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MAPPING SWEDISH AID TO AGRICULTURE

Ivar Virgin, Alice Castensson, Filippa Ek, Ylva Ran

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Ivar Virgin

Alice Castensson

Filippa Ek

Ylva Ran

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Ivar Virgin, Senior Research Fellow at SEI Hq (Stockholm) holds a PhD in biochemistry, Stockholm University. He works with issues on global bioresources and how countries, mainly in Africa, can access modern bioscience.

Ylva Ran, Post-Doc at the Department of Energy and Technology, Swedish University of Agricultural Sciences. She holds a PhD in animal production systems from Wageningen University.

Alice Castensson, Associate in the Agriculture, Land and Bioeconomy Team at SEI Hq (Stockholm). She holds a MSc in International Development and Management from Lund University, and a bachelor's degree in Development Studies from Uppsala University.

Filippa Ek, Previous Research Associate at the SEI Hq, now with AquaBiota. She holds an MSc in Marine Biology.

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Abbreviations, acronyms and key concepts

Abbreviations and acronyms	
CGIAR	Consultative Group for International Agricultural Research
CSOs	Civil Society Organisations
CSD	Commission on Sustainable Development
DRC	Democratic Republic of the Congo
FAO	Food and Agriculture Organisation of the United Nations
G8	Group of Eight
GDP	Gross domestic product
IFAD	International Fund for Agricultural Development
MFA	Ministry for Foreign Affairs
MSEK	Million Swedish krona
MUSD	Million US dollars
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	OECD Development Assistance Committee
PGU	Politiken för Global Utveckling
PGD	Policy for Global Development
SDGs	Sustainable Development Goals
SEK	Swedish krona
Sida	Swedish International Development Cooperation Agency
USD	US dollar
WFP	World Food Programme
WWF	World Wide Fund for Nature

Key Concepts used in the document

Aid to agriculture

This study defines aid to agriculture as support to agricultural production, food and feed value chains, and market and services support to the agricultural sector more broadly as used by OECD-DAC¹. The study also includes forestry, fisheries and rural development but excludes other sectors that might have a direct or indirect impact, such as food security, developmental food aid and emergency food aid.

Rural Development

Rural development in this study is defined according to Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) guidelines. Rural development includes projects on regional development planning, implementation of regional development measures (including natural reserve management), land management, land use planning, and land settlement and resettlement activities. (Sector code 43040 according to OECD/DAC classification).

The Sida agricultural portfolio is divided into four main areas: (i) agriculture; (ii) forestry; (iii) fisheries; and (iv) rural development. Thus, in the context of mapping Sida support and the channelling of Swedish aid to partner countries, rural development is part of the mapping (section 4.1). However, when mapping the content of aid to agriculture (section 4.2), aid to agriculture reported under other aid categories (section 4.4) or Swedish aid to agriculture in an international comparison (section 4.5), the focus is on agriculture, forestry and fisheries and mapping excludes aid to rural development, as per the definition used by data sets with this information.

¹ <http://www.oecd.org/dac/stats/purposecodessectorclassification.htm>

Development partners

Swedish aid to agriculture is channelled through Sida and the Ministry for Foreign Affairs to a wide range of partners from different sectors of society, such as Civil Society Organisations, academics, private sector entities, and multilateral and public sector partners. Some of these actors channel the support received to their partners and some implement projects on their own. Throughout this study, all these actors are described as development partners. “Partner countries” are countries that Sweden has bilateral cooperation with, as defined by the bilateral development cooperation strategies.

Foreword by the EBA

The ultimate objective of Swedish development cooperation is to “create preconditions for better living conditions for people living in poverty and under oppression”. It is not straightforward, however, how poverty reduction could be most effectively supported. Development cooperation may be understood at various levels of abstraction and discussed from different perspectives, as little general consensus exists as to how poverty may be actually eradicated. Differences also exist between different contexts, countries and regions.

An economic sector that historically, as well as in current debates, is held to be key to poverty reduction in poor countries is agriculture. Given its centrality for food production and hence importance for keeping hunger at bay, it seems obvious that agriculture should in some way be an important part of development cooperation. Nevertheless, support to agriculture seems to have been given a small and possibly shrinking share in Swedish development cooperation over the last decades.

Or has it? What do we actually know from official statistics about the size of agricultural support in Swedish aid? Are parts of such support actually hidden under other labels? If so, is that a problem or does this imply that Swedish aid has become good at applying integrated approaches to development, where support to agriculture may appear within programs aimed at other and perhaps wider objectives?

This study maps support to agriculture in its various forms within Swedish development cooperation. As such, it provides a basis for further reflection and analysis as to the importance of one economic sector for poverty reduction and for a strategic formation of aid interventions.

It is our hope that this study may be useful for policy- and decisionmakers within the MFA and Sida as input into programme design and resource allocation decisions. As the study opens up for a set of questions and proposals for further study, it may also be useful for future work of EBA itself, and others conducting inquiries and studies of Swedish development cooperation.

The work with the study has been accompanied by a reference group chaired by Torgny Holmgren. The analysis and the conclusions remain the responsibility of the authors.

Gothenburg, August 2022



Helena Lindholm

Sammanfattning

Svenskt bistånd är inriktat på att stödja fattigdomsbekämpning och hållbar utveckling i låginkomstländer. Jordbruksutveckling är ett av de mest kraftfulla verktygen för att få ett slut på extrem fattigdom, dela ett ökat välstånd och föda en beräknad befolkning på 9,7 miljarder människor år 2050. Stöd till jordbruksutveckling i Syd är även avgörande för att nå de globala målen för hållbar utveckling i Agenda 2030, i synnerhet SDG 1: Ingen fattigdom och SDG 2: Ingen hunger. Sverige har gett utvecklingsstöd till jordbrukssektorn i låginkomstländer sedan 1960-talet, dock har det funnits få översikter av Sveriges globala jordbruksstöd. Denna studie kartlägger hur det svenska utvecklingsstödet till jordbrukssektorn i låginkomstländer såg ut under perioden 2005 till 2020. Den identifierar befintliga trender såsom bistandsflöden, partnerländer, karaktären och klassificeringen av det svenska jordbruksstödet, samt om dess trender följer internationella trender av stöd till jordbruksutveckling i länder där Sverige har ett bilateralt utvecklingssamarbete. Fokus i studien ligger på fem forskningsfrågor.

- Har svenska bistandsflöden till jordbruket förändrats under perioden 2005–2020?
- Vilka typer av jordbruksprojekt, program eller initiativ har finansierats och förändrades detta mellan 2005 och 2020?
- I vilken utsträckning är svenskt bistånd till jordbruk och livsmedelsförsörjning explicit i svenska bistandsmål och har det skett någon förändring över tid mellan 2005 och 2020?
- I vilken utsträckning är stöd till jordbruk integrerat i och rapporterat under andra stödkategorier?
- Skiljer sig det svenska jordbruksbiståndet åt i jämförelse med utvecklingen av det internationella jordbruksbiståndet?

Svenska biståndsflöden till jordbruk, 2005–2020

Under perioden 2005–2020 blev det svenska biståndet alltmer inriktat på Afrika söder om Sahara, där ländernas ekonomier domineras av jordbruk och majoriteten av befolkningen har jordbruk som bas för sin försörjning. Det finns dock relativt stora skillnader mellan svenska samarbetsländer. I vissa länder, som Kenya, Zambia och Burkina Faso, redovisas en stor del av det svenska biståndet som bistånd till jordbruket. Detta står i skarp kontrast till länder som Tanzania, Uganda och Demokratiska Republiken Kongo där en mindre del av det svenska biståndet redovisas som bistånd till jordbruket. Det stora beroendet av jordbruk för försörjning är dock likartat i alla dessa länder och orsaken till skillnaderna i nivå på jordbruksbistånd mellan dem är svår att hitta. Frågan är vad dessa skillnader i nivå på jordbruksbistånd beror på? De svenska bilaterala landstrategierna för dessa länder har likartade strukturer och jordbruket tillskrivs ungefär samma betydelse. Att översätta och implementera bilaterala landstrategier till aktiviteter, program och partnersamarbete är dock en komplex process och denna skillnad kan därför bero på många faktorer, såsom landkontext, andra givaragendor men även kompetensprofilen hos svensk ambassadpersonal i mottagarländerna.

Merparten av det svenska biståndet till jordbruk distribueras via Sida. Det totala stödet till livsmedelsförsörjning och jordbruk, bestående av stöd till jordbruk, skogsbruk, fiske och landsbygdsutveckling, låg under perioden 2005–2020 relativt stabilt på cirka 3 procent av den totala svenska biståndsbudgeten och cirka 5,5 procent av allt stöd som fördelats genom Sida. Utöver direktstöd till länder gav Sverige under denna period även ett betydande stöd till multilaterala organisationer involverade i jordbruksutveckling. Det svenska stödet till FN:s livsmedels- och jordbruksorganisation (FAO) och

World Food Programme (WFP)² minskade som andel av det totala biståndet under perioden 2005–2015, men har sedan 2015 ökat i förhållande till det totala svenska biståndet. Stödet till Internationella fonden för jordbruksutveckling (IFAD) förblev stabilt och på en hög nivå under hela perioden, medan stödet till den Rådgivande gruppen för internationell jordbruksforskning (CGIAR) minskade i förhållande till den totala biståndsbudgeten.

Sida har även fleråriga avtal med ett antal svenska och internationella strategiska partnerorganisationer som arbetar med att stärka civilsamhället i Sveriges samarbetsländer. Många av dessa svenska strategiska samarbetsorganisationer, såsom We Effect, WWF, Svenska Kyrkan, Diakonia och Afrikagrupperna rapporterar en stor andel (17–45 procent) av sitt totala stöd som stöd till jord- och skogsbruk, vilket är långt över Sidas jord- och skogsbruksstöd som ligger på cirka 5,5 procent (4,5 procent exklusive landsbygdsutveckling), av allt bistånd som fördelats genom Sida.

En ändring av kontexten kring jordbruksstöd

I takt med att landskapet kring bistånd och utveckling har förändrats har även det svenska biståndet till jordbruket förändrats. I dag är stödet till jordbruket mer integrerat, holistiskt och på en mer systemisk nivå än innan 2005. Detta innebär ett mindre fokus på jordbruksproduktion jämfört med perioder före 2005 och mer stöd för att stödja jordbrukande som ett företag, jordbrukets hållbarhet, motståndskraft, klimatanpassning, jämställdhet samt utveckling av jordbruksmarknader och värdekedjor.

Som ett resultat av detta mer integrerade stöd har även kompetensprofiler på Sidas handläggare förändrats. Under vår studieperiod har lantbruksrelaterad tematisk kompetens på Sida minskat och är nu mer spridd inom organisationen än tidigare. Många av de personer som vi har intervjuat ser därför det som viktigt

² Absoluta merparten av stödet till WFP klassas som humanitär hjälp.

att knyta samman expertis, kunskapsbaserade dialoger och stärka tematiska lantbruksnätverk inom och utanför Sida för att forma ett stöd kring jordbruksutveckling som på ett holistiskt sätt stödjer Sveriges centrala utvecklingsmål.

Svensk policy kring bistånd till jordbruket

Jordbruk, livsmedelsförsörjning och landsbygdsutveckling har inte varit explicit prioriterade områden för svenskt bistånd eller svensk biståndspolitik under studieperioden och ingick i varierande utsträckning i regeringens regleringsbrev till Sida under perioden 2005–2020. Referenser till jordbruk, och livsmedelsförsörjning fanns till viss del med i dessa regleringsbrev i början av studieperioden men saknas i stort sett i senare års regleringsbrev. Dock, även om jordbruk och livsmedelsförsörjning överlag inte har en framträdande ställning i det svenska policyramverket för utvecklingssamarbete, nämns de mer explicit i svenska bilaterala landstrategier, där dessa ofta finns som en del av målområdena för svenskt bistånd, särskilt i länderna i Afrika söder om Sahara.

Jordbruk integrerat i andra stödkategorier

Stödet till jordbruket redovisas även i stor utsträckning under andra tematiska områden, såsom ekonomisk utveckling, miljö och klimat. Detta resulterar i en underrapportering av biståndet till jordbruket, som då istället för att vara 3 procent av det totala svenska biståndet egentligen är högre, möjligen 5–6 procent, av den totala svenska biståndsbudgeten och cirka 8–10 procent av det totala stödet distribuerat av Sida. Denna underrapportering kan möjligen leda till en skev och för liten fördelning av personal med kompetens inom jordbruksutveckling, framför allt på Sida. Alternativt kan även denna underrapportering vara ett tecken på integration och ett modernt helhetsgrepp där biståndet till jordbruket integreras i och stödjer andra tematiska områden och därigenom bidrar till att uppnå viktiga svenska utvecklingsmål.

Svenskt jordbruksstöd i en internationell jämförelse

Jämförelser ska tolkas försiktigt eftersom det kan förekomma skillnader i länders sätt att rapportera. Sverige tycks dock ge relativt lite stöd till jordbruket jämfört med många andra givarländer. Sveriges andel av biståndet till jordbruk, skogsbruk och fiske som andel av det totala biståndet på cirka 3 procent är en betydligt lägre nivå än i andra givarländer såsom Finland, Danmark, Spanien, Schweiz, Kanada och Belgien.

Summary

Swedish development aid is focused on supporting poverty alleviation and sustainable development in low-income countries. Agricultural development is one of the most powerful tools for ending extreme poverty, boosting shared prosperity and feeding a projected 9.7 billion people by 2050. Support for agricultural development in the Global South is crucial to achieving the Sustainable Development Goals (SDGs) as part of the 2030 Agenda, and in particular SDG 1 on ending poverty and SDG 2 on zero hunger. Sweden has provided aid to the agriculture sector since the 1960s but there have been few overviews of Sweden's global agriculture support.

This study maps how Swedish aid to agriculture was distributed in the period 2005 to 2020. It identifies existing trends in terms of amounts and target countries, and the character and classification of Swedish aid to agriculture, as well as whether such trends follow international development and agricultural aid support trends. The focus is on five research questions;

- Have Swedish aid flows to agriculture changed in the period 2005–2020?
- What types of agricultural projects, programmes or interventions have been funded and did this change between 2005 and 2020?
- To what extent is Swedish aid to agriculture explicit in Swedish development assistance goals and has there been any change over time between 2005 and 2020?
- To what extent is aid to agriculture integrated into and reported under other aid categories?
- How do Swedish trends in aid to agriculture compare with trends in international aid to agriculture?

Swedish agricultural aid flows, 2005–2020

In the period 2005–2020, Swedish development aid became increasingly focused on sub-Saharan Africa, where economies are dominated by agriculture and the majority of the population has agriculture as basis for their livelihoods. There are however relatively large differences between Swedish partner countries. In some, such as Kenya, Zambia and Burkina Faso, a large portion of Swedish aid is reported as aid to agriculture, but this is in sharp contrast to countries such as Tanzania, Uganda and the Democratic Republic of the Congo where a minor part of Swedish aid is reported as aid to agriculture. The high dependence on agriculture for livelihoods is similar in all these countries and the reason for the differences in aid programming between them is hard to find. A question is therefore what explains the differences in reporting of aid to agriculture between these countries? Swedish bilateral development country strategies for these countries have similar structures and agriculture has roughly the same level of importance. Translating country strategies into activities, programmes and partner collaboration, however, is a complex process and this difference could be linked to many factors, such as country context, other donor agendas or the competencies of Swedish embassy staff.

The majority of Swedish aid to agriculture is distributed by Sida. Total support to agriculture, consisting of aid to agriculture, forestry, fisheries and rural development, was relatively stable in the period 2005–2020 at roughly 3 percent of the total Swedish aid budget and roughly 5.5 percent of all support distributed through Sida. In addition to direct support to countries, Sweden also provided a high level of support to multilateral organisations involved in agricultural development in this period. Swedish support to the Food and Agriculture Organisation (FAO) of the United Nations and the World Food Programme (WFP)³ decreased as a proportion of total aid in the period 2005–2015, but has increased since 2015 in relation

³ The absolute majority of WFP programmes are classified as humanitarian aid.

to overall Swedish development aid. Support to the International Fund for Agricultural Development (IFAD) remained stable and at a high level throughout the period, whereas support to the Consultative Group for International Agricultural Research (CGIAR) decreased in relation to the overall aid budget.

Sida also has multi-year agreements with a number of Swedish and international strategic partner organisations working to strengthen civil society in partner countries. Many of these Swedish strategic partner organisations, such as We Effect, WWF, the Church of Sweden, Diakonia and Afrikagrupperna label a large proportion (17–45 percent) of their total support as support to agriculture and forestry, which is far above the 5,5 percent share of agriculture and forestry support (roughly 4.5 percent, excluding rural development) provided by Sida.

Change of context of agricultural aid

As the development landscape has changed, so has Swedish aid to agriculture. Today, aid to agriculture is more integrated, holistic and at a more systemic level than before the start of the study period. This means less focus on agricultural production compared to periods before 2005 and more aid to support farming as a business, farm sustainability, resilience, climate adaptation, gender equality, and agricultural market and value chain development.

As a result of this more integrated development landscape, the skills and competencies of programme officers have changed. Throughout the study period, agriculture-related thematic expertise at Sida has decreased and is now more scattered than before. Many of our key informants therefore see as crucial knowledge-based dialogues and strengthened thematic agricultural networks within and outside Sida in order to craft agricultural aid in a holistic way that supports Sweden's key development goals.

Swedish policies on aid to agriculture

Agriculture, food security and rural development were not explicit priority areas for Swedish development aid or Sweden's development policies in the study period and were, to varying degrees, included in the Government Appropriation Letters that instructed Sida from 2005 to 2020. There was a trend for references to agriculture and rural development to be less visible in more recent Appropriation Letters than at the beginning of the study period. Between 2005 and 2014, Sida was instructed in several Appropriation Letters to report on the results of contributions to agriculture and rural development in various contexts, such as support to the FAO, the WFP and the work of the Commission on Sustainable Development (CSD). After 2015, however, food security, agriculture and rural development were not mentioned in the Appropriation Letters at all, apart from in relation to agricultural support to multilateral organisations. While agriculture and food security do not have a prominent position overall in Swedish development policy frameworks, they are more explicitly mentioned in Swedish bilateral partner country strategies, where they are among the main goals and target areas for Swedish aid, especially in countries in sub-Saharan Africa.

Agriculture integrated into and reported under other aid categories

Support to agriculture is to a large extent reported under other thematic areas, such as economic development or the environment and climate. This results in an underreporting of aid to agriculture, which instead of being 3 percent of total support could be significantly higher – possibly 5 to 6 percent of the total Swedish aid budget and some 8–10 percent of total Sida support. This underreporting could lead to an underallocation of staff with competencies in agricultural development, particularly at Sida.

Alternatively, this underreporting could be a sign of integration and a modern, holistic approach where aid to agriculture is integrated into and supports other thematic areas, thereby helping to achieve key Swedish development goals.

Swedish agriculture aid in international comparison

Comparisons ought to be treated carefully since differences in reporting may occur between donor countries. However, Sweden appears to provide relatively little support to agriculture compared to many other donor countries. At roughly 3 percent, Sweden's proportion of aid to agriculture, forestry and fisheries as a percentage of total aid is significantly lower than donor countries such as Finland, Denmark, Spain, Switzerland, Canada and Belgium.

1 Background

1.1 Why this study?

The agriculture sector remains the backbone of national economies in the Global South, sustaining rural and urban livelihoods alike by providing food and income opportunities. Agricultural development is therefore one of the most powerful tools for ending extreme poverty, providing employment possibilities, boosting shared prosperity and feeding a projected population of 9.7 billion people by 2050 (Beegle and Christiaensen, 2019; FAO, 2020). Recent studies show that growing the agricultural sector generally remains two to three times more effective at reducing poverty in low-income countries than equivalent growth generated in other sectors, such as the manufacturing sector (Beegle and Christiaensen, 2019; Moyo, 2018).

Despite more than a decade of high economic growth and promising development in the Global South, food insecurity and famine still plague many developing countries, particularly in sub-Saharan Africa. *The State of Food Security and Nutrition in the World Report* (FAO et al., 2021) reports that after remaining virtually unchanged from 2014 to 2019, the prevalence of undernourishment climbed to around 9.9 percent in 2020, from 8.4 percent a year earlier. It is estimated that between 720 and 811 million people in the world faced hunger in 2020, around 150 million more than in 2019. Healthy diets are also estimated to be unaffordable for more than 3 billion people in the world (FAO et al., 2021). At the same time, efforts targeting food security, agriculture-driven growth and poverty reduction are at risk of becoming insufficient due to climate change, ecosystem degradation, persistent conflicts, and inadequate agricultural investment and farmer support, leading to lower crop yields, especially in the world's most food-insecure regions (FAO, 2020).

Sweden has provided aid to agriculture since the 1960s. Swedish development aid is focused on supporting poverty alleviation in low-income countries, where agriculture is the dominant economic activity, and where agricultural development is crucial to achieving the Sustainable Development Goals (SDGs), in particular SDG 1 on poverty reduction and SDG 2 on zero hunger. Nonetheless, there have been relatively few overviews of Swedish aid provided to agriculture.

This study maps how Swedish aid to agriculture was distributed between 2005 and 2020. It identifies trends in Swedish aid to agriculture and whether such trends follow general international development and agricultural support trends. This mapping will hopefully be of use for forthcoming deliberations within the Swedish International Development Cooperation Agency (Sida) and the Swedish Ministry for Foreign Affairs (MFA), for Swedish policymaking and research, and for the actors providing agricultural support.

1.2 Aid to agriculture: A brief introduction and history

Global Official Development Assistance (ODA) to agriculture peaked between 1983 and 1986, when disbursements to agriculture, forestry and fisheries were approximately 15 percent of total global ODA per year. This peak was followed by a drastic drop to under 2 percent of total global ODA between 1997 and 2000⁴. After funding levels hit bottom and following a stagnant period in 2004–2008, ODA to agriculture made a recovery in 2009–2011, reaching roughly 5 percent of global ODA annually. The 2007–2008 food price crisis and the United Nations Millennium Development Goals (MDGs), which were taken up by the Group of Eight (G8) at

⁴ Figures to interpreted with care, since reporting practices possibly differed between donor countries.

its 2005 Gleneagles Summit and in subsequent forums such as the 2009 G8 L'Aquila Food Security Initiative (AFSI) (Pingali, 2010), might explain this increased level of support to agriculture.

Changes in both the structure and the content of aid were also agreed upon in the Paris Declaration on Aid Effectiveness in 2005, as well as the subsequent Accra Agreement of 2008 and the Busan Partnership in 2011, which called for greater donor aid alignment. This new agenda called for development assistance to be based more on recipients' priorities and more room for recipients' involvement in designing aid. It urged donors to align their aid with recipients' national development plans for greater effectiveness.

Aid to agriculture, forestry, fisheries and rural development has been an important part of Swedish development aid since the early 1960s. In the 1960s, 1970s and 1980s, aid to agriculture was central to Sida's development aid portfolio. Sida was, at that time, organised in different sector bureaus, such as health, infrastructure and agriculture. The agricultural division (Lantbruksbyrån) was one of the largest in terms of both aid distribution and staffing levels. In the 1980s, around 12 to 13 percent of the total Swedish ODA budget went to agriculture (Utan Gränser, 2008). The global trend for decreasing aid to agriculture was also highly recognisable in the Swedish context, as aid to agriculture was deprioritised at the end of the 1990s and fell to roughly 2 percent of total ODA.

2 Aim, scope of study and research questions

This study aims to map Swedish aid to agriculture in the period 2005–2020 in order to identify trends in aid flows with regard to the total amount of aid, and its distribution among countries and regions, and over time, while also comparing Swedish aid to agriculture with other countries' aid flows to agriculture. Given that Sida is responsible for the majority of Sweden's aid to agriculture, the study focuses primarily on the aid to agriculture provided by Sida and how Sida has worked with aid flows to agriculture throughout the study period. However, it also includes aid to agriculture distributed by the Swedish MFA. The study also provides information on aid to forestry, fisheries and rural development, which are also part of Sida's Agriculture and Food Security portfolio.⁵

ODA to the World Bank Group, regional development banks and EU institutions also constitutes a considerable part of total Swedish ODA. However, this study does not cover aid to agriculture within the ODA flows to these institutions.

As Sida categorises its aid flows mainly according to the OECD-DAC categories,⁶ the analysis of trends and categorisation of aid to agriculture in this study is also organised according to the OECD-DAC categories. The study therefore largely excludes other sectors that may be directly or indirectly related to agriculture.⁷

⁵ <https://www.sida.se/en/sidas-international-work/agriculture-and-food-security>

⁶ <https://www.oecd.org/dac/financing-sustainable-development/development-finance-topics/agriculture.htm>

⁷ Support to the World Food Programme (WFP), which also works to support agricultural development, however, is included in the analysis.

2.1 Research questions

In order to achieve the overarching aim, the study focuses on the following research questions:

- **Research question 1:** Have Swedish aid flows to agriculture changed in the period 2005–2020?
- **Research question 2:** What types of agricultural projects, programmes or interventions have been funded and did this change between 2005 and 2020?
- **Research question 3:** To what extent is Swedish aid to agriculture explicit in Swedish development assistance goals and has there been any change over time between 2005 and 2020?
- **Research Question 4:** To what extent is aid to agriculture integrated into and reported under other aid categories (e.g., economic development, climate mitigation) and has there been any change over time between 2005 and 2020?
- **Research Question 5:** How do Swedish trends in aid to agriculture compare with trends in international aid to agriculture?

3 Methods

We used both quantitative and qualitative data collection methods in this study. The quantitative data analysis involved gathering and analysing data on aid flows and development indicators from online databases. The qualitative data, which included interviews and policy documents, allowed a better understanding beyond statistical data of the nuances and perceptions of trends in Swedish aid to agriculture.

3.1 Quantitative data analysis

3.1.1 Sources

Data on Swedish aid flows and Sida's aid to agriculture were generated from the open databases Openaid and Aid Atlas. Data were analysed with regard to total aid flows between nations and over the entire study period of 2005–2020 unless otherwise specified. Data on international aid flows were collected from Aid Atlas and the OECD-DAC database for the entire study period. Complementary development indicators such as countries' GDP and employment rates were retrieved from the World Bank Data Catalogue. All the data sources and definitions are listed in Appendix 1, table A1.

3.1.2 Identification of trends in Swedish aid to agriculture

Data from the online databases was manually converted into datasets and analysed in Excel. The quantitative analyses provide an overview of Swedish aid to agriculture over time:

- The largest recipients of aid to agriculture;
- The share of aid to agriculture as part of the Swedish aid budget;

- The value of agricultural sectors in low- and middle-income countries;
- The relation between targeted sub-areas within agricultural support such as fisheries, forestry and rural development.

Quantitative analyses were also used to understand how Swedish aid to agriculture has changed compared to other donor countries and between Sweden's development cooperation partner countries and regions.

Statistical data were analysed as absolute values over time and in indexed graph to compare multiple aid flows.⁸ Aid flows were also analysed in relation to recipient countries' populations and GDP per capita to understand the relative size and implications of Swedish aid to agriculture in recipient countries.

3.1.3 Aid flows to multilateral organisations

The flows of Swedish aid to agriculture channelled to and through multilateral organisations over time were analysed separately using a time series chart. Data on aid flows to the Food and Agriculture Organisation of the United Nations (FAO) and the World Food Programme (WFP) were obtained from Openaid. Data on the International Fund for Agricultural Development (IFAD) were obtained from the staff members at the MFA who manage the support to IFAD. Data on Swedish support to the Consultative Group for International Agricultural Research (CGIAR) were provided by staff from Sida.

⁸ Indexed time series were calculated by dividing values for each year with the series' value at the beginning of the times series.

3.1.4 Swedish aid to agriculture in international comparisons

To compare Swedish aid to agriculture with international aid flows, the data were analysed and categorised into subsectors using the OECD-DAC codes (see Appendix 1, table A4), including aid to forestry and fisheries by all donors, and all aid to agriculture in the period 2005–2019. This provided a rough indication of whether Swedish aid to agriculture focused on similar agricultural priorities to an average international comparison. A brief analysis of ODA policies for some, to Sweden comparable, donor countries was also carried out to see whether there are any significant differences compared to Sweden in terms of support to support to agriculture, forestry and fisheries. A deep analysis of all the relevant policies for these countries was beyond the scope of this study.

3.1.5 Aid flows to civil society organisations

Aid flows to civil society organisations (CSOs) were analysed separately. Aid to CSOs is classified as civil society support in Sida's annual reports. There is also a CSO database at Sida with more information on the distribution of strategic partner CSO support, where CSOs report using OECD-DAC codes.

3.1.6 Trends in development projects

To identify trends in the types of agricultural, forestry and fisheries interventions that were funded by Swedish development aid between 2005 and 2020, the different types of Swedish aid to agriculture were analysed using the different sub-sectors listed in the OECD-DAC guidelines (for more details on the various subcategories, see appendix 1, table A4). Data on individual years and disbursed ODA for the different categories was generated from the Aid Atlas database, where the different categories of aid to agriculture are expressed as a percentage of total funded aid to agriculture.

3.1.7 Aid to agriculture under different sectors

An analysis of the data on Swedish aid as reported in the OECD-DAC Creditor Reporting System database was carried out to assess the degree to which Swedish aid to agriculture has been “underreported” or labelled under other types of support, and the extent to which this changed over time (for details see Appendix 1, Table A1).

3.2 Qualitative data analysis

3.2.1 Interviews

We conducted 24 semi-structured interviews with key informants to complement and further strengthen the quantitative analyses of Swedish aid to agriculture. The informants were deliberately selected for their ability to provide insightful information as they either work or have worked closely with issues related to Swedish aid to agriculture. The majority of the informants were Sida employees, some of whom work directly on aid to agriculture, while others work in other areas of development cooperation. The majority of informants are currently in active positions in their respective institutions, while some have now left but previously held relevant positions in Swedish development assistance.

Efforts were made to find key informants who represent a broad array of key organisations and experiences relevant to the aim of the study. Given that Sida is the major distributor of Swedish aid to agriculture, the majority of the informants came from Sida. Initially, staff at Sida with a good overview of Sida’s aid to agriculture helped to identify possible key informants at Sida, Swedish embassies and other organisations, ensuring that it was not only staff with agriculture expertise who were interviewed, but also those from other relevant thematic areas. In addition, a few informants were

selected using the snowball sampling method, where key informants suggested and referred to other potential interviewees. The interview methodology, analysis and interview guide are provided in Appendix 2. A list of key informants is presented in Table A2, Appendix 1.

3.2.2 Literature review

To further complement the statistical analysis, a brief literature review was conducted of relevant documents sourced from Openaid, as well as key policy documents in the OECD iLibrary, government webpages and journal papers (see the reference list). This enabled identification of international trends in agricultural support to low-income countries and how these relate to trends in Swedish aid to agriculture.

3.2.3 Policy documents

The qualitative data analysis also involved reviewing strategies for Swedish aid to agriculture over time. The Government has a broad mandate to decide on the focus and direction of Sweden's ODA. Its main steering instruments are the annual appropriation letters to the state authorities, through which it allocates funds to the implementing authorities and determines the general and financial conditions that will apply to the year's activities. All the Swedish government appropriation letters to Sida⁹ in the period 2005–2020 were analysed by searching for three Swedish keywords: food security, (*tryggad livsmedelsförsörjning*), agriculture (*lantbruk/jordbruk*) and rural development (*landsbygdsutveckling*). The analysis involved mapping both the extent to which these words are present in each appropriation letter and the key priorities and result areas in which they are mentioned.

⁹ <https://www.esv.se/statsliggaren/sok-regleringsbrev/>

Four Swedish aid policies were also analysed to examine the context in which they mention the same keywords: Sweden's 2004 global development policy (PGU);¹⁰ the 2014 Aid Policy Framework on the direction of Swedish Aid;¹¹ the 2017 Policy on global development in the implementation of the 2030 Agenda;¹² and the 2016 policy framework for Swedish development cooperation and humanitarian assistance.¹³

3.2.4 Country strategies, annual reports and strategy reports

Bilateral and regional development cooperation strategies, multilateral organisation development cooperation strategies and thematic development cooperation strategies provide the strategic direction for development cooperation and contain indicative budgets. The bilateral development cooperation strategies of ten countries were analysed for the period 2005–2020 (Burkina Faso, Kenya, Tanzania, Uganda, Zambia, Bosnia & Herzegovina, Moldavia, Nicaragua, Laos and Bolivia). The analyses focused on the extent to which and in what contexts aid to agriculture was a part of these country strategies. We also assessed the extent to which rural development and food security were part of the country strategies, in order to analyse how aid to agriculture, rural development and food security have been formulated. These countries were selected as they were the largest recipients of aid to agriculture from Sida in each of the regions of sub-Saharan Africa, Europe, Latin and Central America, and Asia. All the strategies related to these countries within

¹⁰ <https://www.regeringen.se/49b74f/contentassets/caec6c28a3bc4fbfb8362614dc78d2fc/shared-responsibility-swedens-policy-for-global-development>

¹¹ <https://www.regeringen.se/49b737/contentassets/6eef64a9a36e48ff9a95e4d6ad97ce84/aid-policy-framework>

¹² https://www.government.se/4ab8e7/contentassets/338057ee724641cda2e54840688d3e21/pgu_skrivelse_engelska_slutgiltig_181011_nyttomslag-002.pdf

¹³ https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version_web.pdf

the time period were analysed by searching for the keywords food security, (*tryggad livsmedelsförsörjning*), agriculture (*lantbruk/jordbruk*) and rural development (*landsbygdsutveckling*).

Finally, we also analysed Sida's annual reports from 2005 to 2020 to understand the extent to which support related to agriculture, fisheries and forestry was reported on during this period. A selection of country strategy reports was also analysed to understand how often agriculture, forestry and fisheries were featured.

4 Results

4.1 Swedish agricultural aid flows, 2005–2020

This section responds to research question 1: *Have Swedish aid flows to agriculture changed in the period 2005–2020?* The results are based on a general mapping of Swedish aid to agriculture, and an identification of trends over time in the period 2005–2020.

4.1.1 Sweden’s development cooperation focuses on agricultural economies

Sida is responsible for most of Sweden’s bilateral development aid to agriculture. In 2020, for instance, Sida managed 98 percent¹⁴ of total direct aid to agriculture (OpenAid, 2022). The MFA, however, also distributes a proportion of Sweden’s aid to agriculture as core support to multilateral organisations such as IFAD, FAO and WFP.

Sweden’s development cooperation partner countries are, to a large degree, agricultural economies. Most of them are in sub-Saharan Africa, where agriculture plays a big role in people’s livelihoods. Half of the 20 countries that received the most Swedish aid to all sectors between 2005 and 2019 have an agricultural sector that contributes more than 20 percent of total GDP. In addition, more than half of the population in 11 of these countries are employed in agriculture.¹⁵ In this context, it should be noted that there is little value addition to agricultural produce in most of these countries. Consequently, the added value of the agriculture sector makes a small contribution to

¹⁴ The percentage varied slightly, and where ODA classified as aid to agriculture to a significant degree (between 5-15 percent) was distributed through the MFA during in period 2010–2012.

¹⁵ See chapter 3 for definitions.

GDP.¹⁶ Moreover, employment rates might be severely under-reported due to the large informal and unpaid agricultural sector in some of these countries (for more details see figure A1, appendix 3).

Table 1 provides an overview of Swedish bilateral aid to agriculture in the period 2005–2020, as well as agricultural indicators for the 20 largest recipients of Swedish bilateral aid to agriculture in this period. Kenya, Zambia and Mozambique received the most Swedish aid to agriculture during the study period in absolute terms. North Macedonia and Bosnia and Herzegovina received the most aid to agriculture per capita in 2005–2019, particularly at the beginning of the period.

However, it should be noted that the context, as well as the economies and the structure of the agricultural sector, farming communities and institutional settings all vary among the countries listed. Agricultural aid to countries in the Balkans and Eastern Europe should be seen in a different context to aid to agriculture to countries in sub-Saharan Africa. Swedish aid to agriculture in the Balkan region is part of Swedish support to middle-income partner countries in transition, where the overarching development goal for the region is to support post-war economic transition towards democratic, fair and sustainable development, and to improve conditions for EU integration. The context of aid to agriculture in countries in sub-Saharan Africa is very different in terms of poverty levels, economies and socio-economic profiles.

Table 1 also shows aid to agriculture as a proportion of total Swedish bilateral aid in each country. There are significant differences in the relative proportion of aid to agriculture in each country. In some countries, such as Zambia, Kenya and Burkina Faso, the relative size of Swedish aid to agriculture matches the relative size of the agricultural sector in terms of GDP and employment.

¹⁶ In contrast to countries in Europe where the value added in the agriculture sector is high, due to their large agro- and bioprocessing sectors, but where the contribution of agriculture to GDP is low.

Table 1: The 20 largest recipients of Swedish bilateral aid to agriculture, 2005–2019

The top recipients of Swedish bilateral aid to agriculture	Total received Swedish aid to agriculture	Received Swedish aid to agriculture as share of total aid	Agriculture as part of GDP	Employment in agriculture as % of total employment	Population	Aid to agriculture p/capita	GDP per capita
2005–2019 (countries)	Disbursed, 2005–2019 (MUSD)	2005–2019 (%)	2020 (%)	2019 (%)	2019 (million)	2005–2019 (USD)	constant 2015 USD (2020)
Kenya	142	15	23	54	52	2.7	1560
Zambia	102	17	3	48	18	5.7	1274
Mozambique	79	6	26	69	31	2.5	575
Burkina Faso	56	17	18	26	20	2.8	732
Mali	48	11	36	62	20	2.4	782
Ethiopia	42	6	35	66	112	0.4	827
Nicaragua	31	15	16	31	7	4.4	1922

The top recipients of Swedish bilateral aid to agriculture	Total received Swedish aid to agriculture	Received Swedish aid to agriculture as share of total aid	Agriculture as part of GDP	Employment in agriculture as % of total employment	Population	Aid to agriculture p/capita	GDP per capita
2005–2019 (countries)	Disbursed, 2005–2019 (MUSD)	2005–2019 (%)	2020 (%)	2019 (%)	2019 (million)	2005–2019 (USD)	constant 2015 USD (2020)
Bolivia	29	8	14	31	12	2.4	2983
Bosnia and Herzegovina	26	7	6	18	3	8.7	5433
DRC	22	2	21	64	87	0.3	505
North Macedonia	21	27	9	14	2	10.5	5116
Liberia	21	5	39	43	5	4.2	616
Tanzania	19	1	27	66	58	0.3	1060
Tajikistan	18	35	24	45	9	2.0	1199
Lao	18	18	16	61	7	2.6	2554

The top recipients of Swedish bilateral aid to agriculture	Total received Swedish aid to agriculture	Received Swedish aid to agriculture as share of total aid	Agriculture as part of GDP	Employment in agriculture as % of total employment	Population	Aid to agriculture p/capita	GDP per capita
2005–2019 (countries)	Disbursed, 2005–2019 (MUSD)	2005–2019 (%)	2020 (%)	2019 (%)	2019 (million)	2005–2019 (USD)	constant 2015 USD (2020)
Albania	16	10	19	36	3	5.3	4390
Georgia	12	5	7	38	4	3.0	4458
Afghanistan	12	1	27	42	38	0.3	530
Uganda	11	2	26	65	44	0.3	891
Kyrgyzstan	9	21	14	19	6	1.5	1098

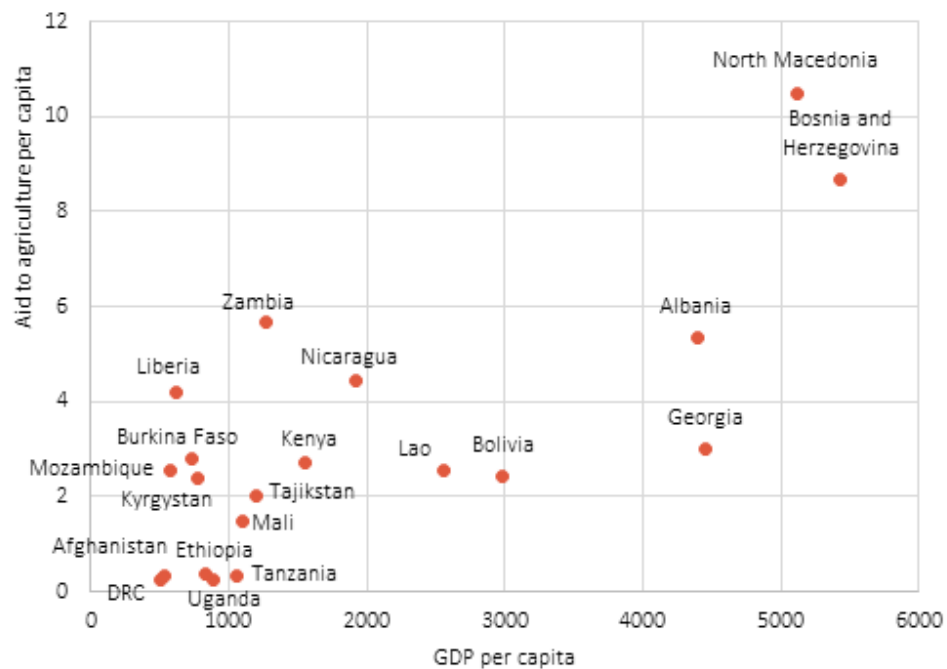
Note: Aid to agriculture includes aid to forestry and fisheries.

However, in cases like Uganda and Tanzania, where agriculture also constitutes a major part of the economy and livelihoods, the proportion of Swedish aid to agriculture in relation to total Swedish aid was less than two percent throughout the study period.

The weight and the relative size of Swedish aid to agriculture accounting for population size and poverty levels are shown in Figure 1. This nuances the trends shown in table 1. Kenya, Zambia and Mozambique, which were the largest recipients of aid to agriculture in absolute terms, also received a significant amount of aid to agriculture per capita. In contrast, countries such as Uganda, Tanzania, Ethiopia and the Democratic Republic of the Congo (DRC) receive little aid to agriculture per capita despite their similarities in GDP per capita with Zambia, Burkina Faso, Liberia, Mali and Mozambique and their large agricultural sectors. What explains the differences in aid to agriculture per capita among these 20 countries? Why does Zambia receive almost 20 times the amount of aid to agriculture per capita compared to Uganda and Tanzania?

Part of the explanation, observing the countries in the lower-left corner of Figure 1 (e.g., Uganda, Tanzania), is that these countries have relatively large populations compared to Zambia, Liberia and Nicaragua, all of which receive larger amounts of aid to agriculture per capita. A previous study on aid to the health sector (Martinsen et al., 2018) suggests that there can sometimes be a “small-country bias” in international aid, meaning that countries with smaller populations receive relatively more development assistance per capita than countries with larger populations. However, this can only partly explain the large differences between the countries in the upper and lower left of the graph. Kenya and Uganda have roughly similar populations, so a small country bias explanation would not be relevant. Possible causes for the large differences are discussed further in section 5.1.

Figure 1: Swedish agriculture aid related to income levels



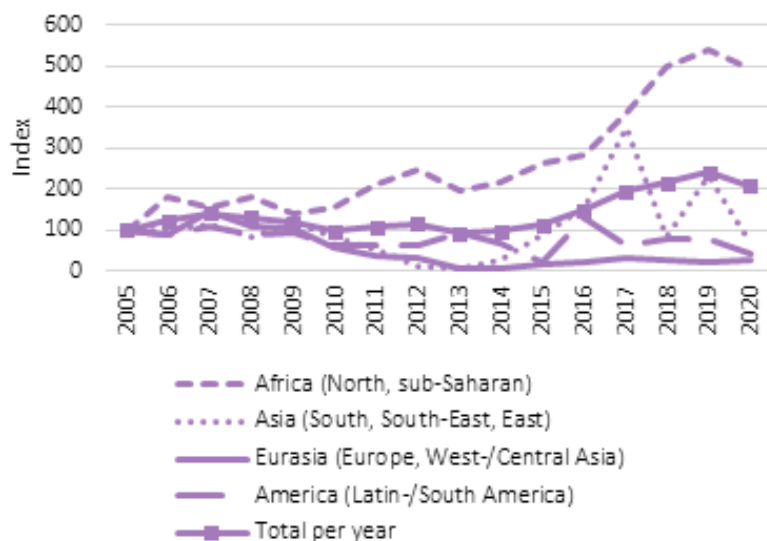
Note: GDP per capita and Swedish aid to agriculture per capita in the top 20 countries that received Swedish bilateral aid to agriculture in the period 2005–2019.

Source: World Bank Data Catalogue.

4.1.2 Regional distribution of aid to agriculture

Sida is responsible for most of Sweden's bilateral development aid to agriculture. Swedish aid to agriculture through Sida changed in terms of both country and regional focus during the study period. As illustrated in figure 2, there was a large increase in Swedish aid to agriculture to countries in sub-Saharan Africa. Aid to agriculture for countries in Eastern Europe (and the Balkans) and central Asia (e.g., North Macedonia, Tajikistan) decreased over time, and has now been phased out with the exception of Bosnia and Herzegovina. Aid to agriculture in Latin America is decreasing and support to, for example, Nicaragua has also been phased out. Bolivia and Colombia received significant support throughout the time period, but this support has varied over years and there is no clear trend. After a decrease in support to Asia in 2005–2013, where, for example, support to Laos and Vietnam was phased out, aid to agriculture began to increase again, with peaks in 2017 and 2019. This increase is due to the increase in bilateral aid and aid to agriculture provided to Afghanistan.

Figure 2: Trends in Sida's aid to agriculture per region



Note: Measured in financial amounts, index 2005=100.

4.1.3 Aid to agriculture, forestry, fisheries and rural development

The total share of aid to agriculture, forestry, fisheries and rural development as a share of the total Swedish aid development budget decreased from 3.6 percent in 2005 to 2.7 percent in 2020. It averaged 3 percent over the period. Funding to the agriculture sector, however, increased from 867 million SEK in 2005 to 1,538 million SEK in 2020.¹⁷ This increase can be explained by the overall increase in total Swedish aid by 146 percent over the same period, from 23.7 billion SEK in 2005 to 58.5 billion SEK in 2020, which in turn is a result of the increase in Swedish GDP. The Swedish share of development aid relative to GDP has remained relatively constant over the entire period.

¹⁷ Agricultural aid from the Swedish MFA to IFAD is not classified as aid to agriculture in the Openaid database and thus is not included here.

Aid to agriculture, forestry, fisheries and rural development as a share of total aid distributed through Sida decreased slightly from 6.2 percent in 2005 to 5.6 percent in 2020. The share of aid to agriculture peaked in 2007, corresponding to 6.4 percent of Sida's total budget. An average of 5.4 percent of Sida's budget was distributed to agriculture, forestry and fisheries during the period. Aid to agriculture, forestry, fishing and rural development as a share of the total Swedish aid budget was lower throughout the period, at an average of 2.8 percent in the period 2005 to 2020.

Figure 3: Aid to agriculture, forestry, fisheries and rural development as share of total Swedish and Sida aid, 2005–2020

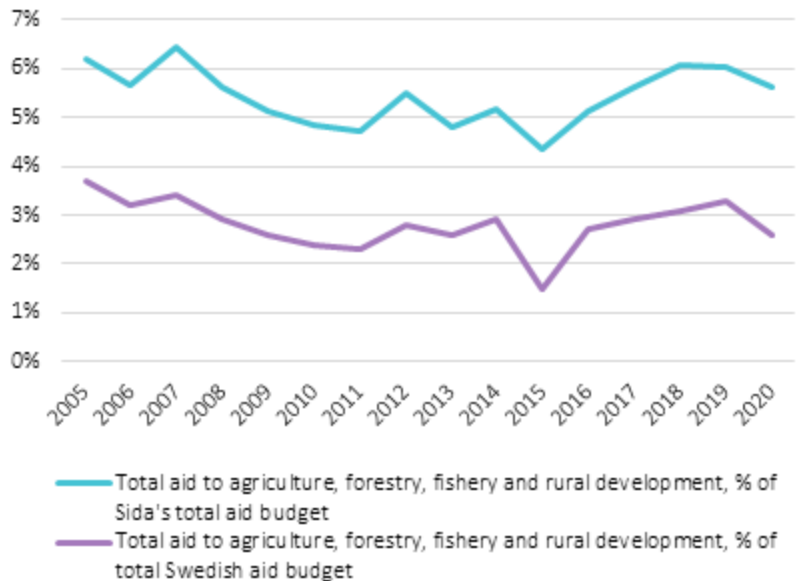
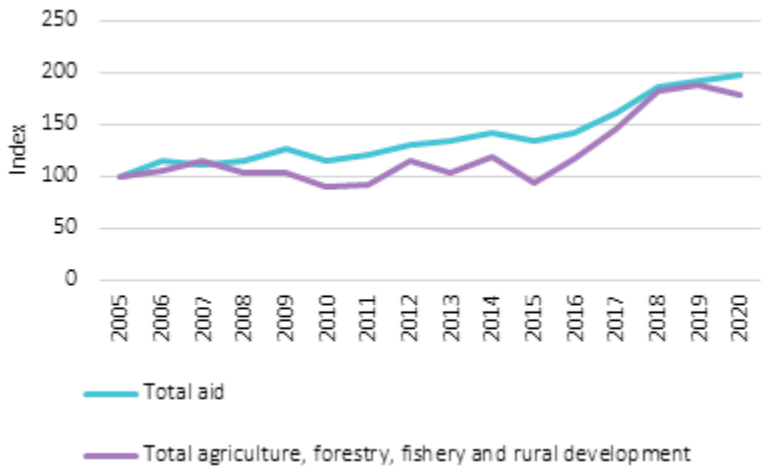


Figure 4: Trends in Sida’s aggregated aid to agriculture, forestry, fisheries and rural development, 2005–2020



Evolution of Sida-distributed aid to agriculture, forest, fisheries and rural development in comparison with evolution of total Sida-distributed aid. Note: Index, 2005=100.

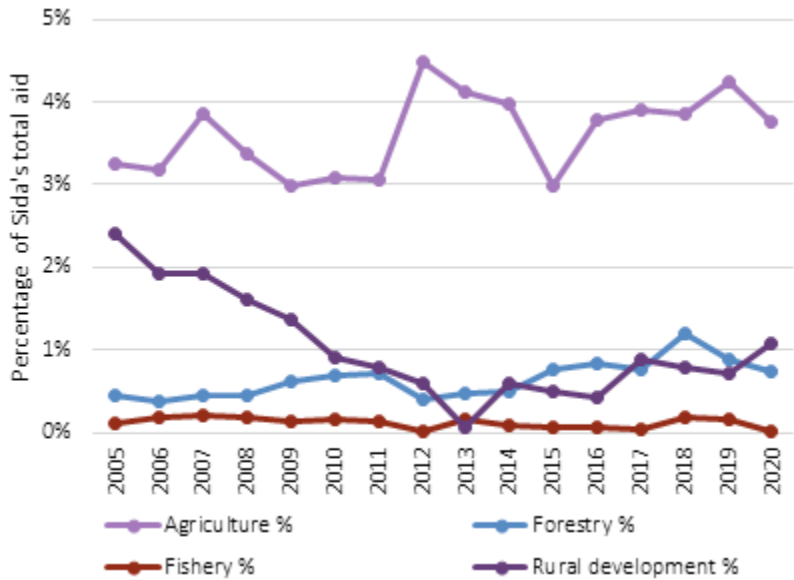
Figure 4 shows an indexed graph of the changes in aid to agriculture, forestry, fisheries and rural development compared with Sida’s total distributed aid. Aid to agriculture, forestry, fisheries and rural development combined did not increase as much as Sida’s total aid distributed over the period. The difference, however, has varied over time. In 2005–2015, aid to the agricultural sectors decreased overall, while the total of aid distributed increased by 33 percent. Support to agriculture, forestry, fisheries and rural development then increased sharply between 2015 and 2018. It increased by 77 percent over the entire period, compared to a 96 percent increase in Sida’s total aid budget.

The distribution of Sida’s disaggregated aid to agriculture, forestry and fisheries in 2005–2020 is shown in Figure 5. The average percentage of Sida aid directed at agriculture was 3.6 percent over the entire period, compared with 0.6 percent for forestry and 0.1 percent for fisheries. Aid to agriculture has always been larger

than to forestry and fisheries. There was a slight increase over time from 3.2 percent of total aid distributed through Sida in 2005 to 4.5 percent in 2012 and 3.8 percent in 2020.

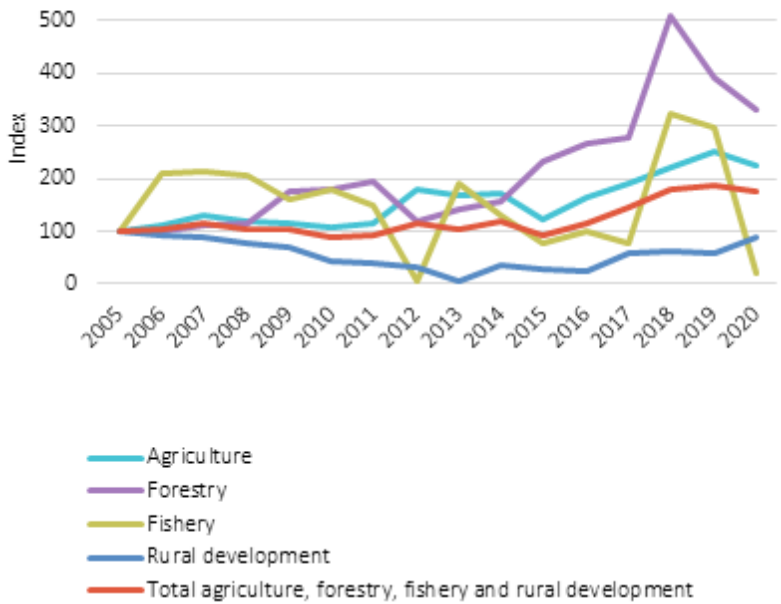
Aid to forestry has slightly increased over time, from 0.4 percent of total aid distributed through Sida in 2005 to 0.8 percent in 2020. In absolute amounts, this was an increase from 62 million SEK to 206 million SEK. Support to fisheries has varied from 0.1 percent of total aid distributed through Sida in 2005, to 0.01 percent in 2012 and 0.01 percent in 2020, remaining at a very low level throughout. In absolute amounts, this was an increase from 15 million SEK to 45 million SEK. Rural development has seen a downward trend from 2.4 percent in 2005 to 1.1 percent in 2020. In absolute terms, a decrease from 334 million SEK to 298 million SEK.

Figure 5: Sida’s disaggregated aid to agriculture, forestry, fisheries and rural development as a percentage of it’s total aid, 2005–2020



The index charted in figure 6 shows further nuances in the data. There was an increase in support to agriculture and forestry throughout the period 2005–2020. Support to forestry has increased significantly since 2012 and aid directed to forestry seems to have increased more in recent years than aid to agriculture. There was a decrease in support to fisheries, but this has fluctuated compared to the other sectors. Both fisheries and forestry saw a sharp increase between 2017 and 2018 (fisheries by 310 percent; forestry by 83 percent).

Figure 6: Trends in Sida’s aid to agriculture, forestry, fisheries and rural development, 2005–2020



Note: Index, 2005=100.

4.1.4 Swedish development assistance to multilateral agricultural organisations

Swedish aid to multilateral organisations focused on agriculture and food security has overall increased from 2005 to 2020. Sweden adopted its first strategy on multilateral development cooperation in 2007. It contributed core budget support to the WFP, the FAO, IFAD and the CGIAR. Sweden is also one of the largest providers of extra-budgetary funding to the WFP and the FAO. Aid to multilateral organisations is distributed through both Sida and the MFA, but most of the support to IFAD and the WFP¹⁸ is distributed by the MFA while Sida distributes most of the support to the FAO and the CGIAR (see appendix 4).

Figure 7 compares the trends in aid to the WFP, the FAO, IFAD and the CGIAR in relation to total Swedish aid. It shows that support to the WFP and the FAO increased faster in relation to the growth in the Swedish aid budget from 2013. This could be explained by the fact that Sida has been channelling more funds to larger projects, interventions and programmes and larger actors, including multilateral organisations. This is supported by data from the interviews, where several interviewees mentioned that Sida is focusing on larger projects and that Sweden, in contrast to other European countries, is focusing its development aid on core support for these multilateral organisations, including administrative costs, rather than earmarking funds for specific projects within these multilateral organisations.

¹⁸ Sida has been distributing increasing amounts of aid to IFAD and WFP since 2015.

Figure 7: Trends in aid to the WFP, the FAO, IFAD and the CGIAR



Note: Index based on financial contributions, 2010–2012=100. Data only available from 2007.

Figure 7 also shows that support to CGIAR decreased from 2013 in relation to the growth in total Swedish aid. The support provided to IFAD increased in line with total Swedish aid but decreased in relative terms in the period 2016–2018. There was a notable increase in support to the FAO in 2017–2019, which was partly due to specific and targeted Sida support to the FAO for assisting smallholders in Mali and Burkina Faso due a prolonged drought in the countries.

Sweden has been a strong supporter of the FAO, the CGIAR, IFAD and the WFP compared to other countries, in terms of providing core funding,¹⁹ both in absolute terms and in relation to its population size and GDP. Nor has this support been earmarked for specific purposes, as many other donor countries do. Sweden's multilateral strategies of the above organisations, moreover, emphasise that Swedish financial support to these organisations contributes not only to agriculture and food security, but also to Sweden's international development goals, in which poverty reduction, gender equality, sustainable production, the environment, biodiversity protection and adaption to climate change are central. The qualitative data from the interviews support this by indicating that Sweden is not perceived as actively influencing the type of support provided within the mandates of these organisations, but instead has had a stronger voice regarding how support is provided with an emphasis on the core values of its development goals (see section 4.3).

Another impression gained from the interviews is that there is limited involvement from Sweden, compared to other donor countries, in what type of programmes and activities are implemented by the organisations. Sweden has, however, taken an active role in the governance of these multilateral actors, pushing for increased efficiency and for project and programme implementation to be aligned with Swedish development goals on gender equality, sustainability and poverty reduction, among other things.

Finally, a number of Swedes have held central positions in the multilateral agencies. Some informants linked to the FAO and the CGIAR perceived a downward trend from the early 2000s in the number of Swedish staff in multilateral organisations of relevance to agriculture, forestry and fisheries. Some key informants also perceived that Sweden, in contrast to many other donor countries, was not pushing for Swedish staff to have positions in these

¹⁹ In the case of the FAO, Sweden is the fifth largest donor in terms of core support.

organisations in line with the level of Swedish core support provided. However, no detailed assessment of Swedish staff in multilateral agencies was undertaken within the scope of this study.

4.1.5 Swedish Aid to agriculture as distributed through civil society organisations

Sida supports a large number of CSOs in its bilateral work and much of Swedish development assistance is implemented through CSOs. In 2019, Sida supported more than 1700 CSOs in their ODA partner countries. Approximately 32 percent of Swedish ODA was channelled through CSOs in that year and around 6 percent of Swedish ODA was bilateral aid directly to CSOs. International CSOs are the major recipients of ODA, followed by donor country-based CSOs and recipient country-based CSOs. Oxfam, for instance, is a key CSO actor at the international level and in terms of providing aid to agriculture. The agricultural share of Swedish support channelled to Oxfam has on average been 20 to 30 percent throughout the period. However, the aid channelled to Oxfam increased significantly in the period, from 100 million SEK per year to roughly 350 million SEK per year. Aid to agriculture as a proportion of this amount increased more slowly from 30 million SEK in 2014 to roughly 80 million SEK in 2020.

Sida also has multi-year agreements with a number of Swedish and international strategic partner organisations working to strengthen civil society in partner countries. Sida cooperated with 16 Swedish strategic partner organisations, such as We Effect, the Swedish Nature Conservation Society (SNF) and the Church of Sweden. Table 2 lists organisations that reported activities under the category agriculture and forestry, as well as total Swedish ODA contributions to these partner organisations from 2003 to 2020. It also indicates how much of that contribution the organisations used and labelled

as support to agriculture and forestry.²⁰ Organisations such as We Effect, WWF, the Church of Sweden, Diakonia and Africa groups in Sweden labelled a significant portion (17 to 45 percent) of their total support as support to agriculture and forestry.

Table 2: Shares of CSO support to agriculture and forestry

Swedish CSO Organisations	Total Contribution (MSEK)	Agriculture and Forestry (MSEK)	Percentage (%)
We Effect	2,755	1,235	45
Diakonia	2,098	424	20
SNF	885	153	17
WWF	873	389	45
Church of Sweden	1,694	425	25
Africa groups in Sweden	694	141	20
Swedish Mission Council	2,595	124	5
PMU (Swedish Pentecostal Mission)	1,119	51	5
IM (Individuell Människohjälp)	376	8	2

Note: Total ODA contributions to Sida partner organisations, 2003–2020 and degree to which they label their support as support as aid to agriculture and forestry.

Funding of international development research and research support to Swedish ODA partner countries is managed and distributed by Sida. However, since 2013 ODA support to development research

²⁰ This support can be given various sector codes, such as democracy, human rights or gender equality.

conducted by researchers based in Sweden is channelled through Vetenskapsrådet. Swedish aid to this latter development-related research on agriculture, forestry and fisheries ranged from 10 to 26 million SEK per year, or 6 to 14 percent of the total development research budget in the period 2014 to 2020 (see Appendix 5 for more detailed information).

4.2 Types of agricultural programmes and interventions

This section presents findings related to research question 2: *What types of agricultural projects, programmes or interventions have been funded and did this change between 2005 and 2020?* The findings are based on a general mapping of Swedish aid to agriculture and the identification of trends over time between 2005 and 2020, and on semi-structured interviews with key informants.

4.2.1 Trends in project design and content

Aid to different types of agricultural projects, programmes or interventions has changed over time. Figure 9 shows the major categories of Swedish aid to agriculture labelled according to OECD-DAC codes and expressed as a percentage of total funded aid to agriculture in the period 2005–2020. For more information on what the various activities entail, see appendix 1, table A4.

Figure 8: Major types of support to agriculture, forestry and fisheries as a percentage of total support, 2005–2019

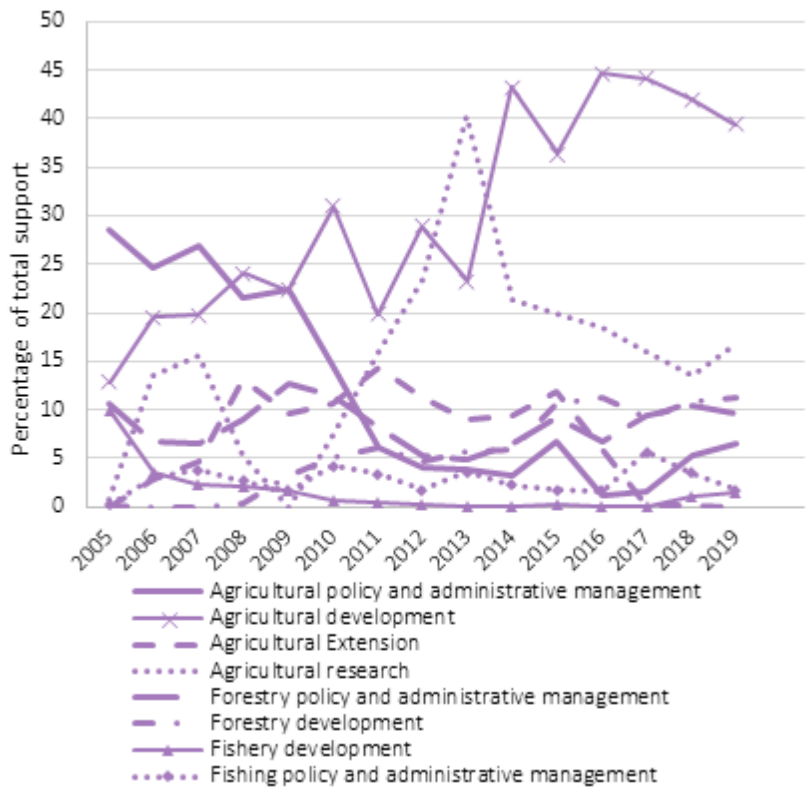


Figure 8 shows that aid to programmes labelled agricultural policy and administrative management²¹ decreased significantly during the period from roughly 30 percent of all funded aid to agriculture in 2005 to roughly 14 percent in 2010 and to roughly 6 percent in 2019. Programmes labelled as Agriculture Development²² increased from about 15 percent in 2005 to almost 40 percent of all funded aid to

²¹ Typically, policy-related projects such as funding to the Global Crop Diversity Trust and the Agriculture Development Fund FONDEAGRO in Nicaragua.

²² Typically, projects such as the Agriculture Support Programme in Zambia, supporting farmer business development.

agriculture in 2019. Support labelled agricultural research²³ remained significant throughout the period, with a peak in 2013. Support for agricultural extension²⁴ was also significant during the period, at on average around 10 percent of total support, but decreased to almost zero in the three years to 2019. Support to forestry programmes, both as support to forestry policy/administrative management and forest development, gradually increased during the period, from roughly 10 percent in 2005 to 20 percent of total support in 2019. Support to fisheries remained low throughout the period, at less than 5 percent of all support. Almost all this support was labelled support to fishing policy and administrative management.

Looking at other categories of agricultural programmes, there are other interesting trends. Programmes labelled as livestock/veterinary services entailed a significant proportion, roughly 9 percent in average of all funded aid to agriculture in the period 2005–2009 (with large funds to the FAO to help tackle Avian Influenza) but have since 2010 been reduced to almost zero. Programmes labelled agricultural land resources (soil conservation etc.) receiving in average some 9% during the period 2005–2011 were more or less phased out during the period 2012–2019.

Funding for programmes labelled agricultural water resources picked up from virtually zero in 2005 to 4 to 6 percent of all funded aid to agriculture in 2011–2013 and roughly 5 percent, 4 percent and 3 percent in 2017, 2018, and 2019, respectively. Programmes labelled food crop production were only funded in 2011 and 2012 with some 5% of total agricultural support. Programmes labelled agricultural financial services received little funding for most of the period but became significant at some 2 to 6 percent of funded agricultural projects in 2017–2019.

²³ Mostly support to the CGIAR.

²⁴ Typically, projects such as the Agricultural and Livestock Extension Programme (NALEP) in Kenya.

As to the agricultural programmes during the period, there was a continuing shift in the focus of agricultural aid, which started in the late 1990s and continued after 2005. This shift was mainly characterised by a larger emphasis on support to agriculture in an economic development context, supporting agriculture value chains, markets and “farming as a business”. This includes the Sida supported Agriculture Support Programme (ASP), the B4D African Enterprise Challenge Fund and the Africa Agribusiness Window in Zambia, as well as programmes on access to markets and finance for smallholder farmers in Burkina Faso, Kenya and Tanzania. Looking at specific programmes and projects funded during the period, agricultural support was, to an increasing degree, part of other key aid goals/support agendas such as supporting increased resilience, gender equality, climate adaptation, biodiversity and greater integration into a broader development agenda.

These findings are backed up by the qualitative interviews with key informants, which indicate that earlier agricultural support was more oriented to production and productivity. The informants also perceived that aid to agriculture today is directed more at supporting larger projects and providing core support to organisations and actors that work with agriculture in target countries, than in previous years. Instead of being the core focus of projects, agriculture receives attention through other key aspects such as gender equality, human rights and democracy promotion, climate change mitigation and biodiversity interventions. Many informants who were currently or had been managing projects at Sida still perceived agriculture to be an important part of core development areas such as economic development, democracy promotion, gender equality and support to civil society. Agriculture and support for rural development were also perceived as core components of development aid by many interviewees, as the majority of people living in poverty in Sida partner countries sustain their livelihoods from the agriculture sector or live in rural areas.

4.2.2 Sida's organisational structure and agricultural expertise

Staff and organisational structures also appear to influence the type of aid provided to agriculture. Some key informants perceived that Sida is less likely than it was to initiate and administer projects, programmes and interventions on its own. Instead, Sida increasingly supports, targets and carefully selects a number of key development partners, stakeholders and agendas that are in line with and support Swedish development policy targets. Sida also administers larger projects and interventions to a greater degree than it did 15 years ago. This could be explained by the declining number of staff during the same time period. While the Swedish aid budget more than doubled from 2005 to 2020, Sida's budget for administering aid did not increase by the same amount during the time period. Instead, Sida has decreased their staff by roughly 10 percent today compared to 2005. Thus, although the development aid, and the corresponding aid to agriculture, has increased during the study period, the number of people to administer and guide the aid distribution and ensure that such aid reaches its set targets, has decreased during the same period.

There have also been changes in the agricultural expertise resource base at Sida, in terms of staffing and how expertise is organised. Sida reorganised in 2008 towards a geographic rather than a thematic focus. In practice, this meant a transfer of thematic expertise, including agricultural experts, to regional departments at Sidas headquarters and Swedish embassies in partner countries. Roughly half the key informants, particularly those still actively working with aid to agriculture, perceived that agricultural expertise at Sida is scarcer today than previously, but there were also key informants who argued that Sida's agricultural expertise is still adequate. It was mentioned that thematic expertise in Sida is to a large extent still there but distributed throughout the organisation. It requires knowledge of where such expertise is in order to utilise it. Interviewees that experienced a declining thematic expertise at Sida also said that, as a consequence of this trend and in order for aid to

be functional, thematic expertise now needs to reside to a greater degree in partner organisations, such as local CSOs, local ministries/agencies and extension services acting as development partners.

Another finding is that Sida staff today focus more than previously on selecting and monitoring how aid to agriculture is distributed to implementing organisations, rather than getting involved in designing, steering and implementing projects and interventions. While project design and implementation require sector competence, project management and monitoring of Swedish support on a more general level may demand other types of skills.

To capture thematic expertise today, there are a number of virtual thematic networks within Sida. The purpose is to increase learning and networking, share experiences and knowledge, and support Sida staff. There are currently twelve such thematic networks and in principle almost all operative Sida staff are members of one or several. One such network is the Agriculture Network. These networks differ significantly in terms of thematic scope, number of members, forms of communication and working mode. For example, some use ad hoc committees and taskforces for specific questions. The networks are also differently resourced and some of the bigger networks have their own hubs and funding for staff time to work on network administration. The network on Agriculture does not have its own hub but together with the network on Energy and Water & Sanitation it is included in the Environment & Climate hub. According to a recent internal Sida report (Johard et al., 2020), the network on agriculture was in 2020 the smallest thematic network with five active members and 29 members on the distribution list. Larger and more resourced networks, such as Democracy/Human rights and Employment and Markets, have 90 to 100 active staff members.

Our interviews with key informants at Sida gave the impression that many felt that the thematic network on agriculture had not been sufficiently resourced. It had therefore not been able to connect

existing agricultural expertise within Sida with staff interested in agriculture. Consequently, the network has not functioned as a vibrant forum for discussing issues related to agriculture. The experience, seemingly shared by many, of the agricultural network not functioning as a knowledge-sharing hub for agricultural expertise can further contribute to the experience that the agricultural expertise at Sida is in decline. Other key informants at Sida, however, felt that the agricultural expertise within Sida is adequate and that networking between this expertise, including between staff at Sida HQ and the embassies, functions well.

Further expertise around thematic issues, as well as evidence-based aid allocation, can be obtained through Sida's helpdesks, such as the helpdesks on Environment and Climate Change, Gender, and Democracy and Human Rights. There is no helpdesk on agriculture but the helpdesk on Environment and Climate change²⁵ can support Sida staff with thematic expertise on agricultural issues. Several key informants at Sida considered the Sida helpdesk on Environment and Climate change very useful for providing expertise and knowledge on agricultural, forestry and fisheries issues to Sida staff when asked for.

4.3 Agriculture in Swedish aid policies

This section responds to research question 3: *To what extent is Swedish aid to agriculture and food security explicit in Swedish development assistance goals and has there been any change over time between 2005 and 2020?* The results are based on a review of the relevant Swedish development and aid strategies and policies, and of development partner country strategies published in 2005–2020, and on our semi-structured interviews with key stakeholders.

²⁵ The Sida Helpdesk on Environment and Climate change is shared between Gothenburg University and SLU.

4.3.1 Overall aid policies

The inclusion of agriculture and rural development in Swedish government appropriation letters varied in both extent and context throughout the study period from 2005 to 2020. In 2006 and 2007, the letters mentioned support to multilateral organisations, the FAO and the WFP working on agriculture and food security issues. In the 2007 letter, Sida is also given a mandate to contribute to reporting on agriculture, rural development and land management, among other things, as part of the Commission on Sustainable Development (CSD) reporting on these areas. The 2009 letter tasks Sida with reporting on the results of contributions to agriculture and forestry. Similarly, in 2011 Sida is asked to report on experiences with contributions to food security and agriculture, with a focus on the need for increased productivity. Sida is also given funding in 2011 to focus on supporting food security and the National Agriculture and Livestock Extension programme in Kenya, as well as a regional university network on agricultural education in Africa. The 2012 and 2013 letters mention agriculture as part of sustainable economic development, and Sida was mandated to allocate funds to reduce food insecurity through increased agricultural production, with a focus on Africa. The 2012 and 2014 letters also task Sida with supporting research on future food security.

Towards the end of the studied period, from 2015 to 2020, food security, agriculture and rural development are no longer mentioned in the letters, apart from monetary support to multilateral organisations working on agriculture, notably the WFP, IFAD and the FAO. The appropriation letters from 2008 and 2010 do not mention the keywords at all. It should be noted however that there was a trend for these appropriation letters to be more specific for many sectors at the beginning of the study period and more general for most sectors in more recent years.

Sweden's Global Development Policy (2003), Aid Policy Framework (2014), policy framework for Swedish development cooperation and humanitarian assistance (2016) and policy on global development in

the implementation of the 2030 Agenda (2017) recognise that agriculture, rural development and food security are important aspects of global development. Government Bill 2002/03:122, Shared Responsibility: Sweden's Policy for Global Development,²⁶ and the resulting policy,²⁷ mention rural development as essential to developing countries in order to contribute to livelihood and economic growth. Small-scale agriculture is recognised as playing a particular role in this, and the policy links contributions to agriculture to enhanced food security. The section on agriculture and fisheries policy mostly deals with EU Common Agricultural Policy and trade issues, but also recognises the role of agriculture and fisheries policy in global development.

The 2014 Aid Policy Framework²⁸ has a deeper and more explicit focus on poor and oppressed people's own perspectives on development, including investments in rural areas. Improved food security is included in sub-objective 2: Better opportunities for people living in poverty to contribute to and benefit from economic growth and obtain a good education, recognising that "a sustainable increase in agricultural productivity is a prerequisite for achieving food security and thereby also sustainable economic development" (p. 27). Sub-objective 3: A better environment, limited climate impact and greater resilience to environmental impact, climate change and natural disasters, also mentions resilience in the agricultural sector as an important adaptation measure to climate change. It also states that Sweden must "support development towards more productive and resource efficient agriculture, forestry and fishing systems" (p. 33) as a way to safeguard ecosystems.

²⁶ <https://www.regeringen.se/49b74f/contentassets/caee6c28a3bc4fbfb8362614dc78d2fc/shared-responsibility-swedens-policy-for-global-development>

²⁷ <https://www.government.se/49b752/contentassets/c3dd5516c6e3476fb3dc92d3743bbf9e/swedens-global-development-policy>

²⁸ <https://www.regeringen.se/49b737/contentassets/6eef64a9a36e48ff9a95e4d6ad97ce84/aid-policy-framework>

In the Policy framework for Swedish development cooperation and humanitarian assistance (2016),²⁹ the contextual analysis recognises the importance of agricultural productivity to poverty reduction, and that productivity increases must be sustainable. One of the thematic directions for Sweden's development cooperation is "Environmentally and climate-related sustainable development and sustainable use of natural resources", and more productive and sustainable agricultural systems are included as a long-term policy direction. The importance of sustainable agriculture is also mentioned under the thematic direction "Inclusive economic development": "a sustainable increase in agricultural productivity is a prerequisite for achieving food security and thereby sustainable economic development" (p. 34).

The policy on global development in the implementation of the 2030 Agenda (2017)³⁰ describes how Sweden's PGD can contribute to more effective implementation of the 2030 Agenda and its SDG goals. Under Goal 2, "End hunger, achieve food security and improved nutrition and promote sustainable agriculture", the policy notes: "Sweden will continue to play an active part in the international work on achieving food security, among other things by promoting long-term sustainable productivity development within agriculture in developing countries, adapted to local conditions, and through endeavours for increased gender equality, training, research and innovation". On SDG 2, important issues for Sweden are listed as (a) preventative work and measures to improve the health of animals and to counteract antimicrobial resistance; (b) capacity-enhancing endeavours, such as the development of transparent systems for user rights and access to land in developing countries; (c) domesticated genetic diversity; (d) sustainable use of water and fishing; (e) collaboration between sectors and different parties, including the private sector; and (f) trade, ensuring that the

²⁹ https://www.government.se/49a184/contentassets/43972c7f81c34d51a82e6a7502860895/skr-60-engelsk-version_web.pdf

³⁰ https://www.government.se/4ab8e7/contentassets/338057ee724641cda2e54840688d3e21/pgu_skrivelse_engelska_slutgiltig_181011_nyttomslag-002.pdf

interests of developing countries are taken into account in various international trade negotiations, not least within the World Trade Organisation.

4.3.2 Bilateral development cooperation country strategies

The analysis indicates that agriculture, food security, smallholder farmers and rural development were mentioned explicitly as part of the main goals and target areas in the bilateral country strategies from around 2005, whereas in more recent strategies agriculture has been moved down to sub-goals or become part of sub-goals.

However, many of the strategies studied, such as those for Nicaragua, Zambia, Burkina Faso and Uganda, still give agriculture and rural development a high priority directly or indirectly as one of the main sub-goals, and in the case of Zambia “agriculture and rural development” is the second largest budget item after health. The strategies of Burkina Faso, Bolivia and Uganda from 2018 onwards increasingly formulate objectives as environmental, climate change-related and resilience support, where there appears to be room to target agricultural interventions through support to livelihoods, sustainable use of resources and climate change mitigation. A more detailed list of country strategies is provided in appendix 1, table A3.

4.3.3 Sida's annual reports and bilateral country strategy reports

Sida's annual reports focus on the fulfilment of Swedish development goals in the above policies. There is relatively little reporting on Sida's aid to agriculture, forestry and fisheries during the period, but it does appear in its annual reports, such as a report on Programme in Bolivia in the Sida annual report for 2013, and in the Sida annual reports for 2017 and 2018. In the latter, there is a relatively large section on sustainable agriculture, forestry and land tenure as part of the sustainable use of natural resources.

Agriculture, forestry and fisheries appear to different extents in the country strategy reports. Based on the reports on Uganda, Tanzania, Zambia and Kenya, agriculture, forestry and fisheries are reported on in relation to their priority degree in strategies. For instance, in the country strategy report on Kenya, 2016–2020, activities in relation to Increased productivity, sustainability and degree of value addition in small-scale agriculture (3.1) are reported under Strategy goal 3: Improved opportunities and tools for poor people to be able to improve their living conditions. These country strategy reports do not include any specific indicators of success, such as on agricultural productivity or returns to farming.

Many of our key informants, at Sida and other organisations, argued that food security, and support for agriculture and smallholders are not currently sufficiently recognized or visible in Swedish development assistance policies. The rationale behind their reasoning is that development aid policies and the way they are implemented do not fully reflect the fact that a majority of the poor in Swedish aid target countries live in rural areas and are dependent on agriculture for their livelihoods, and that agriculture, forestry and fisheries are central to many of the SDGs.

Our impression, based on the perceptions in the key informant interviews, is that support for agriculture and food security has become relatively less visible in Swedish development cooperation compared to the situation in the 1980s and 1990s. Many of the respondents, however, felt that much is being done on agriculture and food security within and under many of the priority areas for Swedish development aid. Nonetheless, as some of the informants pointed out, this is only recognised and reported on to a limited degree in strategy reports or Sida's annual reports, with the result that agriculture, food security, nutrition and rural development are less visible in relation to other development areas.

There is also the question of how bilateral partner country strategies are interpreted and translated into activities on the ground, where the competence profiles of Sida staff can make a difference. One example of this was raised by one of our informants, in relation to biodiversity protection and agriculture. Here, Sida staff with expertise in biodiversity, indigenous people empowerment, and

environment and natural resource management may have limited understanding of how agriculture can support biodiversity protection if agroecology and ecologically sustainable farming practices are applied. The issue here is that indigenous people and small-scale farmers are often the same people, but support to small-scale farmers and indigenous people, and biodiversity protection fall under different Sida departments or are handled by different staff with limited communication between them.

Some of the key informants highlighted a gap between situation analysis and the resulting country strategy goals for Sida partner countries. In many of the country strategies, particularly those for countries in sub-Saharan Africa, there is often an extensive description in the country situation analysis of the problems revolving around inadequate food production, smallholder poverty and food insecurity. The argument was made that such problems are reflected or addressed only to a limited degree in the final strategy goals, which are not or seldom targeted to resolve food production problems or famine. In the country strategies we studied (see appendix 1, table A3) we found this to be true in some cases but not in others. In Zambia and Burkina Faso, for example, food production, food insecurity and smallholder challenges are central aspects of the country strategies.

4.4 Aid to agriculture reported under other aid categories

This section responds to research question 4: *To what extent is aid to agriculture integrated into and reported under other aid categories (e.g., economic development, climate mitigation) and has there been any change over time between 2005 and 2020?* The results are based on a review of Swedish aid as reported in the OECD-DAC database and on our semi-structured interviews with key informants.

4.4.1 Interventions in agriculture

In the descriptions of the 104,861 Swedish development interventions in the period 2006–2019, “agri” and “jordbr” (trans.) are found in 1,705 of them. After removing 257 interventions that were either not relevant to or targeted at agriculture, such as interventions on education, health, water and energy, 1,448 interventions remained. Of these, 430 are classified as agricultural interventions according to OECD-DAC codes.³¹ The remaining 1,018 interventions are classified as other types of support, such as multisectoral,³² democratic governance and human rights,³³ private sector,³⁴ environment,³⁵ energy,³⁶. We found these 1,018 interventions to be projects and interventions with agriculture as an important component of their project descriptions, and which to a significant (albeit varying) extent are directed at agricultural development although they are not explicitly labelled as agricultural interventions. These interventions give a rough and approximative indication of the degree of “underreporting of agriculture” at Sida, and such interventions constitute almost 60 percent of total interventions that have received support during the study period. This also indicates a lack of visibility of agriculture-related interventions at Sida as a majority that do support agricultural development to some extents are not labelled to agriculture.

Figure 9 shows how the interventions labelled as agriculture relate to those that contain agriculture in their project description but are coded under other sector categories. This is expressed as the relative share for each sector compared to the total funds for all relevant interventions which have agriculture as part of their description. The figure illustrates that there is an underreporting of agriculture-related

³¹ With the OECD-DAC code 311-Agriculture.

³² With the OECD-DAC code 430, Other Multisector.

³³ With the OECD-DAC code 151 Government & Civil Society-general and 160 Other Social Infrastructure & Services.

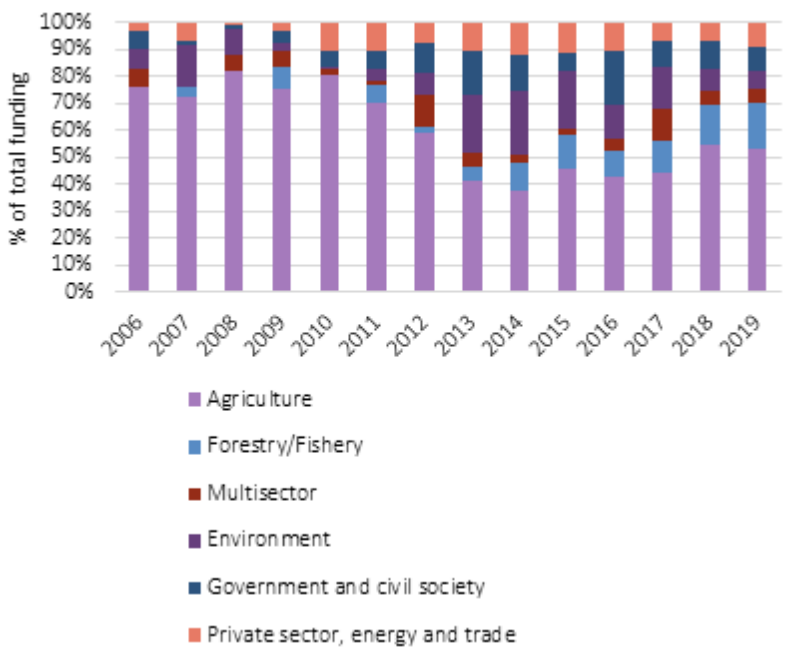
³⁴ With the OECD-DAC code 250 Business & Other Services.

³⁵ With the OECD-DAC 410, General Environment Protection.

³⁶ With the OECD-DAC 230, Energy.

activities, which changes over time. Interventions coded as agriculture (code 311-Agriculture) between 2006 and 2011 constitute about 70 percent of all the funds for the selected interventions that have the word agriculture in their description when logged in the OECD-DAC system. From 2012, this falls to roughly 50 percent. Interventions reported under forestry and fisheries sector codes increase throughout the period and vary between 5 to 15 percent of total intervention funds.

Figure 9: Agriculture-related interventions by thematic sector, 2006–2019, share of funding

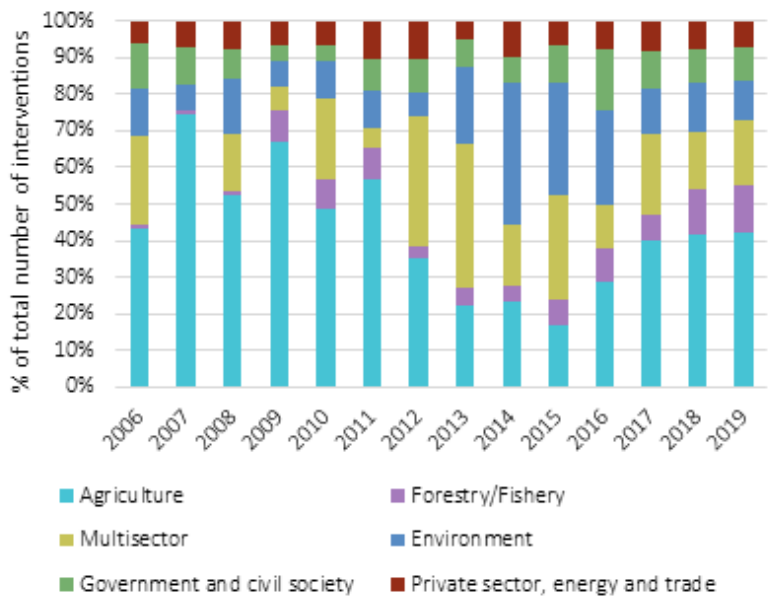


Note: Shares of total funding, percentages.

As figure 9 shows, agriculture-related projects reported under sector codes such as multisectoral, environment, democratic governance and human rights received equivalents between 5 and 25 percent of the funding for all agriculture interventions during the period.

Figure 10 represents the same data as a percentage of the total number of interventions which have agriculture in their description. The pattern is similar to that in figure 9, but the number of interventions labelled as agriculture vary between as little as 20 and up to 70 percent of total projects mentioning agriculture during the period, with an average of around 40 percent. Interventions reported under forestry and fishing sector codes increase throughout the period and vary between 5 and 15 percent. Agriculture-related projects reported under sector codes such as multisectoral, environment, democratic governance and human rights vary between 5 and 35 percent throughout the period.

Figure 10: Agriculture-related interventions by thematic sector, 2006–2019, share of interventions.



4.4.2 Calculating the “hidden” support to agriculture

The two sets of data presented in figures 9 and 10 were combined to calculate an average of the interventions coded as agriculture, forestry and fisheries throughout the period both as a percentage of total funds and a number of interventions with agriculture in their description. This gave a weighted average of 50 percent of all activities from 2006 to 2019 with agriculture in their description being coded as agriculture, forestry and fisheries.³⁷ The other 50 percent were given other sector codes such as multisectoral, environment, democratic governance and human rights. This analysis indicates that substantial support to agriculture is provided under other thematic areas, and that support to agriculture, and food security is underreported.

As demonstrated above, and as officially reported in Open Aid and Sida briefings, aid to agriculture, forestry and fisheries constitutes 2.5 to 3 percent of total Swedish ODA and about 5 percent of total Sida support. If we extrapolate from the results of our analysis, where roughly 50 percent of projects support aid to agriculture (including forestry and fisheries) but are not coded as agricultural sector support, the actual Swedish support to agriculture, forestry and fisheries could amount to roughly double, that is, possibly up to 5 to 6 percent and 8 to 10 percent of total Swedish ODA and Sida support, respectively.

However, given the approximations and uncertainties of the methodology, it is safer to conclude that actual Swedish support to agriculture, forestry and fisheries is underreported and well above 3 percent. The quantitative data above is supported by a majority of the key informants who agreed that much of the aid to agriculture is provided under and labelled as other categories of support.

³⁷ With official OECD/DAC sector codes 311, 312, 313.

4.5 Swedish aid to agriculture in international comparison

This section responds to research question 5: *How do Swedish trends in aid to agriculture compare with trends in international aid to agriculture?* The results are based on mapping Swedish and international aid to agriculture as reported in the OECD-DAC database to identify trends in the period 2005–2020, on a review of a selection of other countries' bilateral country development strategies and policies, and on the semi-structured interviews with key informants.

4.5.1 Comparing agricultural support budgets

Table 3 lists the largest country donors of development in the period 2006 to 2019 and shows the part of their aid budgets classified in the OECD-DAC database as aid to agriculture, including forestry and fisheries. It should be noted that even if countries are following the same OECD-DAC reporting criteria, there might be significant differences in the data depending on, for example, each country's classification and reporting routines. Thus, while result from comparing budgets dedicated to agricultural support should be taken with great care, the data indicate some interesting patterns.

Table 3: Donors listed by percentage of total aid budget dedicated to agriculture

Donors	Aid to agriculture, share of total aid 2006–2019 (%)	Total aid to agric. 2006–2019 (Billion SEK)	Aid to agric./donor capita 2006–2019 (KSEK)
Gates Found	13.2	35.04	
Finland	7.3	6.08	1.15
Canada	6.3	22.96	0.67
Belgium	6.2	12	1.09
Denmark	5.5	11.76	2.1
Spain	5.2	13.36	0.30
Japan	5.2	84.24	0.66
Switzerland	4.6	12.08	1.57
Australia	4.4	15.36	0.68
EU (excl. EIB)	4.2	89.6	
Netherlands	4.1	20.56	1.23
France	3.9	42	0.67
USA	3.8	140.4	0.45
Norway	3.4	12.16	2.48
<i>Sweden</i>	3.1	11.92	1.25
UK	3.0	34.64	0.54
Germany	3.0	53.76	0.65
Italy	2.7	5.76	0.1
Korea	1.8	12.88	0.26
Austria	1.6	1.76	0.2

According to classifications in the OECD-DAC data, the Bill & Melinda Gates Foundation tops the list, distributing 13.2 percent of its total aid to agriculture. Sweden is number 15 on the list.

Finland, Canada and Belgium give roughly double the percentage of their total aid as aid to agriculture compared with Sweden. Countries such as the United Kingdom, Germany and Italy give roughly the same percentage of support in relation to their aid budget as Sweden. The EU and its institutions, as a very large donor, gives some 4.2 percent of its total aid as aid to agriculture.

Table 4 compares Swedish aid to agriculture, forestry and fisheries in some key Swedish partner countries in sub-Saharan Africa with the support provided by other donor countries from 2002 to 2019. According to the Paris, Accra and Busan agreements on aid effectiveness and effective development cooperation, donors' actions should be harmonised, transparent and collectively effective. There is thus an intention by donors not to duplicate support interventions and, to some degree, have a dialogue with other donor countries to divide and harmonise support between recipient countries and different sectors in these countries.

Table 4: Swedish aid to agriculture, forestry and fisheries to select sub-Saharan countries in comparison

Donor support to agriculture, forestry and fishing to selected African countries, Total support in MUSD during 2002–2019								
From /To	Uganda	Tanzania	Kenya	Ethiopia	DRC	Burkina Faso	Total SSA support to agric	Agric support share of total (%)
<i>Sweden</i>	11	20	142	49	22	56	609	4.3
Denmark	168	40	51	38	-	131	714	7.5
EU	177	-	230	-	145	83	4580	6.0
Norway	41	66	-	110	-	-	984	7.3
Finland	-	67	51	29	-	-	296	8.8
Germany	-	-	180	250	-	170	2100	5.0
UK	67	145	36	115	38	-	1271	2.4
Belgium	37	55	-	-	211	62	1201	9.8
Netherlands	117	-	58	216	-	-	1 198	6.5
United States	450	340	420	440	-	202	6180	4.0
Japan	-	161	202	133	-	14	2067	7.2

As can be seen from table 4, there are large differences between donor countries' aid levels provided to the countries in the table.

The question arises whether the low degree of Swedish aid to agriculture to countries such as Tanzania and Uganda is matched by higher levels of aid to agriculture from other donor countries? In the case of Uganda, there is indeed a high level of aid to agriculture from the EU, Denmark, the Netherlands and the United States. In the case of Tanzania, the United Kingdom, Norway, Finland, Japan and the United States provide a far higher level of aid to agriculture than Sweden. In the case of Ethiopia, Norway, Germany, the Netherlands and the United States give a far higher level of aid to agriculture than Sweden. Conversely, in the case of Kenya, where Sweden gives a high level of aid to agriculture, the situation is less clear and many other donors also provide significant agricultural support. In Burkina Faso, Sweden, Denmark, Germany, the EU, Belgium and the United States are the main donors of aid to agriculture.

Neither the reasons for these differences, nor to what extent these differences in aid to agriculture between countries are part of deliberate agreements or donor country dialogues in line with the Paris, Accra and Busan agreements, have been possible to establish in this study. However, the relatively small size of aid to agriculture from Sweden to countries such as Tanzania and Uganda might be a result of the level of aid to agriculture given by other donor countries.

4.5.2 Comparing Swedish aid to agriculture composition internationally

Table 5 provides an analysis of how the composition of Swedish aid to agriculture differs from the total of international donors' aid to agriculture. Information is provided for each subsector assigned by OECD-DAC codes (for more details on the subsectors see appendix 1, table A4) for areas agriculture, forestry and fisheries. The amounts and shares are calculated as a total for the period 2005 to 2019. This

gives a rough indication of how Swedish aid to agriculture has focused on agricultural areas in relation to the average shares of international aid to these subsectors.

Swedish support classified as agricultural development is about 50 percent higher than the international share. Aid to agricultural research, agricultural extension and livestock/veterinary services is more than twice the international share. However, food crop production, agricultural services, livestock, industrial crops/export crops, agricultural inputs, plant and post-harvest protection and pest control receive very little Swedish support compared to the international share.

Forestry, in particular forestry policy, administrative management and forestry research, receives twice the international share. In the area of fisheries, Swedish aid is at the same level as the international share, where fisheries policy and administrative management and fisheries research receive more and fisheries development less support than the international share.

In those countries which give more aid than Sweden to agriculture, forestry and fisheries as part of their total ODA budget, there are some interesting differences in their allocation of support compared to the Swedish allocation (see table 5). In the case of Finland, for example, it is interesting to note that almost 60 percent of all Finnish support in the area of agriculture, forestry and fisheries is dedicated to forestry. Canada, Belgium, Denmark and the Netherlands support food crop production to a far greater extent (5 to 10 times higher) than Sweden.

Table 5: Comparing types of support to agriculture, forestry and fisheries by Sweden against all donors combined, 2005–2020

All types of support to agriculture, forestry and fisheries, all donors combined per sector code, 2005–2020			All types of Swedish support to agriculture, forestry and fisheries per sector code, 2005–2020		
Subsector	USD	Share of total (%)	USD	Share of total (%)	SWE share compared to total donor share (%)
Agriculture	114.96bn	86.80	1,20bn	80.3	93
Agricultural development	27.9 bn	21	481 mn	32.2	153
Agricultural policy and administrative management	19.7 bn	14.90	172 mn	11.6	78
Agricultural water resources	16.9 bn	12.8	30.6 mn	2.1	16
Agricultural research	9.99 bn	7.5	240 mn	16.1	215
Agricultural land resources	5.92 bn	4.5	58.4 mn	3.9	87
Food crop production	5.80 bn	4.4	12.3 mn	0.8	19
Agricultural services	4.44 bn	3.3	7.17 mn	0.5	15
Agricultural financial services	4.15 bn	3.1	26.0 mn	1.7	55
Agricultural alternative development	3.47 bn	2.6	2.44 mn	0.2	6
Livestock	3.16 bn	2.4	1.59 mn	0.1	5
Industrial crops/export crops	2.81 bn	2.1	1.59 mn	0.1	5

All types of support to agriculture, forestry and fisheries, all donors combined per sector code, 2005–2020			All types of Swedish support to agriculture, forestry and fisheries per sector code, 2005–2020		
Subsector	USD	Share of total (%)	USD	Share of total (%)	SWE share compared to total donor share (%)
Agricultural inputs	2.07 bn	1.6	0.64 mn	0	0
Agricultural extension	2.06 bn	1.6	88.8 mn	6	375
Agricultural education/training	1.80 bn	1.4	11.2 mn	0.8	54
Agricultural co-operatives	1.62 bn	1.2	13.0 mn	0.9	73
Livestock/veterinary services	1.24 bn	0.9	35.3 mn	2.4	255
Plant and post-harvest protection pest control	0.80 bn	0.6	0	0	0
Agrarian reform	0.46 bn	0.4	15.5 mn	1	286
Forestry	11.7 bn	8.8	229 mn	15.4	175
Forestry development	5.71 bn	4.3	92.0 mn	6.2	144
Forestry policy and administrative management	5.40 bn	4.1	124 mn	8.3	202
Forestry research	0.19 bn	0.1	3.85 mn	0.3	186
Fuelwood/charcoal	0.13 bn	0.10	0.01 mn	0.	1
Fishing	5.76 bn	4.30	63.7 mn	4.30	100
Fishery development	2.77 bn	2.1	22.0 mn	1.50	71

All types of support to agriculture, forestry and fisheries, all donors combined per sector code, 2005–2020			All types of Swedish support to agriculture, forestry and fisheries per sector code, 2005–2020		
Subsector	USD	Share of total (%)	USD	Share of total (%)	SWE share compared to total donor share (%)
Fishing policy and administrative management	1.99 bn	1.5	38.1 mn	2.6	173
Fishery research	0.17 bn	0.13	3.62 mn	0.2	

Note: The Swedish share compared to international share (column 5) is calculated by dividing values in columns 4 with column 2. Source: OECD-DAC CRS data.

5 Discussion

5.1 Swedish agricultural aid flows

The share of Swedish aid to agriculture on average remained relatively stable from 2005 to 2020. In terms of geographical focus, Swedish aid to agriculture appears to follow the same general trend as Swedish development aid. There has been an increased focus on supporting countries in sub-Saharan Africa, as well as an increase in support to Afghanistan. This is logical, given that the battle against food insecurity and rural poverty has been intense in those regions. Looking at disaggregated aid to agriculture, forestry, fisheries and rural development in 2005–2020, aid to agriculture is the largest of the four categories throughout, and slightly increased as a proportion of total Swedish ODA during the period. However, as is further discussed below, the character of Swedish aid to agriculture and the visibility of agriculture as a component of Swedish development aid has changed over time. Aid to forestry has increased somewhat, whereas aid to fisheries has remained low in relation to agriculture and forestry.

The Swedish level of aid should also be seen in the context of the 2014 Malabo Declaration, in which African signatories committed to allocate at least 10 percent of government expenditure to agriculture (RESAKSS, 2014). There has been a noticeable upward shift in expenditure on agriculture by many, but far from all, African governments. According to the African Union (AU), public spending on the agricultural sector between 2015 and 2017 ranged from 1 percent to 18 percent of total public expenditure, and 10 countries allocated more than the 10 percent Malabo target (African Union, 2018). Some of the key informants reflected that Swedish aid to agricultural development should better match the Malabo Declaration target than it currently does. In this context, it is also interesting to note that many Swedish CSOs direct between

25 and 45 percent of their total budgets to agriculture and forestry. This indicates that these CSOs give a higher priority to aid to agriculture than the Swedish development authorities, including Sida and the MFA.

As described above, there is an interesting contrast between various partner countries when looking at aid to agriculture in relation to total Swedish aid and in relation to the relative size and importance of agricultural sectors in these countries. These differences cannot easily be explained. The differences could be partly explained by changing political or socio-economic contexts in Tanzania, Uganda, Ethiopia, the DRC and Afghanistan, including factors such as increasingly authoritarian regimes, poor human rights records or ongoing conflicts in these countries that may have affected and influenced aid flows from Sweden. However, Swedish bilateral country strategies for Kenya, Zambia, Burkina Faso, on the one hand, and Tanzania and Uganda, on the other, have similar structures, where agriculture is given roughly the same level of importance. Thus, a difference in bilateral country strategies does not explain the large difference in aid to agriculture between countries.

A large part of the decision-making with regard to implementing country strategies, and deciding on what type of aid is given, relies on Swedish embassies in partner countries.³⁸ The difference could therefore, at least partly, be explained by differences in staffing and organisation between the different embassies in partner countries. We have not been able to study how staff competence profiles in embassies influence how country strategies are implemented and translated into concrete action. However, there are strong indications that staff competences at embassies in Mali and Burkina Faso made a difference in securing additional funds to smallholders in 2017 and 2018, following a prolonged drought in the region. This was done through additional Sida funds (180 MSEK) channelled

³⁸ Decision making is generally fully decentralised to the embassies, but interventions beyond 80 MSEK have to be processed and co-signed by Sida head office in Stockholm.

through the FAO for specific and targeted support, including cash support, support for livestock survival, seeds for the farmers, to smallholder and rural communities (see section 4.1.4 and figure 7).

We recognise, however, that translating country strategies into activities and programmes, and partner collaborations is a complex process dependent on many factors. These include country context, the availability of potential partners, the global development agenda, the history of support in particular countries, other donors' agendas including the degree of alignment and coordination between donors as well as the competence profiles of Swedish embassy staff. Thus, while individual staff in the field have a limited influence on the formulation of strategy goals and the content of strategies, their own competence profiles may, at least to some degree, influence how the country strategies are interpreted and translated into action. As a consequence, a lack of staff with agricultural backgrounds or expertise in Swedish embassies in partner countries could result in fewer activities targeting agriculture, possibly limiting such aid to agriculture to support other thematic areas in reaching Swedish development targets such as climate adaptation, biodiversity protection and gender equality. We have not been able to analyse such differences in competence profiles and this is just one potential explanation for the differences between countries.

The difference in aid to agriculture from Sweden to different countries could partly also be explained by other donors' aid flows. Sweden providing relatively little aid to Tanzania and Uganda could be a result of other donors providing much larger aid to agriculture support to these countries, as shown in table 4 (section 4.5.1). However, this mapping study has not been able to clearly establish if this is the reason for variances in aid to agriculture. To investigate this in more detail, analysis of decisions-making, deliberations and political strategies on aid to agricultural as component of Swedish aid over time would have been needed. Such an investigation was beyond the scope of this study.

In terms of support to multilateral organisations such as the FAO, the WFP, IFAD and CGIAR, Sweden maintained its high level of support throughout the study period. This should be seen in the context of Sida³⁹ focusing on fewer partners and larger funding interventions, such as providing substantial core support to organisations rather than support for specific projects. There was a significant increase in support, in both nominal and relative terms for the overall aid budgets of the FAO and the WFP from 2016 onwards. This was probably a response to the turning point at which global hunger and malnutrition once again increased because of escalating droughts, conflicts and, most recently, the Covid-19 pandemic. The decrease in relative terms and against total aid support to CGIAR in 2016 could be explained by a general decrease in funding to CGAIR by most donors.

Sweden also allocates a significant amount of funding through EU institutions. This could potentially influence the amount and distribution of Swedish aid to agriculture, which is not visible in the findings of this study. It would be both interesting and useful to analyse the extent to which Swedish aid policy has influenced, been influenced by, or integrated into EU aid policy on agriculture. This analysis was not done, as we could not find a functional methodology to analyse this in a meaningful way within the scope of this mapping study. Future studies should investigate this further.

5.2 Trends in types of agricultural aid

Global and Swedish development aid contexts are constantly changing, as are the conditions for Swedish aid to agriculture, forestry and fisheries, and rural development. Overall, there has been a shift in Swedish aid to agriculture from production-oriented support, which dominated in the 1970s and 1980s, preceding our study period of 2005 to 2020, to viewing aid to agriculture in terms

³⁹ Sida has been instructed in government policies and appropriation letters to concentrate on fewer partners and longer interventions and support efforts.

of food systems; that is, production, markets, value chains, farm credits and consumption. Agricultural development today is a broad field that includes concepts such as sustainability, resilience, gender equality, as well as social and economic structures, and other environmental aspects of agriculture. For instance, support for the social protection of rural communities has become an increasingly important part of Swedish aid. These aspects arguably did not gain as much attention in the past, when agricultural support was more production oriented in order to increase agricultural yields in the Global South.

As many of our key informants also pointed out, Swedish aid to agriculture may well be more responsive to local conditions and needs today than it was some 25 to 30 years ago, ultimately benefitting smallholder farmers and providing a more holistic approach to agricultural development. However, questions can be raised about whether the pendulum has swung too far?. The argument being that the crop productivity remains low in many of Sweden's main partner countries and agricultural land expansion in response to increased demand for food production due to increasing population growth, urbanisation and demand for livestock products (FAO, 2020), is a growing concern which might jeopardize important development goals on the sustainable use of natural resources, biodiversity protection, and so on.

While there was a broad agreement among key informants that massive efforts are needed to support food security and sustainable agricultural intensification in the Global South, there is less agreement on how this should be achieved. In the case of Sida, there are no specific guidelines or policies on what type of agricultural support should be promoted. This was also reflected in our interviews, where our key informants at Sida had divergent views on the type of agricultural assistance that is most important for Swedish development efforts. Aid to agriculture could be used as a means of supporting other key development areas in Swedish partner countries. However, this integration is not straightforward. An

anchored theoretical and practical framework around such integration was argued for by the informants working at Sida and also among those implementing projects with Sida funds.

The integration of aid to agriculture into other thematic areas would require broad competences and inter- and transdisciplinary skills. Finding such skills could be challenging since the knowledge base within the organisations implementing Swedish aid to agriculture is experienced to have decreased over time, and in the case of Sida is more dispersed over different departments within the organisation. Thus, such broad thematic agricultural competence may have to come from outside Swedish development aid providers, such as from development partners in and outside of partner countries. In this context, Sida's Help Desk on Environment and Climate was considered by many key informants at Sida to be a great knowledge asset. Other agricultural networks such as the Swedish International Agricultural Network Initiative could also have a role to play in this regard.

Given the complexity of agriculture and its role in supporting development in many of the key development areas that are a priority for Swedish development, an active, vibrant and functional agricultural network within and outside of Sida that can contribute to knowledge exchange by key actors in Swedish development aid organisations can be an important resource to ensure that Swedish aid to agriculture fully contributes to Swedish development goals. However, the current Agriculture Network at Sida does not seem to be fully functional in this regard. Some of the key informants with insights into this network, suggests that it may need to be strengthened and better organised to function as a knowledge-exchange platform, at least for some of the Sida employees and affiliated actors.

Moreover, the work of Sida programme managers has, to a large extent, changed from working in the field directly with projects and programmes, to finding and monitoring the selected partners implementing programmes in partner countries. Many of our key

informants therefore stressed the importance of having active thematic dialogues with implementing partners, and that appropriate competence and knowledge for working with agricultural development in a holistic way also resides in the partner organisations working in the field.

5.3 Agriculture in Swedish aid policies

Agriculture, and food security were not priorities for Swedish development aid and Swedish development policies during the study period. This should be seen in a context where Sweden has tried to harmonise its support with other donors and find niches where Swedish development assistance can have a positive additive effect in line with the Paris, Accra and Busan agreements. Development core values such as gender equality, democracy and environmental sustainability have been given greater attention in Swedish aid.

As established in literature (e.g. Beegle et al., 2017; FAO, 2020) and as pointed out by a majority of the key informants, agricultural development is one of the most powerful and central tools for ending extreme poverty, supporting sustainable development and consequently also contributing to Swedish and global development goals. Swedish aid is concentrated in countries with economies dominated by agriculture and where the majority of the households rely on agriculture as a foundation for their livelihoods. With this as a background, many of the informants regarded agriculture as a central component of development aid. While there was an apparent perception that agriculture, forestry, fisheries and rural development are not sufficiently recognized in current Swedish development aid, most key informants argued that agriculture is nonetheless part of the Swedish development aid agenda in practical terms. It is a well-recognized component in many of the Swedish development focus areas, for example, aid to help the rural poor is also focused on gender equality as many farmers in partner countries are women. Therefore, clearer guidance and more concrete directives from the

government on how Swedish aid to agriculture should be implemented, and how Sida should work with agriculture and food security, would be helpful.

At the same time, Swedish development policies, with their broad framing, leave room for implementing actors to manoeuvre and craft aid targeted to country needs, including support to agricultural interventions. However, this, in turn, requires that implementing agencies show an interest in agriculture and agricultural development. To some degree they must have, or have access to, expertise in the field of agriculture. Thus, that the concept of agriculture is not given an explicit role in policies and strategies can be both favourable and disadvantageous for the distribution of aid to agriculture and development assistance.

Arguments were also made by many key informants that the climate crisis, and the increasing number of droughts and famines, increase the attention on the need for sustainable agriculture and food systems, and the need to strengthen and make these areas more visible in Swedish aid policies. Similarly, aid to agriculture, forestry and fisheries play a central role in protecting the environment, including biodiversity, adapting to climate change and supporting gender equality, all of which are central goals of Swedish development aid. Since the role of agriculture, forestry and fisheries can contribute both positively and negatively in this context, depending on how they are carried out, knowledge-driven development assistance will be crucial.

5.4 Aid to agriculture reported under other aid categories

Closely connected to the framing of agriculture in Swedish development policies is the reporting of activities within agriculture, forestry and fisheries in Sida's annual and country strategy reports. We found that there is extensive support to agriculture within

projects and programmes that is not currently identified as agricultural sector projects. This means that aid to agriculture, food security and smallholder farming is underreported. The support to agriculture, forestry and fisheries officially reported in Openaid and Sida briefings is about 2.5 to 3 percent of total Swedish ODA support. However, if those projects and programmes providing aid to agriculture forestry and fisheries that now are categorised under other sectors are included, support to these areas would be roughly twice as much, at some 5 to 6 percent of total Swedish ODA support.

This analysis complements and corroborates a study by Sida's Helpdesk for Environment and Climate Change commissioned by Sida to review the portfolios of Tanzania, Zambia, Bangladesh, Bolivia, Guatemala and Colombia to assess whether Sida provides support to agriculture in projects/programs not currently tagged as agricultural sector⁴⁰. The desk study concluded that nearly 8 percent of the 262 projects included in the assessment support agricultural activities even though they are categorized in other sectors.

There are no specific reporting criteria for agriculture, forestry and fisheries in the Sida reporting framework. This results in that agriculture interventions and activities are reported under other OECD-DAC headings such as environment, democratic participation and civil society, and "other multi-sector" activities. Our analysis also indicates an increasing trend for underreporting throughout the study period. One possibility might therefore be to include, for example in Sida annual reports or in bilateral country strategy reports, tools or markers connected to agricultural development and food security. This would increase the visibility of aid to agriculture and how it is integrated and reported under other development headings.

⁴⁰ The Sida Helpdesk received excel files from Sida listing all of the projects operating in 2018 and supported by Sida in six countries: Tanzania, Zambia, Bangladesh, Colombia, Bolivia and Guatemala. The Helpdesk was assigned to focus on projects currently tagged as in the following sectors: (i) Financial sector/Business and other services; (ii) Environmental protection/Climate change; (iii) Government and civil society; and (iv) Multi-sector support, as there was a sense these might contain components related fully or partly to agriculture.

The question thus arises: what effect does this underreporting of agricultural activities have on Swedish development aid in general and Swedish agricultural assistance in particular? Agriculture and aid to agriculture can be perceived as less important when advances in this area are reported under other thematic headings and not acknowledged as relevant to goals such as poverty reduction, gender equality and climate change adaptation. Thus, the invisibility of aid to agriculture in Sida reporting could contribute to a “downward spiral”, with fewer financial and staff resources allocated to achieving development goals related to agriculture as these are not visible as results and, thus, do not seem to require additional resources in terms of staffing. This could result in even fewer resources being directed to agriculture in relation to the relative weight of aid to agriculture in the total Swedish aid portfolio, which, in turn, could have a negative impact on the quality of the assistance provided. This is also something that was mentioned by a few key informants in the interviews conducted for this study.

With inadequate staffing, particularly at Sida, and too few staff members with agricultural backgrounds and expertise, it could be challenging to design, develop and target aid to agriculture that supports Swedish development goals effectively. Therefore, a reporting framework that, to a greater degree than today, gives room for a more visible reporting of activities within agriculture, forestry and fisheries sectors could help to strengthen and better reflect the role of these areas and their importance to Swedish development goals and development aid. However, our results cannot provide any insight into the result of such developments on the effectiveness and success of Swedish aid to agriculture. To be able to analyse such patterns, Swedish aid to agriculture, both explicitly labelled and aid under other sectors, must be studied and monitored over time in terms of end achievements and outreach, and such analysis falls outside the scope of this study.

An alternative interpretation is that increased labelling of support to agriculture within projects/programmes not currently tagged as agricultural sector project is a sign of integration and a holistic approach to agricultural development. This would be a sign of modern, holistic and integrated development assistance, and the relevant question would instead be how to do this integration in a knowledge-based manner that ensures adequate links and access to relevant expertise. In this context, many of our key informants also stated that Sweden is better than ever at providing aid in an integrated and sustainable way.

5.5 Swedish agricultural aid in an international context

According to how aid is reported in the OECD-DAC database, Sweden devotes significantly less of its total aid to agriculture, forestry and fisheries compared to other major aid donor countries. This might be different if activities involving agriculture but not labelled as agricultural support were also included in the assessment, as we did find indications that aid to agriculture is underreported in Sweden. Comparisons between countries should be taken with care since countries, even though they report according to the same OECD-DAC reporting criteria, may report their aid to agriculture in different ways. While it was outside of the scope to further analyse how each country has been classifying and reporting their own aid to agriculture in the OECD-DAC database, it is plausible that other donor countries and organisations might also underreport aid to agriculture, and thus Sweden would still be a donor that gives less support to agriculture, forestry fisheries compared to the average level of support provided by the major aid donors.

This study does not identify the reasons for Sweden's relatively low level of aid to agriculture in relation to other countries. A brief assessment of the policies and strategies of countries that give a higher portion of their total ODA to agriculture, forestry and

fisheries than Sweden indicates that country context and resulting aid policies are important. In countries where agriculture, forestry and fisheries have an economically and politically high status, higher prioritisation of such sectors in their ODA might be expected. In Finland, for example, the forestry sector is highly prioritised, politically, economically and culturally. Accordingly, forestry⁴¹ has a high priority in Finnish development policies and support to forestry is also a significant part of the Finnish development budget (Ministry for Foreign Affairs of Finland, 2021). In the case of Belgium, which gives twice as much aid to agriculture than Sweden as a percentage of its total ODA, Belgium's development cooperation policy currently has agriculture and food security as one of its 12 thematic and sectoral priorities (OECD iLibrary, Belgium's policy vision and framework).

There were some interesting findings when comparing the content of Swedish aid to agriculture with the content of other countries' agricultural aid in the same period. First, Swedish aid classified as agricultural development is roughly 50 percent higher than the international average. This aid, however, is broadly categorized and to a large extent provided as support to improve access to agricultural markets, enhance gender equality and support systems around agricultural production. This categorization may differ between donor countries. Thus, if categorized in the same way for all countries, the relative share of aid to agricultural development might be more similar.

Second, Swedish aid to agricultural research is relatively high compared to other countries and remained so throughout the study period. This is to a large extent due to the support provided to the CGIAR system, where Sweden remained a large donor throughout the period even though support has been declining since 2016. Third, aid to extension systems and services, an area of crucial

⁴¹ In the Finnish aid policy framework, forests and biodiversity, and food and nutrition security are key priorities in Priority Area 4: Climate and natural resources.

importance to smallholder productivity and sustainability, has received a relatively high proportion of Swedish support in relation to the global average, but has received less support in recent years. Fourth, Swedish support to livestock health and veterinary services, also high in relation to a global average, has historically been a strong Swedish scientific discipline, which is consequently reflected in Swedish agricultural development assistance. Fifth, Sweden provides a relatively low level of support to areas such as food crop production, agricultural water resources, industrial crops/export crops, agricultural inputs, plant pest control and post-harvest protection compared to the global average. This is also a reflection of the limited Swedish development support provided to agronomy and agricultural productivity throughout the study period. Given the very low crop productivity and rapidly increasing demand for food in Swedish partner countries, the question might be asked whether the low level of Swedish support to increased crop and livestock productivity is limiting the ability of Swedish aid to agriculture to fully support Swedish development goals.

In this context, the question arises whether Swedish aid to agriculture is to some extent tailored to areas where Sweden has a solid competence base. This could be true in the case of Swedish support to livestock/veterinary services, which is twice the international average and where Sweden has a broad science and knowledge base. It could also be the case that Swedish indirect support to the agricultural sector through support for gender equality, climate adaptation, biodiversity protection and market development also reflects a vibrant and solid Swedish competence base.

6 Conclusions, questions, and future research

Agricultural development is one of the most powerful tools for ending extreme poverty, boosting shared prosperity and feeding a projected 9.7 billion people by 2050. In this context, smallholder farmers, who provide some 80 percent of all the food consumed in regions such as sub-Saharan Africa (AGRA, 2019), are crucial to ensuring that SDG 1 and SDG 2 are achieved. However, the challenges are increasing, not least due to a likely escalation of climate change, and subsequent conflicts over land, water and bio-based resources. The challenges of humanitarian crises, food insecurity, and biodiversity and ecosystem degradation will, thus, continue and probably increasingly afflict many countries with which Sida has bilateral development cooperation. The strategic role that agriculture and smallholder farmers can play in increasing food security, alleviating poverty, improving rural livelihoods and supporting climate change adaptation, biodiversity protection and ecosystem functions, however, is being increasingly recognised by governments in the Global South (IFAD 2021).

This study maps Swedish aid to agriculture from 2005 to 2020, with findings on aid levels, geographical focus, visibility, and reporting. There is no significant trend for an increase or decrease in aid to agriculture as a proportion of total Swedish aid from 2005 to 2020. Aid to agriculture, forestry, fisheries and rural development has remained fairly constant throughout the period at roughly 3 percent of total Swedish development assistance. In an international comparison, this is relatively low in absolute terms and as a share of total ODA. The potential consequences of low levels of aid to agriculture compared to total Swedish aid, as well as to other donor countries' aid flows, nevertheless, remains a question worth discussing among researchers and policymakers alike in the future.

The geographic focus of Swedish development aid from 2005 to 2020 has increasingly been on sub-Saharan Africa, where most of the population, including the vast majority of the poor, depend on agriculture for their livelihoods. In this context, the low level of aid to agriculture and the low visibility of aid to agriculture in reporting systems and steering policy documents in relation to overall aid is surprising. However, looking at Swedish development aid priorities overall and throughout the study period, agriculture has not been the main priority or explicitly outlined as a main priority in strategy documents and reports during the study period. The study finds that aid to agriculture is perceived to have an important but possibly underestimated role in supporting sustainable development in Swedish partner countries. Agriculture, depending on how it is carried out, can have positive effects on poverty, gender equality, climate change and biodiversity, all of which are central to Swedish development aid. This, however, is reflected only to a limited degree in Swedish development aid policies. In the policies analysed, agriculture, food security and rural development have low priority and visibility. This is somewhat in contrast to multiple Swedish bilateral country strategies, in which goals centred around agriculture and rural development have a much higher level of priority.

There are relatively large differences between recipient countries in terms of received aid to agriculture. In some, such as Kenya, Zambia and Burkina Faso, a large proportion of Swedish aid is reported as aid to agriculture. This is in contrast to countries such as Tanzania and Uganda, where a very small proportion of total Swedish aid is reported as aid to agriculture. This is despite aid to agriculture seemingly having the same level of priority in all of Sweden's development cooperation country strategies for these countries.

This study outlines a number of potential reasons for such differences. We have not studied the implementation of Swedish aid to agriculture in Swedish partner countries within the scope of this mapping study. However, in this context, it would be worthwhile for future studies to establish and further investigate and how Swedish

bilateral country strategies are translated into actions and interventions with the focus on aid to agriculture, and to what degree staff competence and profiles play a role in such an interpretation. Such an analysis could be extended to how Swedish aid to agriculture has made an impact in different countries and how aid to agriculture is perceived in recipient countries.

As the development landscape changed, so too did Swedish aid to agriculture. A broad and to some extent integrated agricultural development agenda now includes agronomic, environmental, social and economic aspects of agricultural development. This means less focus on agricultural production compared to the period before 2005 and more aid to supporting farming as a business, farm sustainability and climate adaptation, gender equality, agricultural market and agricultural value chain development, and so on. It is therefore perhaps not surprising that we in our study find that aid to agriculture often is reported under other aid categories, such as the environment, government and civil society, and other multi-sectors in addition to that support explicitly labelled as agricultural interventions. This indicates that aid to agriculture is integrated into other development areas but also that aid to agriculture is underreported.

This leads to a number of questions. What effect does an underreporting of aid to agriculture have on reaching overall Swedish development goals? Is visualising this integration and addressing this underreporting required, and if so, how could this be done? A third question is if the underreporting of aid to agriculture leads to an underallocation of staff with competences in agricultural development, particularly at Sida? The results from this study indeed indicate that the thematic competence base at Sida for agriculture development was perceived to decrease and difficult to access by key actors, but the effects of this are worth exploring further in future studies.

At the same time, this underreporting could also be seen as a sign of integration and of a modern, holistic and systemic approach where aid to agriculture is used as a means to achieve Swedish development goals. For such a holistic approach to be fully functional, some type of system and structure for pooling competences, and possibly an anchored theoretical and practical framework around such integration, would be helpful for Swedish development aid practitioners.

In this context, a functional agricultural thematic network able to create a vibrant dialogue on how to systematically and in a structured way help tailor and design agricultural support to support other key development areas, such as gender equality, biodiversity protection and climate adaptation, could play an important role. The question therefore arises whether there is a need to strengthen the agricultural network within, as well as outside of, Sida? With a potentially decreasing agricultural competence base, it becomes even more important that actors responsible for implementing Swedish aid to agriculture have adequate expertise and/or access to such expertise. Thus, in addition to an agricultural competence base within Sida, a broad competence base among development partners seems equally important in this regard. How can such expertise be secured? Can adequate agricultural competence and skills in knowledge-based implementation also be secured through Sida's key implementing partners? Discussions, within Sida and MFA and other relevant bodies, on how to secure an adequate knowledge base for implementing and integrating aid to agriculture into support for Swedish development goals appears important in this regard.

Transforming food systems and smallholder farmers in the Global South to be more productive, profitable, and environmentally and socially sustainable is a highly complex task. As the challenges for smallholders in Swedish partner countries unfold, so too do new opportunities meeting these challenges, such as new technologies, new forms of functional governance systems and knowledge-based practices, and new non-farm income options. In addition, the recent

push for sustainable bioeconomy development (Virgin et al., 2017), which optimises the use of bioresources, including agricultural residues, could also, with time, connect smallholders in the global South with new and emerging value chains and new markets, thereby improving livelihoods, farm incomes and agricultural productivity. Although any such transformation needs to be driven by partner countries themselves, continuing and potentially increased Swedish aid to agriculture can play an important and strategically supportive role. Consequently, a more active dialogue among Swedish development cooperation partners, and within Sida, on the content of Swedish aid to agriculture would increase the chances that such support becomes a more effective, visible and valuable tool for supporting and achieving Swedish development goals.

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Appendix 1. Tables

Table A1: Data sources

Data	Source	Definition and comments
Total Swedish aid, forestry and fishing, disbursed, 2005–2019	Aid Atlas at https://aid-atlas.org/	The data and sector classification come from the OECD's Creditor Reporting System Aid Activities database. Data is only available up until 2019.
Total Swedish aid to agriculture, forestry and fishing, disbursed, 2005–2019	Aid Atlas at https://aid-atlas.org/	The data and sector classification come from the OECD's Creditor Reporting System Aid Activities database. More information and description of the sector codes here: https://aid-atlas.org/about/sectors Data is only available up until 2019.
Sida's total aid	Openaid at https://openaid.se/	
Sida's aid to agriculture, forestry, fishing	Openaid at https://openaid.se/	
Agriculture, forestry, and fishing, value added (% of GDP)	World Bank Data Catalogue at https://data.worldbank.org/indicator/NV.AGR.TOTL.ZS	Agriculture, forestry and fisheries includes forestry, hunting and fishing, as well as cultivation of crops and livestock production. Value added is the net output of a sector after adding up all outputs and subtracting intermediate inputs, calculated without deductions for depreciation

Data	Source	Definition and comments
		of assets or depletion and degradation of natural resources.
Employment in agriculture (% of total employment) (modelled ILO estimate)	World Bank Data Catalogue at https://data.worldbank.org/indicator/SL.AGR.EMPL.ZS	Employment is defined as persons of working age who were engaged in any activity to produce goods or provide services for pay or profit, whether at work during the reference period or not due to temporary absence from a job, or to working-time arrangement. The agriculture sector consists of activities in agriculture, hunting, forestry and fishing
Agriculture, forestry and fishing, value added (constant 2015 US\$)	World Bank Data Catalogue at https://data.worldbank.org/indicator/NV.AGR.TOTL.KD	Agriculture, forestry, and fishing includes forestry, hunting, and fishing, as well as cultivation of crops and livestock production. Value added is the net output of a sector after adding up all outputs and subtracting intermediate inputs, calculated without making deductions for depreciation of assets or depletion and degradation of natural resources. Data in constant 2015 USD.
Aid to IFAD, WFP, CGIAR and FAO	Openaid at https://openaid.se/ , MFA, Sida	
Swedish aid to agriculture through CSOs	Sida's CSO database https://cso.sida.se/	

Data	Source	Definition and comments
Character of aid to agriculture over time	Aid Atlas at https://aid-atlas.org/	
Aid to agriculture under different sectors	OECD-DAC CRS-database (https://stats.oecd.org/Index.aspx?DataSetCode=CRS1)	
Swedish interventions	OECD/DAC database	Approximately 104 861 interventions during 2005–2019 were searched using the search profile where the terms "agri" and "jordbr" were included in the variable "long description".
International aid	Aid Atlas and OECD/DAC database	

Table A2: Key informants

Role	Organisation
Lead Policy Specialist	Sida
Lead Policy Specialist, Agriculture	Sida
Head of Unit, GLOBEN	Sida
Senior Policy Specialist	Sida
Senior Research Advisor, PARTNER/FORSK	Sida
Senior Programme Manager – Environment, climate and energy	Sida
Head of Unit, Research Cooperation	Sida
Senior Advisor Environment and Climate Change	Sida

Role	Organisation
Program Specialist Environment and Climate	Sida
Former Programme manager, Natur Officer, International Training Programmes	Sida
Advisor agriculture and rural development	Sida
Quality manager	Sida helpdesk for environment and climate change
Senior Policy Specialist and Coordinator, Biodiversity & Ecosystems	Sida
Senior Capacity Development Consultant	FAO
Minister Counsellor & Sweden's Deputy Permanent Representative to FAO	FAO; Ministry of Enterprise and Innovation
Research Director	SLU management
Environment consultant	Independent
Desk officer	Ministry for Foreign Affairs
Desk officer	Ministry for Foreign Affairs
Director public and regulatory affairs	Lantmännen
Senior Advisor on Cooperative Development	We Effect
Head of Unit	SLU Global
Officer	IFAD
Researcher	Nordic Africa Institute

Table A3: References to agriculture in strategy documents

	Country strategy	Food security	Agriculture	Rural development
Zambia	2003–2007	Expressed as sub goal	Expressed as sub goal	Expressed as sub goal One of the three main goals: <i>“poverty-oriented economic growth for the poor in cities and in rural areas to improve and further develop their living conditions”</i>
	2008–2011		Agriculture mentioned as focus sector	
	2013–2017		Agriculture recognised as sector with livelihood & income opportunities	Rural development included in objective 2
	2018–2022		Objective 3: <i>Environm, climate, renewable energy & sustainable, inclusive econ. dev’t & livelihoods</i> - Sustainable use of natural	Sweden will support sustainable natural resource management, contribute to greater resilience and adaptation to

Country strategy	Food security	Agriculture	Rural development
		<p>resources, increased sustainable productivity and production in agriculture, and increased resilience to climate change.- Improved opportunities for sust. livelihoods, with focus on prod. employment with decent work, particularly women & young people.</p> <p>- Increased capacity to engage in sustainable trade, access to markets and value chains for small-scale farmers, entrepreneurs and businesses.</p> <p>Dev't coop will contribute to environmentally sustainable increased productivity and production in agriculture, which is a prerequisite for Zambia to</p>	<p>climate change, crises and disasters, not least in rural areas.</p> <p>Sweden may contribute to collaboration with the private sector to mobilise capital and investments aimed at increasing the pace of electrification in</p>

	Country strategy	Food security	Agriculture	Rural development
			achieve higher and more inclusive economic growth.	rural areas
Kenya	2009–2013	Extension services coupled with better access to markets, inputs and financing facilitate the commercialisation of agricultural sector, leading to better food security, econ. growth & more productive jobs in rural areas.	<p>Agriculture (“jordbruk”) is mentioned two times, agriculture (“lantbruk”) is mentioned 16 times</p> <p>Swedish efforts in this sector will focus on support for reform measures aimed at securing access to water resources, clean water, increased productivity & commercialisation of agriculture.</p>	Mentioned 6 times

	Country strategy	Food security	Agriculture	Rural development
	2016–2020		Agriculture (“jordbruk”) mentioned twice; agriculture (“lantbruk”) mentioned 6 times Increased productivity, sustainability and processing in small-scale agriculture	Mentioned 4 times
Bosnia and Herzegovina	2006–2010		Mentioned as part of the goals of economic development as part of opportunities to create employment	
	2011–2014		Part of the goal of market development with a focus on developing small and medium-sized enterprises Mentioned twice	

	Country strategy	Food security	Agriculture	Rural development
	2014–2020		Could be perceived as indirectly part of support to often part of other goals, including climate, environment and resilience	
Burkina Faso	2018–2020		Sub-target under <i>Resilience, environment, climate and energy</i> expressed includes “Improved opportunities for sustainable livelihoods with a focus on small-scale agriculture”	
Nicaragua	2008–2011		Mentioned ten times	Support to rural development indirectly through environm goals, directly as focus area. Acknowledged that most people living under poor conditions live in rural areas. “Productive rural development” key cooperation area.

	Country strategy	Food security	Agriculture	Rural development
Lao	2004–2008		Sub-goal to improve livelihoods of upland farmers & promote sustainable use of natural resources, particularly with regard to agricultural systems and socio-economic issues	One of two focuses is to strengthen Laos' capacity to reduce poverty on a long-term & environm. sust. basis, with priority on policy dialogue
	2008–2011			<p>Rural areas are explicitly mentioned as particularly marginalised and a focus area for development cooperation to reduce poverty</p> <p>The objective of Swedish support to this cooperation area is the sustainable use of natural resources based on people's needs and rights, with a focus on the poorest rural population"</p>

	Country strategy	Food security	Agriculture	Rural development
Bolivia	2009–2013, with extension to 2015		Support is expanded so that increased income and employment opportunities for poor women and men are taken into account in interventions concerning ownership and use of land and forests.	Efficient and environmental use of water, forest and land
	2016–2020		<p>Agriculture mentioned 4 times (“jordbruk”) + (“lantbruk”)</p> <p>One intermediate goal under improved environ: Increased product., primarily in small-scale agriculture, with sust. use and mgmt of nat’l res. and ecosystem services, focus on women & indigenous peoples.</p>	

	Country strategy	Food security	Agriculture	Rural development
			Activities must include a strengthened ability, primarily in small-scale agriculture, to make sustainable use of natural resources.	
Moldova	2011–2014		<p>Agriculture is mentioned four times; important part of the industry in the country.</p> <p>Agriculture can be supported through increased trade with the EU;</p> <p>Mentioned under risk management: Ministries of Environm. & Agric considered to have limited capacity to avail tech assistance.</p>	

	Country strategy	Food security	Agriculture	Rural development
Tanzania	2013–2019		<p>Agriculture (“jordbruk”) is mentioned twice, agriculture (“lantbruk”) is mentioned 8 times.</p> <p>Sub-goal 1.2: Develop markets in agricultural production with the aim that more poor people – primarily women – find employment and increase their incomes.</p> <p>Sub-goal 1.3: Increased legal security regarding land rights for small-scale farmers and large-scale investors</p>	
	2020–2024		<p>Agriculture (“jordbruk”) is mentioned 6 times</p> <p>Third results area supports inclusive econ. dev’t. SWE embassy is working towards</p>	

Country strategy	Food security	Agriculture	Rural development
Uganda	2009–2013	<p>two expected results:</p> <ul style="list-style-type: none"> - Produc. employment & decent work, and increased agric productivity & sust. - Increased social protection for the most vulnerable. <p>Gender eq. starting point: youth, MSMEs and women in agric are key target groups; broader population in extreme poverty, women and children, are focus of social protection.</p>	<p>Priv. sector dev't, incl. financial systems & int'l trade area for cooperat. Includes improving quality & accessibility of income-generating employment, efficient, innovative & internationally competitive industry; Exploiting the nat'l</p>

Country strategy	Food security	Agriculture	Rural development
2014–2018		In country context, agric explicitly mentioned as sector where majority of poor population works.	<p>resource base w environm. sust. Interventions; Support poor as economic actors; Local entrepreneurs (including farmers), boosting productiv. & competitiveness, developing and accessing markets.</p> <p>Strategy acknowledges that poverty greater in rural areas; Deficient business climate, productivity and competitiveness in the agric sector. Increased agric production is central, stated as an important means to job opportunities.</p>

Country strategy	Food security	Agriculture	Rural development
2018–2023	Explicitly mentioned that activities will contribute to increasing <i>“agricultural sector’s resilience to climate change. To increase food security, the agricultural sector’s efficiency and value creation need to be improved..”</i> by strengthening access to markets, financing, technology and intermediate goods	Agriculture directly & indirectly mentioned under 2nd objective in relation to trade and working conditions, use of natural resources and ecosystem services, resilience and sustainable productivity and production in agriculture as well as energy resources. The country context analysis acknowledges that many poor people depend on natural resources such as forests and fish. Climate change is mentioned as a risk, to agricultural activities, ultimately linking to risk to food security and vulnerability.	

Table A4: OECD-DAC Subcategories

OECD-DAC code	Category Agriculture, forestry, fishing	Description
311	Agriculture	
31163	Livestock	Animal husbandry; animal feed aid.
31164	Agrarian reform	Including agricultural sector adjustment.
31110	Agricultural policy and administrative management	Agricultural sector policy, planning and programmes; aid to agricultural ministries; institution capacity building and advice; unspecified agriculture.
31120	Agricultural development	Integrated projects; farm development.
31130	Agricultural land resources	Including soil degradation control; soil improvement; drainage of water logged areas; soil desalination; agricultural land surveys; land reclamation; erosion control, desertification control.
31140	Agricultural water resources	Irrigation, reservoirs, hydraulic structures, ground water exploitation for agricultural use.
31150	Agricultural inputs	Supply of seeds, fertilizers, agricultural machinery/equipment.
31161	Food crop production	Including grains (wheat, rice, barley, maize, rye, oats, millet, sorghum); horticulture; vegetables; fruit and berries; other annual and perennial crops. [Use code 32161 for agro-industries.]
31162	Industrial crops/export crops	Including sugar; coffee, cocoa, tea; oil seeds, nuts, kernels; fibre crops; tobacco; rubber. [Use code 32161 for agro-industries.]

OECD-DAC code	Category Agriculture, forestry, fishing	Description
31165	Agricultural alternative development	Projects to reduce illicit drug cultivation through other agricultural marketing and production opportunities (see code 43050 for non-agricultural alternative development).
31166	Agricultural extension	Non-formal training in agriculture.
31181	Agricultural education/training	
31182	Agricultural research	Plant breeding, physiology, genetic resources, ecology, taxonomy, disease control, agricultural bio-technology; including livestock research (animal health, breeding and genetics, nutrition, physiology).
31191	Agricultural services	Marketing policies & organisation; storage and transportation, creation of strategic reserves.
31192	Plant and post-harvest protection and pest control	Including integrated plant protection, biological plant protection activities, supply and management of agrochemicals, supply of pesticides, plant protection policy and legislation.
31193	Agricultural financial services	Financial intermediaries for the agricultural sector including credit schemes; crop insurance.
31194	Agricultural co-operatives	Including farmers' organisations.
31195	Livestock/veterinary services	Animal health and management, genetic resources, feed resources.
312	Forestry	
31210	Forestry policy and administrative management	Forestry sector policy, planning and programmes; institution capacity building and advice; forest surveys;

OECD-DAC code	Category Agriculture, forestry, fishing	Description
		unspecified forestry and agro-forestry activities.
31220	Forestry development	Afforestation for industrial and rural consumption; exploitation and utilisation; erosion control, desertification control; integrated forestry projects.
31261	Fuelwood/charcoal	Forestry development whose primary purpose is production of fuelwood and charcoal.
31281	Forestry education/training	
31282	Forestry research	Including artificial regeneration, genetic improvement, production methods, fertilizer, harvesting.
31291	Forestry services	
313	Fishing	
31310	Fishing policy and administrative management	Fishing sector policy, planning and programmes; institution capacity building and advice; ocean and coastal fishing; marine and freshwater fish surveys and prospecting; fishing boats/equipment; unspecified fishing activities.
31320	Fishery development	Exploitation and utilisation of fisheries; fish stock protection; aquaculture; integrated fisheries projects.
31381	Fishery education/training	
31382	Fishery research	Pilot fish culture; marine/freshwater biological research.
31391	Fishery services	Fishing harbours; fish markets; fisheries transport and cold storage.

Source: <http://www.oecd.org/dac/stats/purposecodessectorclassification.htm>

Appendix 2. Interview methodology, interview guide and analysis of key informant interviews

Each interview lasted for approximately 60 minutes and followed an interview guide (see below). The interviews aimed to capture the informants' perceptions of: (i) trends over time in Swedish aid to agriculture; (ii) priorities in Sweden's aid directed to agriculture and thoughts around changes in such priorities, as well any potential desired priority changes; (iii) the reason behind any potential changes in Sweden's aid to agriculture; (iv) indirect aid support to agriculture through other areas, such as climate change mitigation, economic growth; and (iv) the future of Sweden's aid to agriculture.

Interviews were transcribed and analysed in a workshop setting with three participating researchers. First, each interview was manually clustered according to emerging themes, which were different for each interview. The clusters were then compared across all interviews in order to identify common trends and points where the data indicated differences. These trends were further analysed and verified by a cross-analysis of the quantitative data.

Interview guide

Form

- Semistrukturerad.

Introduktion (5 min)

- Bakgrund och isbrytare
- Berätta kort om studie, samtycke etc.
- Berätta lite kort om dig själv: Vem är du och var jobbar du?

- Hur ser du på svenskt jordbruksstöd? Vad är jordbruksstöd för dig? Hur definierar du detta?
- Svenskt bistånd riktat mot jordbruk, Hur har du arbetat med det? Har du det (indirekt?)

Trender över tid (15 min)

- De senaste två årtiondena- finns det några tydliga trender? Nya prioriteringar?
- Om stöd har förändrats över tid och is så fall hur? Vilka? Varför? Något som är oväntat? Vad har detta haft för effekter (både positiva och negativa) i fält/givarländer och för bönder?
- Har du de senaste årtiondena ändrat din syn på jordbruksbistånd? Hur? Varför?
- Har din organisation ändrat din syn på vad som är viktigast att stödja?
- Skulle du vilja se en annan prioritering av svenskt stöd till jordbruk? Varför? Hur? Vad kan detta få för konsekvenser (både positiva och negativa)?
- Har du någon uppfattning om hur eventuella förändringar diskuterats? Finns det någon riktning här? Vrider jordbruks biståndet åt något håll över tid? Diskuteras jordbruk på samma sätt över tid? Varför/Varför inte?
- Har du någon uppfattning huruvida svenskt stöd till jordbruksutveckling skiljer sig från liknande stöd från andra givare. Skiljer sig prioriteringarna?

Indirekt stöd (15 min)

- Tycker du man kan prata om direkt och indirekt jordbruksstöd och is så fall hur skulle du vilja beskriva detta?
- Finns det en tydlighet i vad som är direkt jordbruksstöd indirekt jordbruksstöd idag? Finns någon skillnad mellan givare/utförare? Är detta ett problem och behövs mer tydlighet?

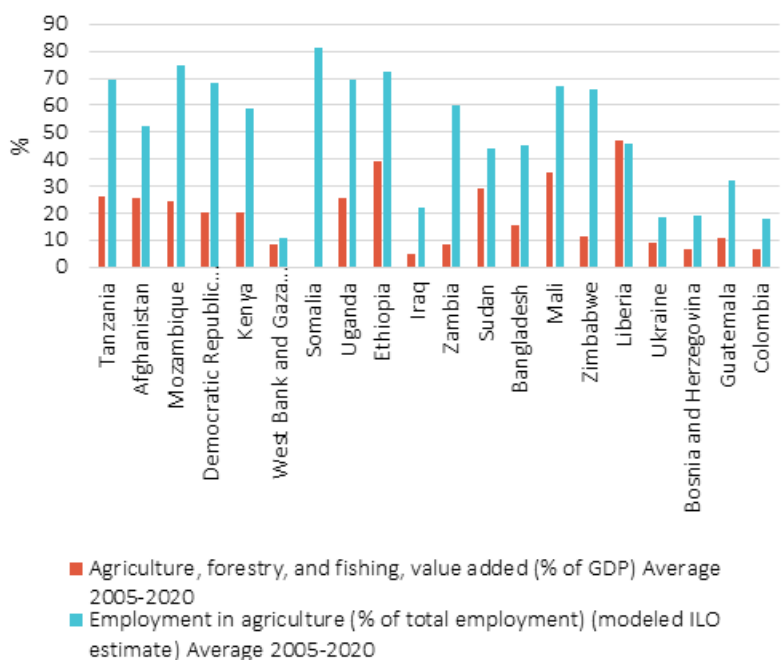
Framtid (5–10 min)

- Vad behövs för vidare utveckling av jordbruksstödet?
- Varför? Hur? När?

Appendix 3. Swedish aid focused on countries with a large agricultural sector

Looking at Swedish development aid to all sectors and objectives, figure A1 illustrates that Sweden’s development cooperation partner countries are, to a large degree, agricultural economies where agriculture plays a large role in people’s livelihoods. Many of these are situated in sub-Saharan Africa.

Figure A1: Share of GDP of the agriculture sector and share of people employed in agriculture 2005–2020



Source: World Bank Data Catalogue, Aid Atlas. Average shares in top 20 countries that received Swedish aid to all sectors in the period 2005–2019. Data for Agriculture, forestry and fishing, value added (% of GDP) for Somalia was not available.

Figure A1 shows the 20 countries that received the most Swedish aid in total to all sectors during the period 2005–2019 and the share of their economy that comprises agriculture on average in the period 2005–2020. Agriculture constitutes a large part of the economy in terms of its contribution to GDP in these countries. In ten of the 20 countries, the agricultural sector makes up 20 percent or more of total GDP.

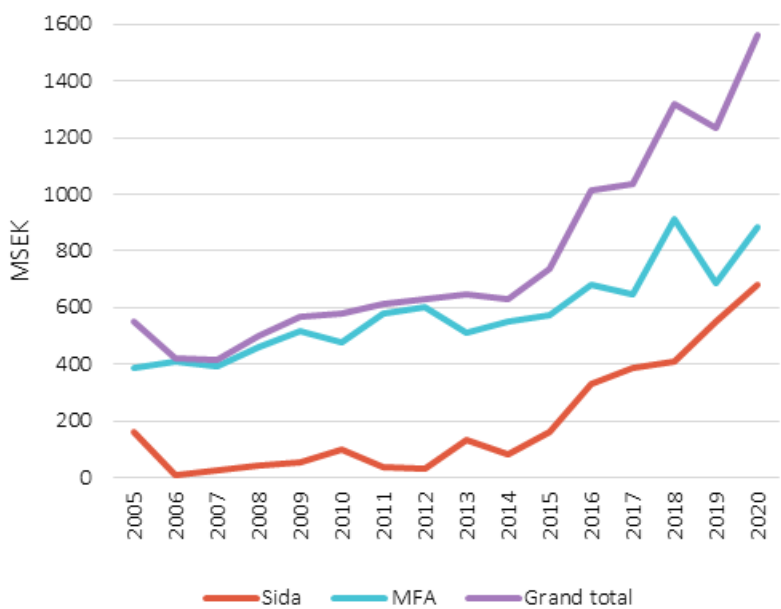
The figure also illustrates the percentage of people employed in agriculture in each country on average in 2005–2020. Most of the top 20 recipient countries of Swedish aid between 2005 and 2020 had the majority of the population employed in agriculture. In 11 of the 20 top recipient countries, more than 50 percent of the population was employed in agriculture. In this context, it should be noted that there is little value addition to agricultural produce in most of these countries, and consequently the added value of the agriculture sector makes a low contribution to GDP.⁴²

⁴² In contrast to countries in Europe where the value added in the agriculture sector is a high, due to a large agro- and bioprocessing sector, but where the contribution of agriculture to GDP is low.

Appendix 4. Swedish development assistance to WFP, IFAD, FAO and CGIAR

Support to the World Food Program, WFP, is distributed through both Sida and the MFA (see figure A2). Although aid to the WFP is supports agriculture, the largest part of the support to the WFP is labelled unspecific or emergency support, and is thus not part of aid to agriculture as shown in the overall figures.

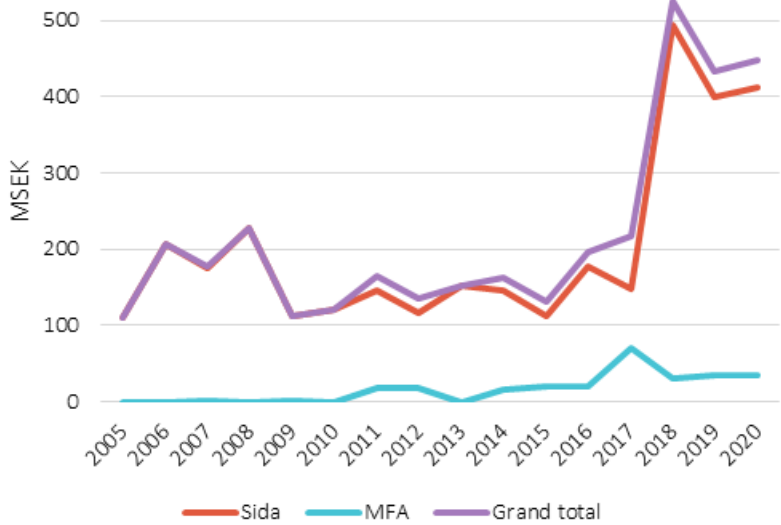
Figure A2: Aid to the WFP distributed through Sida and MFA



MSEK. Source: [Openaid.se](https://openaid.se)

Figure A2 shows a significant increase in WFP support from 2015 onwards. Total support to the WFP throughout the study period amounted to around 12.4 billion SEK.

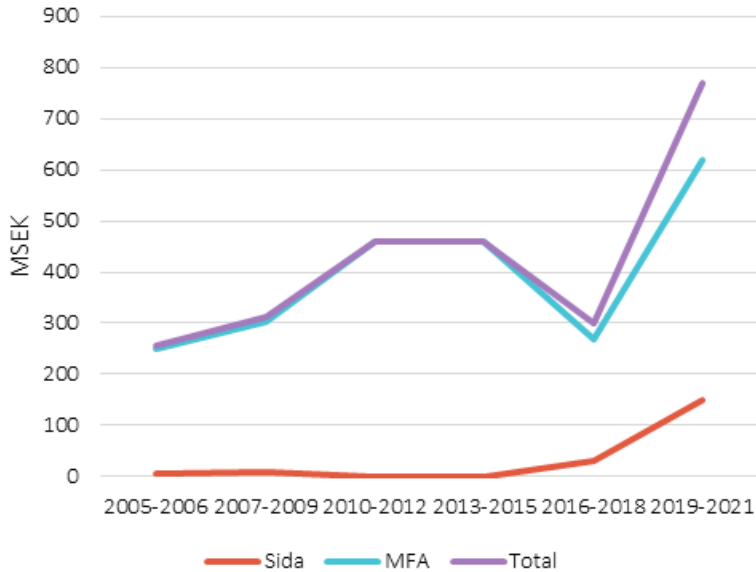
Figure A3: Aid to the FAO distributed through Sida and MFA



MSEK. Source: [Openaid.se](https://openaid.se)

The support to the FAO, mostly distributed through Sida, is shown in figure A3. Most of the Swedish FAO support is labelled support to agriculture, forestry or fisheries, and thus included in the data shown in the overall figures. If support to FAO is examined separately, figure A4 shows a significant increase in support from 2016 onwards.

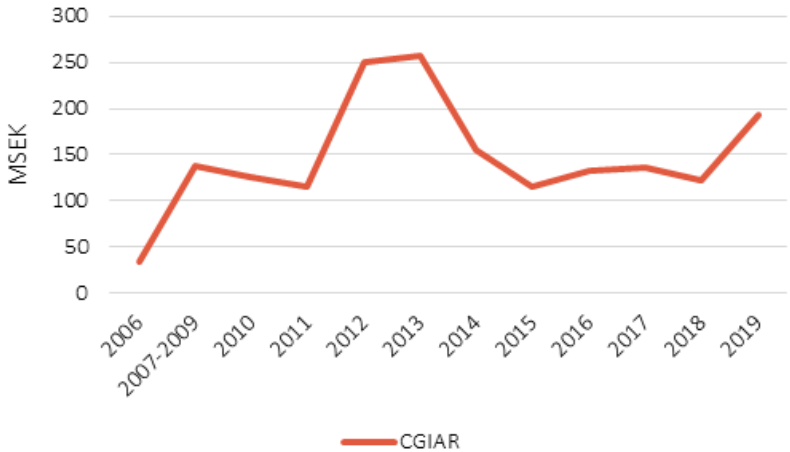
Figure A4: Aid to IFAD, distributed through Sida and MFA



MSEK. Source: [Openaid.se](https://openaid.se)

Support to IFAD, mostly distributed through the MFA, is shown in figure A4. Most of the IFAD support is core support labelled under categories such as unspecified and other multisector support, and is thus not part of aid to agriculture as shown in the overall figures. As can be seen in figure A4, there was a steady increase in support to IFAD, roughly in line with the increase in Swedish total aid.

Figure A5: Aid to CGIAR, distributed through Sida and MFA



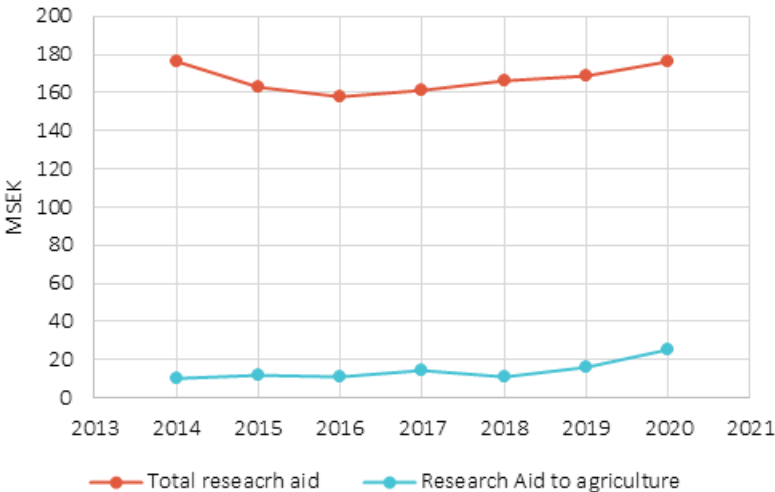
MSEK. Source: Sida.

Support to CGIAR, mostly distributed through Sida, is shown in figure A5. Most of the support is labelled support to agriculture, forestry or fisheries, and thus included in the data shown in the overall figures. As can be seen in figure A5, there is a variation in support between years from 33 MSEK in 2005 to 258 MSEK in 2013. The overall trend is a decrease in support in relation to Swedish total aid and Sida total aid.

Appendix 5: Research targeted to agriculture, forestry and fisheries through Vetenskapsrådet, 2013–2020

Figure A6 shows the total support to development research channelled through Vetenskapsrådet and the proportion of this research that is labelled research targeted to agriculture, forestry and fisheries.

Figure A6: Total aid to development research channelled through Vetenskapsrådet and the proportion labelled research on agriculture, forestry and fisheries



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Jordbruksutveckling är centralt för att minska fattigdom i låginkomstländer. Men hur mycket stöd ger Sverige till jordbrukssektorn? Denna kartläggning visar att en stor andel av jordbruksstödet göms under andra beteckningar. Innebär det att stödet är för litet? Eller har Sverige lyckats integrera det bistånd som går till jordbruket i bredare satsningar som gör det mer effektivt?