Swedish development

cooperation? For one thing, they play a key part in implementing the global goals. One issue that represents both a global goal and a priority area of Swedish development assistance is climate.

EBA recently published a working paper (*November 2020*) assessing the work of multilateral organisations in relation to the Paris Agreement, in which the countries of the world agreed on goals relating to climate. The paper concludes that the organisations covered by its analysis show a high degree of alignment with the Paris Agreement goals, but also that there is considerable potential to do more, particularly in organisations with other primary roles than addressing climate change.

As expected, organisations with specific climate and environmental responsibilities are working in line with the agreement, as are those with a focus on land and water, which play an important part both in reducing greenhouse gases and in protecting vulnerable groups from the effects of climate change. To sum up, through its support to the multilateral system, Sweden can make a contribution in the area of climate. The working paper recommends continued active Swedish support for this multilateral assistance.

#### **REPORTS**:

M. Hårsmar, with L. Hjelm (2020), *Alignment of Sweden's Mulitlateral Aid with the Paris Agreement on Climate Change*, **EBA Working Paper, November 2020** 

S. Browne, N. Connelly and T. G. Weiss (2017), *Sweden's Financing of UN Funds and Programmes: Analyzing the Past, Looking to the Future*, **EBA 2017:11** 



## AID, ORGANISATION AND ADMINISTRATION

One key issue for Swedish development assistance is how sufficient resources can be made available for administration. Another is how the governance chains of aid are to balance the building of trusting relationships, ownership and control. During the year, EBA published two studies on these themes.

**T HE GOVERNMENT'S AIM** is that as much as possible of Sweden's aid funding should reach the intended beneficiaries, at as low an administrative cost as possible. To encourage efforts to that end, Sida's resources have been divided into two categories: a programme appropriation, which is to directly benefit recipients, and an administrative appropriation, used to administer aid.

### "Sida 'exports' its administrative costs."

In a report titled The Administrative Costs of Aid: Too High? Or Perhaps Too Low? (in Swedish, *EBA 2020:03*), author Daniel Tarschys questions this distinction, which he claims is not only difficult to apply, but also harmful in some respects. This is because, in his view, many of the functions that come under the heading of administration or administrative costs are in fact "vital to the quality, outcome and impact of international aid". These include analysing complex links between development processes, relating to a diversity of actors in other cultures, and being able to assess the results of interventions. They also include vigilance against corruption and other misuse of aid funds. To keep its administrative costs down, Sida tends to fund larger, longer-term interventions, channelled through major international organisations, which thus take over some of the agency's administrative functions. It could be said that Sida "exports" its administrative costs, which according to Tarschys opens the way for misallocations and creates a risk of public funds being wasted. He therefore recommends scrapping the distinction between administrative and programme appropriations, as this would "remove any motive for irrational thinking about how aid should be channelled".

In the governance of international aid, trust between actors is a key concern. According to another EBA report published during the year (*EBA 2020:05*), relations in the field of aid are characterised by distance, complexity and inequality. These factors contribute to perceptions of uncertainty. Trust is a potential substitute for the certainty that many working in aid wish to have, but rarely achieve.

Janet Vähämäki and Susanna Alexius argue that, although trust-based management, with its focus on interpersonal relations, has been a guiding principle for the governance of international aid and other public-sector activities in recent years, aid actors tend to rely mainly on impersonal "sources of trust", such as general management technologies, structures or processes. These are based on established and institutionalised norms concerning how a professional aid



organisation is expected to operate. It has proved difficult to get away from the previously criticised New Public Management approach, a difficulty attributable to the challenges that exist in development assistance when it comes to interpersonal trust. The distance between recipient and donor, and constant turnover of staff in donor agencies, can make it harder both to establish and to maintain personal relations.

### "Trust among actors cannot be forced."

In the practical delivery of projects, relations between donors, recipients and intermediaries are often informed by a high degree of trust. Officially admitting to relying on such relations, however, is often considered inappropriate, as it is associated with a risk of corruption and nepotism and is regarded as an inadequate basis for decisions.

Trust among actors cannot be forced, but requires a combination of relations, transparency, cooperation, ownership and control. This is underlined, not least, by the major focus in recent years on fragile and conflict-affected environments, where levels of corruption are often high. Three of Sweden's five largest recipients of aid in 2019 are ranked by Transparency International among the twelve most corrupt countries in the world.



"Aid organisations tend to add further control measures to guard against criticism."

#### **REPORTS:**

D. Tarschys (2020), *The Administrative Costs of Aid: Too High? Or Perhaps Too Low?* (in Swedish, with a summary in English), **EBA 2020:03** 

S. Alexius and J. Vähämäki (2020), *In Proper Orga*nization we Trust – Trust in Interorganizational Aid relations, **EBA 2020:05** 

Alexius and Vähämäki suggest that a contributory reason for the patterns described above is that aid organisations often have dual roles, as both donors and recipients. In its role as a recipient, an organisation may criticise a control measure and find it a hindrance to its work, while the same organisation, as a donor, regards the same measure as reasonable, necessary and supportive.

Control also begets more control, as aid organisations tend to add further, similar control measures to guard against criticism. This can result in conformity among supported organisations, a product of the criteria used to select them. Those chosen as channels for aid serve as models to others, thereby setting a standard for structures and decisions.

#### **CONCLUSIONS**

- Much of what comes under the heading of administrative costs is vital to the quality, outcome and impact of development assistance. A one-sided focus on administrative spending therefore creates a risk of poorer aid.
- Aid actors should engage in a more in-depth discussion and analysis of how relations in the governance chains of development assistance can be based more on trust, without undermining control and transparency.
- Aid actors should analyse to what extent different management tools result in conformity among recipients, and whether such forms of governance are compatible with the Government's policy of pluralism and diversity among organisations receiving support.

## MIGRATION

The links between migration, development and international development cooperation have attracted growing attention in the last decade.

WORKING PAPER from EBA (*forthcom-ing*) maps out how Sweden has addressed migration issues in the context of aid. It shows, for example, that migration has been a recurring theme in Government Communications on Sweden's policy for global development and in multi- and bilateral development cooperation. An earlier EBA report also highlights how it is a priority area of European aid, forming a basis for initiatives like the EU Trust Fund for Africa (*EBA 2017:01*).

Together with the Migration Studies Delegation, EBA published a research overview in 2019 of the relationship between migration and economic development in developing countries (*Delmi* 2019:5). Although the focus in international development cooperation is on migration between countries, people mostly migrate internally.

International migration can have very different consequences for both the country of origin and the destination country, depending on political strategies and economic structures. Remittances from migrants can be important for families left behind, helping to improve standards of living. At the same time, some studies show that they do not always give rise to investments.

In destination countries, migration can help meet a need for labour and boost economic growth. The feared "brain drain" and loss of highly skilled people in sending countries sometimes turn out to be offset by transfers of knowledge from migrants and incentives to invest in education. The links between migration and development are complex and vary both between and within countries and regions.

AT PRESENT, A MAJORITY of all refugees are to be found in low- and middle-income countries, many of them staying there for long periods. Aid in refugee situations often requires both humanitarian assistance and longer-term development cooperation. An earlier EBA report analysed how best to bridge the gaps between the two, to achieve a more effective response to the Syrian refugee crisis (*EBA 2018:02*). Among other things, it stressed the importance of flexible funding and joint planning between the actors involved.

At a global level, there has been a growing focus on migration issues, not least through the UN's 2018 Global Compact for Safe, Orderly and Regular Migration. Aid is sometimes used in an attempt to create incentives for migrants to remain in, or return to, their home countries. A case in point is the EU Trust Fund for Africa, which seeks to create job opportunities in sending countries (*EBA 2017:01*).

How such initiatives affect irregular migration is disputed, however. They often fail to reduce emigration, and some research shows that migration from developing countries tends if anything to increase with economic growth and greater prosperity (*Delmi 2019:5*). In Swedish development assistance, the promotion of regular migration has yet to find a clear operational form, with the exception of measures to combat human trafficking.

Migration will continue to be a natural element in the development of societies. At the same time, forced displacement resulting from natural disasters and conflicts is on the increase. Climate change results in both permanent migration, as a part of adaptation strategies, and short-term movements due to extreme weather events. In both cases, internal migration seems to predominate.

Sweden will increasingly need to take migration into account, in both development cooperation and humanitarian assistance.

#### **REPORTS:**

H. Andersen, Swedish Migration-Related Aid: a Mapping of Policy and Projects, forthcoming working paper

R. Lucas, Migration and Development: The Role for Development Aid, Delmi 2019:5

A. Kocks, H. Roggeman, H. Roxin and R. Wedel (2018): Building Bridges Between International Humanitarian and Development Responses to Forced Migration, EBA 2018:02

A. Knoll and A. Sheriff (2017): Making Waves: Implications of the Irregular Migration and Refugee Situation on Official Development Assistance Spending and Practices in Europe, **EBA 2017:01** 

"The links between migration and development are complex."



# LOOKING AHEAD

In the short space of time between the production and the publication of last year's EBA Aid Review, a new virus grew into a pandemic. Sweden and the rest of the world entered a phase of acute crisis management. That is how quickly the character of an envisaged future can change.

**E DO NOT KNOW** what events will occur between this being written and it appearing in print, or what consequences they will bring. An honest recognition of the complexity with which the world changes requires a highly developed capacity to adapt and to handle shocks. That is not just true of authors of annual reports, but is at the heart of how every society operates and evolves.

The main purpose of development assistance is to bring about future change in an uncertain future – in the case of Sweden's aid policy, "to create a basis for better living conditions for people living in poverty and oppression". To be sustainable, therefore, aid has to make concrete use of predictions about the future in planning interventions, and to support the development of systems that can manage change.

Constructing safe buildings in an earthquake zone is considered sensible. Taking the same approach to the complex world in which aid seeks to make a difference is just as natural, whether it is a matter of individuals' vulnerability to change or central government's ability to manage system shocks.

**SUCH A SYSTEMIC APPROACH** poses challenges for the evaluation of development assistance. Assessing the part played by aid interventions when situations develop in another direction than expected is complex. Long before the corona pandemic broke out, it was clear that most of the Sustainable Development Goals of the 2030 Agenda would not be achieved. The year 2020 saw a worsening of global poverty.

Can development assistance be said to be working when poverty is on the rise? Can democracy aid be described as successful in a shrinking democracy?

How can long-term impacts of interventions be studied when other changes go beyond the influence aid is able to exert? How can we say anything about their sustainability before we have observed the long-term outcomes?

The methodologies of long-term evaluation need to be developed.

### "2020 saw a worsening of global poverty."

EBA's remit is to continuously evaluate and analyse Sweden's international development assistance, thereby producing knowledge that can be used to develop and improve it.

This is of course done with an awareness that development is a complex phenomenon. And this particular year, we have also been reminded of the speed of change, and how it can halt or reverse global trends. "Can development assistance be said to be working when poverty is on the rise?"

Long before the pandemic it was clear that most of the Sustainable Development Goals of the 2030 Agenda would not be achieved. Photo: Hendrik Corneliussen/Unsplash.

### **REPORTS AND SEMINARS IN 2020** Studies in progress as of 31 dec 2020

WORKING TITLE AND DESCRIPTION	REFERENCE GROUP*	AUTHORS
Effects of Electoral Support For many years, democracy assistance has included support for elections and electoral processes as a key component. This study aims to summarise what leading experts and practitioners have learned in recent decades.	Staffan Darnolf Anna Jarstad Helena Bjuremalm Anna Jakenberg-Brink <i>Chair:</i> Helena Lindholm	Therese Pearce- Laanela Sead Alihodzic Antonio Spinelli Peter Wolf David Towriss
Evaluation of Sweden's Application of International Principles for Engagement in Fragile States Fragile states, donor countries and international organisations have adopted common principles for engagement in fragile and post-conflict states. How have these "New Deal" principles been applied since they first began to be articulated, and what lessons have been learned?	Habib Mayar Urban Sjöström Henrik Hammargren Emma Nilenfors Christian Fogelström <i>Chair:</i> Magnus Lindell	Gary Milante Jups Kluyskens Jannie Lilja Samantha Smith Florence Etta
<b>The Potential for a Data Science and Natural</b> <b>Language Processing Approach in Evaluation</b> A case study of meta-evaluation in the field of inter- national development cooperation. The study aims to probe the possibility of using data science applica- tions in meta-evaluations of development cooperation programmes. The proposed approach will involve a range of analytical methods, with an emphasis on computer-based processing of human language, or Natural Language Processing (NLP).	Kerstin Borglin Katarina Perrolf Gustav Petersson Magnus Sahlgren <i>Chair:</i> Torgny Holmgren	Gustav Engström Jonas Norén Cecilia Ljungman
<b>Evaluation of the Folke Bernadotte Academy</b> The Folke Bernadotte Academy (FBA) has become an increasingly important actor in Swedish aid. The pur- pose of this evaluation is to investigate whether, and if so in what way, the FBA's initiatives and operations (1) have contributed to its overarching objectives, and (2) are coordinated effectively in their wider context, with relevant actors in Sweden, internationally and in conflict and post-conflict countries.	Jörgen Lindström Jair Van der Lijn Helena Vazquez Sohlström Erik Melander Adam Pain <i>Chair:</i> Johan Schaar	Nicklas Svensson Julian Brett Peter Albrecht Charlotte Bonnet Tobias Hagmann
Credible Explanations of Development Outcomes through Theory-Based Evaluation This methodological study focuses on theory-based evaluation approaches to the assessment of deve- lopment impact. The study is at once an introduction, a guide to how these methods should be used, and a methods development report. It is aimed at evalua- tors, researchers and commissioners of evaluations in the field of aid. This is EBA's fourth report on methods	Rick Davies Nancy Cartwright Derek Beach Gustav Petersson Katarina Perrolf <i>Chair:</i> Janet Vähämäki	Barbara Befani

\* EBA reference groups are strictly consultative. Their members are not responsible for the content of reports and do not necessarily agree with the conclusions and recommendations set out there.

for the evaluation of development cooperation.

WORKING TITLE AND DESCRIPTION	REFERENCE GROUP*	AUTHORS
<ul> <li>New Global Gender Equality Statistics through the World Values Survey</li> <li>This study is exploring values and norms related to gender and to sexual and reproductive health and rights (SRHR), to guide Sweden's international development cooperation. It is, among other things:</li> <li>Collecting nationally representative data on values and norms related to gender and SRHR in Rwanda, Zimbabwe and Ethiopia, through questions included in the World Values Survey.</li> <li>Using geospatial analysis to identify "hotspots" where values and norms are more, or less, stereotypical or harmful.</li> <li>Assessing whether, and if so how, programmes and activities undertaken as part of Sweden's SRHR support currently take into account the values and norms that need to be addressed to improve outcomes.</li> </ul>	Åsa Andersson Amy Alexander Ben Cislaghi Jonathan Gunthorp John Kingsley Krugu <i>Chair:</i> Julia Schalk	Anna Mia Ekström Bi Puranen Anna Kågesten Karin Båge Jesper Sundewall Olalekan Uthman
<b>Evaluation of Sweden's Long-Term Development</b> <b>Cooperation with Ethiopia</b> Swedish development cooperation with Ethiopia has a very long history. The aims of this evaluation are (1) to gain an in-depth understanding of the relevance and long-term effects of this cooperation, and (2) to gen- erate lessons to inform future Swedish development cooperation, with both Ethiopia and other countries.	Fantu Cheru Annika Jayawardena Anders Ekbom Tekeste Negash Arne Bigsten Stina Karltun Anette Wilhelmsen <i>Chair:</i> Kim Forss	Bereket Kebede Gunnar Köhlin Hailu Elias Leif Danielsson
What do Evaluations of the Effectiveness of Swedish Aid Interventions Tell Us? The aim of this study is to examine what recent Sida evaluations say about the effectiveness of Swedish development interventions and Swedish aid. It is based on the definition of effectiveness given by Sida in its evaluation manual, with reference to the OECD/DAC evaluation criteria for development assistance	Sven Olander Johanna Lindström Lennart Peck <i>Chair:</i> Kim Forss	Markus Burman

evaluation criteria for development assistance.

\* EBA reference groups are strictly consultative. Their members are not responsible for the content of reports and do not necessarily agree with the conclusions and recommendations set out there.

### **EBA REPORTS 2020**

EBA decides independently what studies are to be undertaken. The authors of EBA reports bear sole responsibility for the analyses, conclusions and recommendations they contain. Final quality assurance is the responsibility of the Expert Group.

2020:07	Effects of Swedish and International Democracy Aid
	Miguel Niño-Zarazúa, Rachel M. Gisselquist, Ana Horigoshi, Melissa Samarin and Kunal Sen
2020:06	Sextortion: Corruption And Gender-Based Violence
	Åsa Eldén, Dolores Calvo, Elin Bjarnegård, Silje Lundgren and Sofia Jonsson
2020:05	In Proper Organization We Trust – Trust in Interorganizational Aid Relations Susanna Alexius and Janet Vähämäki
2020:04	Institution Building In Practice: An evaluation Of Swedish Central Authorities' Reform
	Cooperation In The Western Balkans
	Richard Allen, Giorgio Ferrari, Dejana Razić Ilić, Krenar Loshi and Númi Östlund
2020:03	The Administrative Costs of Aid: Too High? Or Perhaps Too Low?
	(in Swedish, with a summary in English)
	Daniel Tarschys
2020:02	Evaluation of the Swedish Climate Change Initiative, 2009–2012
	John Colvin, Mutizwa Mukute, Mehjabeen Abidi Habib, Jane Burt, Miriam Kugele and Jessica Wilson
2020:01	Mobilising Private Development Finance: Implications for Overall Aid Allocations
	Polly Meeks Matthew Gouett and Samantha Attridae

### **WORKING PAPERS 2020**

EBA working papers consist of brief syntheses of current knowledge, reviews and analyses. Interim reports from major projects are also published in this series, as are examined masters theses for which EBA has acted as assistant supervisor. Working papers are not subject to quality assurance by the Expert Group.

Alignment of Sweden's Multilateral Aid with the Paris Agreement on Climate Change, November 2020 Mats Hårsmar, with Lisa Hjelm

What Is Gender Budgeting, Who Is Doing it and Does it Have an Effect? (in Swedish), July 2020 Anna Schnell

**Development Research in Sweden – A Dispersed Research Community Under Pressure**, April 2020 Elin Bjarnegård, Jonas Ewald, Flora Hajdu, Magnus Jirström, Rickard Lalander, Henning Melber, Cecilia Strand and Janet Vähämäki

### **DEVELOPMENT DISSERTATION BRIEFS (DDB) 2020**

EBA's DDB series gives newly graduated PhDs an opportunity to summarise their dissertations, with a focus on their relevance to Swedish development cooperation. The aim is to keep the Government, public authorities and other stakeholders updated on both new research and new researchers.

2020:09	Navigating in the Midst of Uncertainties: Challenges in Disaster Risk Governance in Mozambique Jenni Koivisto
2020:08	Estimating Needs in Disasters Anneli Eriksson
2020:07	Towards Health Systems Resilience to Extreme Weather Events: Managing Health Needs During Floods in Cambodia Dell Saulnier
2020:06	The Promise of Payday: Exploring the Role of State Cash Transfers in Post-Apartheid Rural South Africa Stefan Granlund
2020:05	Social Entrepreneurship and Innovation for Transformative Change – Empirical Studies of Sanitation Innovation Suvi Kokko
2020:04	Exploring Pitfalls of Participation – and Ways Towards Just Practices Through a Participatory Design Process in Kisumu, Kenya Helena Kraff
2020:03	Making Sanitation Happen: An Enquiry Into Multi-Level Sanitation Governance Nelson Ekane
2020:02	<b>Development Goals and Gender Equality Change: Superficial Adjustment or Credible Commitments?</b> <i>Helena Hede Skagerlind</i>
2020:01	How Can an Agricultural Investment That Never Happened Affect People Living in Poverty? Linda Engström

### THE EBA PODCAST 2020 (IN SWEDISH)

Episode 21 – Aid evaluation 2.0	<b>Episode 27</b> – Evaluation of climate in 11 parts
Episode 22 – Democracy assistance to Africa	Episode 28 – Animal health in development assistance
– how do you achieve a better impact?	Episode 29 – Aid bureaucracy
<b>Episode 23</b> – Discontinued aid – what are the effects?	<b>Episode 30</b> – African economies and the pandemic
<b>Episode 24</b> – The corona crisis and the role of aid	<b>Episode 31</b> – Does Swedish assistance through
<b>Episode 25</b> – The EBA Aid Review as an audiobook	government agencies have an impact?
<b>Episode 26</b> – Democracy, gender equality, risk	<b>Episode 32</b> – How climate-smart is Swedish aid?
and fish	Episode 33 – Cash support in a crisis

### **SEMINARS IN 2020**

EBA seminars offer a natural forum for debate on important aid issues. Here, EBA reports are set in a broader context and discussed from both a policy and a practitioner point of view.

10 Dec	Effects of Swedish and International Democracy Aid (EBA 2020:07)
30 Nov	How to Mitigate Disasters: Reducing Risks, Estimating Needs and Ensuring Health System Resilience (DDB 2020:07, 2020:08, 2020:09)
11 Nov	What Is Sextortion – and How Can Aid Combat It? (in Swedish) (EBA 2020:06)
23 Oct	Trust and Control – How Does Aid Governance Balance the Two? (in Swedish) (EBA 2020:05)
8 Oct	Swedish Capacity Building in the Western Balkans (EBA 2020:04)
21 Aug	Achieving Real Change: Lessons on Participation, Social Entrepreneurship and Poverty Reduction in Africa (in Swedish) (DDB 2020:04, 2020:05, 2020:06)
16 June	<b>Does Aid Disappear in Administration?</b> (in Swedish) (EBA 2020:03)
12 May	<b>Development Research in Sweden – A Survey</b> (in Swedish) (Working paper, April 2020)
28 Apr	Aid in Times of a Changing Climate (EBA 2020:02)
12 Mar	Financing Private Development Investments in Sub-Saharan Africa (EBA 2020:01)
29 Jan	Translating Policy into Reality – Lessons from East Africa (in Swedish) (DDB 2020:01, 2020:02, 2020:03)
14 Jan	<b>Democracy Assistance to Africa – How Can It Be Changed?</b> (in Swedish) (EBA 2019:09)

### **THE EXPERT GROUP FOR AID STUDIES**



HELENA LINDHOLM Chair

Professor of Peace and Development Research at University of Gothenburg. Research interests include the Palestine question.



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Chair of ALNAP, Associate Senior Fellow SIPRI. Formerly in charge of Swedish aid to Palestine and head of department at Sida.



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Consultant in evaluation, with broad international experience of evaluating development assistance.



#### TORGNY HOLMGREN Member

Executive Director, SIWI. Earlier roles include ambassador, head of department at Ministry for Foreign Affairs, Vice Chair of OECD/DAC.



SARA JOHANSSON DE SILVA Member

Consultant in evaluation and analysis, including for World Bank, UNDP and UNIDO.



STAFFAN I. LINDBERG Member

Principal Investigator, Varieties of Democracy, Director of V-Dem Institute, Professor of Political Science at University of Gothenburg.



MAGNUS LINDELL Member

Previously Head of International Department, Swedish National Audit Office, and Head of Operations at Sida.



Member

Head of Budget and Programme Performance at International IDEA. Formerly at Sida, including as Head of Evaluation. JULIA SCHALK Member

Deputy Director, International Department of RFSU. Earlier roles include Deputy Chair of Concord Sweden. JANET VÄHÄMÄKI Member

Head of Unit, Resources and Development, Stockholm Environment Institute. Formerly at Sida and Ministry for Foreign Affairs.

The Expert Group for Aid Studies also includes an appointed expert from the Swedish Ministry for Foreign Affairs. Decisions taken by the Expert Group are carried out by a Secretariat with eight full-time equivalent employees: Anna Florell, Jan Pettersson (Managing Director), Helena Skagerlind, Lisa Hjelm, Markus Burman, Mats Hårsmar, Nina Solomin and Númi Östlund. The Expert Group for Aid Studies (EBA) is a government committee tasked with independently evaluating and analysing Sweden's international development assistance.

Its remit is to contribute to an evidence base for the management of Swedish development cooperation.

*The EBA Aid Review* is based on the studies published by EBA over the past year. It is our annual report, and is available in digital and printed formats and (in Swedish) as an audiobook.

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