The Expert Group for Aid Studies

Invitation for proposals: Evaluation of Sweden's efforts to strengthen state capacity in fragile and conflict-affected situations

The Expert Group for Aid Studies (EBA) is a government committee mandated to evaluate and analyse the direction, governance and implementation of Sweden's official development assistance (ODA). EBA engages researchers and other experts to carry out studies of relevance for policymakers and practitioners.

EBA works with 'dual independence'. This means that EBA independently defines what issues to explore and which studies to commission, while the author(s) of each report is responsible for the content and the conclusions.

EBA hereby invites proposals for an evaluative research study on Sweden's efforts to strengthen state capacity in fragile and conflict affected situations. The purpose of the study is to assess to what extent and how Sweden's aid contributes to the objective of strengthening state capacities and service delivery in fragile and conflict-affected states. The study is both summative and explanatory.

Background

The Policy framework for Swedish development cooperation and humanitarian assistance (2016) states that "Sweden's efforts for peacebuilding and state-building seek to tackle the underlying causes of conflict and vulnerability. Sweden will work for effective, responsible, open and inclusive institutions and for human rights", and that "social inequality, poverty, hunger, weak institutional structures and democratic deficits are some of the most common causes of conflicts."

Sweden's work in fragile and conflict-affected states is, according to the Policy framework focused on "inclusive policy, building states under the rule of law, human security and justice, fundamental social services and economic choices. These aspects also form the basis of the New Deal, a platform for political dialogue on more effective work in fragile and conflict-torn states, linking policy, security and development cooperation with justice and economics. Greater capacity in local and

national institutions is a priority. Inclusive processes for peacebuilding and state building with the participation of civil society and diaspora groups are essential." These countries have, according to the policy framework "less capacity to create inclusive and sustainable development as they are often characterised by instability, weak institutions and a lack of trust between the State and the population."

Thus, this study is motivated by the Swedish aid policy ambition to strengthen state capacity in fragile states.

Developing capacity in fragile and conflict affected states – previous research
Based on research from the Quality of Government Institute, Rothstein and Tannenberg concluded in EBA 2015:07 that "if the purpose of Swedish development policy is to increase "human well-being", then the proportion of aid resources for strengthening the quality of government and the capacity of the public administration ought to be increased". The authors quoted Fukuyama (2015): "The first and most important institution that fragile and failing states lack is an administratively capable state."

The institute for State Effectiveness (ISE, 2019) discusses lessons from peace-building processes in the MENA region and lists several basic functions that states should provide to be trusted by the citizenry, for example monopoly of violence, administrative control over the different branches of the state, upholding the rule of law and human rights, tax collection with the possibility to pay for and provide basic services.

Brinkerhoff (2007) concludes that: "State fragility is directly related to capacity deficits. Fragile states have governments that are incapable of assuring basic security for their citizens, fail to provide basic services and economic opportunities, and are unable to garner sufficient legitimacy to maintain citizen confidence and trust. Due to these facts the citizens lack the capacity to cooperate, compromise, and trust. When these capacity deficits are large, states move toward failure, collapse, crisis, and conflict."

Researchers at Durham University (Denney and Mallet, 2017) concluded in a research program on capacity building of states in fragile and conflict-filled states that:

1. Training is the default tool of capacity development
2. Power and politics are central to how services are delivered, but capacity development often concentrates on technical aspects
3. Capacity development currently focuses on (parts of) the state, largely overlooking 'alternative' capacities and how people use services in practice
4. Getting beyond the system's 'units' to engage with 'systemic capacity' remains an ongoing challenge.

The authors noted "…these conclusions may not seem surprising to those familiar with capacity development and state-building. Indeed, part of what is remarkable about the continuation of capacity development for several decades – as well as the vast sums of aid money it attracts – is that so much is already known about its limitations." In many cases capacity programmes "attempt to achieve what we know are long-term processes of change within short timeframes" with "a push for short term results", "diminishing appetite for risk" and with accountability for "donor publics, not beneficiaries". Programme staff are said to often be "hired for technical skills rather that contextual or conceptual knowledge."

Larson et al (2013) emphasised that "foreign development agencies have contributed billions of dollars of aid and technical assistance to `build capacity` in the nascent Government of South Sudan (GoSS). The donors utilized approaches and mechanisms of support that at least nominally reflect the prevailing aid orthodoxy. We argue that orthodox state building and capacity building more or less failed in South Sudan, leaving the world's newest country mired in a "capability trap". Despite countless trainings, workshops, reforms, and a large corps of foreign technical assistants embedded within state ministries, there is an absence of real change, and GoSS now "looks like a state" but performs as anything but."

EBA's report on Swedish development cooperation with Afghanistan (Pain, 2021) concluded that: "Capacity building has assumed that equipping people with skills and competencies is sufficient to drive organisational change. But this takes little account of the conditions which allow such new skills to be expressed or the rationale and incentives underlying existing practices."

Day (2022) not only claims that "Over the past decade, international interventions in Afghanistan, Somalia, Central African Republic, Libya, Mali, South Sudan, and the Democratic Republic of the Congo have not resulted in meaningful improvements in the capacities of those countries to govern effectively and peacefully. But also, that "… in many settings, state-building efforts may have contributed to conflict dynamics."

Literature and previous EBA studies thus show that aid to the state in fragile and conflict-affected situations is at the same time important, challenging, and multidimensional. In the case of Sweden's development cooperation, the work to strengthen the capacity of fragile states seems to be prioritized in quite many cases, in some cases it is prohibited, and in a third group of cases both at the same time.

What is Capacity and Capacity development?
Capacity has been defined by the OECD DAC (2006) as "the ability of people, organisations and society to manage their affairs successfully…" DAC sees capacity development as "The process by which individuals, groups and organisations, institutions and countries develop, enhance and organise their systems, resources and knowledge; all reflected in their abilities, individually and collectively, to perform functions, solve problems and achieve objectives." Capacity development could be viewed as relating to three different types of capacity: human resources,

organisational capacity, and institutional factors in the enabling or hindering context.

These definitions illustrate that capacity is a result of a longer process, as the organisations supported are to use this capacity for other overarching purposes. The value of the capacity is judged finally in relation to what this increased capacity achieves or contributes with in term of for instance service delivery, security or the rule of law. Capacity should also be sustainable over time and, in an aid context, preferably anchored in a strategy for long-term financial sustainability in the supported organisation.

One limitation is that it is uncertain how rooted these aid industry concepts are in specific fragile state contexts. Critics have emphasised that capacity building through training and with a focus on new knowledge or skills often only minimally contributes to actual change unless sufficient notice is taken of underlying practices, structures and logics in the context that set boundaries for what happens in the area were the skills are to be used and where the support seeks to exert an influence.

The Swedish state building portfolio
Sweden has a large aid portfolio in fragile and conflict-affected countries like Somalia, Afghanistan, DRC, South Sudan, Iraq, Mali, and Syria. Many bilateral Swedish strategies with fragile and conflict affected states also highlight issues of rule of law, basic public services, corruption, the judiciary, accountability, human rights, protection and strengthened social systems.

EBA has conducted a brief and preliminary portfolio analysis of Sweden's work with statebuilding in Fragile and Conflict Affected countries in the period 2009 – 2021 (see annex 2).[1]

The mapping exercise was undertaken using an understanding of statebuilding as interventions that worked with "strengthening state capacities and service delivery of state institutions".[2]

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[1] The mapping is based on data reported by Swedish government authorities to the OECD, as part of the Credit Reporting System (OECD CRS), with 2021 being the last year for which data is available. Based on the steps described in the Methodology section, a total of 915 relevant contributions, representing 287 unique projects, have been identified. To note is that Afghanistan was not included in the mapping exercise, as the OECD CRS data for Afghanistan does not include narrative descriptions of the projects implemented; narrative descriptions being the method of identifying potentially relevant contributions.

[2] This was operationalised with capacity development conceptualised as the development of ability through the provision of technical assistance in various forms (e.g., workshops, support for policy development, peer-to-peer coaching, etc.), excluding narrowly material modalities, such as core support to a government entity, stand-alone provision of new hardware, or the construction of a government premises (although many would argue these interventions could also constitute the strengthening of state capacity).

The mapping finds that the statebuilding portfolio steadily grew over the period, plateauing in 2018, with most projects implemented in Sub-Saharan Africa – Liberia and Somalia being the two largest recipients of statebuilding projects. Outside of the region, Kosovo and the West Bank and Gaza Strip are the largest recipients of statebuilding support. Multilateral organisations make up a substantive number of partner organisations, with the World Bank and UNDP being the two most frequently recorded implementing partners. Swedish government agencies are also active in the provision of statebuilding support, however, as are international NGOs.

Aim

The purpose of this study is to evaluate **to what extent and how Sweden's aid contributes to the objective of strengthening state capacities and service delivery in fragile and conflict-affected states**. The study should stimulate learning and use by establishing what influenced success or failure and thus how Sweden can work more effectively to strengthen state capacity in fragile states in the future. The study is both summative and explanatory.

The following questions shall guide the study:

- To what extent and how have Swedish aid made a clear difference in relation to Sweden's objective to strengthen capacity and service delivery of state institutions in fragile and conflict affected countries? Which factors, circumstances or mechanisms explain goal fulfilment or failure?

The first question is the evaluation's fundamental and result-oriented summative question (output and outcome level). The focus on capacity and service delivery of state institutions can be linked to specific formulations in the respective intervention and/or to the evaluator's interpretation of the capacity concept, which is expected to be defined before operationalisation. The sub-question is explanatory and should form a basis for learning. No reliable answer to the question can be given without addressing thoroughly the issue of causality.

Who is this study for? Intended users

The main target group of this evaluation is staff who work with development cooperation in fragile and conflict-affected states at the Ministry for Foreign Affairs, at embassies, and at Sida or FBA. The target group also includes people in civil society, as well as people who work with development effectiveness and governance of Swedish development assistance.

Implementation and methods

The main objective of the study is to provide grounded, rigorous, and elaborated responses to the evaluation questions. Tenderers are encouraged to let their expertise guide the choice of approach in answering the questions (including the design of the analytical framework, specific methodological approach, and delimitations). If needed, the evaluator(s) are given the opportunity to, in dialogue

with the study's reference group, somewhat refine or adjust the formulation of the evaluation questions after the award decision.

The study should focus on countries defined by the World bank as fragile or conflict-affected and that have received state building support from Sweden (e.g., Somalia, DRC, Iraq, South Sudan, Afghanistan, Syria, Palestine, Zimbabwe, Mali, Myanmar, Kosovo.) The period in focus is mainly 2009–2022. It is possible however to study projects that started earlier and/or later if they can contribute important lessons to the evaluation.

The area of study is frequently discussed based on partly indistinct or contested concepts such as state-building, peacebuilding, capacity development, fragile and conflict-affected states. The team that undertakes the study should therefore start with some conceptual work based on existing literature and research in the field. It is also necessary to, early in the process, consult previous research knowledge about capacity and state building in fragile and conflict-affected states. This serves to generate relevant hypotheses about what could promote or hinder these interventions.

The issue of causality should be analysed carefully. Scientific method(s) suited to this purpose must be employed to ensure valid and reliable findings and conclusions, and a high degree of transparency should be applied. Examples of evaluation designs that could be considered are case-based and theory-based approaches, such as theory-driven evaluation (Chen, 1990), contribution analysis (Mayne, 2012), process-tracing (Beach and Pedersen, 2013) or a combination of statistical and qualitative approaches. Choices regarding study design and specific methods should be carefully motivated.

An important challenge lies in the security situation in countries and the fact that the portfolio is geographically dispersed which could increase transaction costs. EBA endorses innovative methods such as remote data collection, the use of online tools, and secondary data, as well as the use of local researchers and previous evaluations and reports.

Potentially important (but probably not exhaustive) empirical material for the study includes written sources from Sida, the MFA and other Swedish and international actors in the form of, e.g., evaluations, final reports and previous research.

One possibility is to combine a focus on a smaller number (3-8) larger, typical, or most different long-term interventions for in-depth case studies. Proposals that include qualitative case studies should clearly describe principles and process of case selection.

After the signing of the contract, EBA will provide the author(s) with more detailed information about the contributions relevant for the study.

It is important that the study contributes to learning for key audiences. This underlines the importance of attempting to understand how and why results have been achieved or not, how contextual factors have played in and how conclusions relate to previous research and evaluations.

EBA works with 'dual independence'. This means that EBA independently defines what issues to explore and which studies to commission. The content and the conclusion of each report is, however, the responsibility of the author(s).

While there is no requirement for the main applicant to understand Swedish, the evaluation team should include someone with the ability to analyse documents written in Swedish.

For all studies, EBA sets up a reference group consisting of experts in the field of study (members are designated by EBA in dialogue with the authors). The overall purpose of the reference group is to strengthen the quality of the report. The group will be chaired by one of EBA's members. See also EBA's Policy and guidelines for quality assurance of studies (https://eba.se/en/policy-for-quality-assurance/).

The evaluator(s) shall deliver a report (in English) presenting the results from the study to be published in EBA report series. The length of the report should not exceed 22 000 words (about 45- 50 A4-pages), excluding annexes.

The evaluator(s) shall present the final report at a public dissemination event (details to be specified in consultation with EBA at a later stage).

Procurement procedure, budget, and timetable

The procedure will be a restricted procedure in two stages.[3] At both stages, tenderers are expected to disclose potential conflicts of interest pertaining to members in the evaluation team, as this may be a ground for exclusion of a proposal.[4]

First stage: Application to submit tenders

All suppliers have the right to submit a request to participate in response to this call (apply to submit tenders). EBA will invite five (5) suppliers to submit tenders.

Applications to submit tenders shall be registered at the tender portal Kommers Annons eLite www.kommersannons.se/elite, no later than 8 September 2023. The application shall contain:

1. CV of the principal investigator

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[3] The Public Procurement Act (2016:1145), chapter 6, section 3.
[4] We expect tenderers to give an account of members' potential conflicts of interest and to argue for why a certain condition will not constitute a conflict of interest.

2. A list of the principal investigator's most relevant publications (at most 5 studies from the last 10 years are to be listed)

3. Preliminary team (if more than one author), presented using at most 300 words.

4. Three full sample studies conducted by members of the proposed team. At least one shall have been authored by the principal investigator. Note that the studies should be sent in as files, not as links in a document.

Applicants are kindly asked not to submit any unsolicited material.

Selection of applicants to invite to submit tenders will be based on an assessment of the information provided against sub-criteria 1-5 of criterion 2 in Appendix 1 (at the end of this document). Since the proposed team is preliminary, main weight will be put on the principal investigator's experience and competence.

Suppliers must submit a self-declaration in the form of a European Single Procurement Document (ESPD) by filling in the tender form at www.kommersannons.se/elite. Please make sure enough time is allocated for completing the ESPD form when submitting the expression of interest.

Second stage: Submission of tenders

Selected suppliers are invited to submit a full proposal. The proposal shall be written in English and no longer than 10 pages. The proposal shall include a detailed presentation of study design, methods used and delimitations. Choices made shall be clearly justified. It is up to the tenderers themselves to choose the design and method of the evaluation. The proposal shall also include a presentation of the members of the evaluation team, a detailed schedule, clear allocation of time and tasks between the members of the group, and a budget (stated in SEK, including price per hour for each team member).

As appendices to the proposal shall be included: (i) CVs; (ii) at most three sample studies (reports or articles) carried out by members of the proposed team. At least one shall have been authored by the principal investigator. These studies may be the same as or different from the ones in the first stage.

The maximum cost for this study is SEK 1 800 000 excl. VAT. The budget shall be denominated in SEK. The budget shall enable four meetings with the study's reference group (see Implementation and methods) and participation at the launching event. The reference group will meet in Stockholm, but one or two meetings may be held virtually.

The proposal shall be registered at the tender portal Kommers Annons eLite www.kommersannons.se/elite, no later than 22 October 2023. Tenderers are advised to monitor the tender portal regularly, as it is not possible to guarantee the receipt of e-mails.

Proposals shall be valid until 31 December 2023.

Questions to EBA during the process

During the procurement process, EBA is not permitted to discuss documentation, tenders, evaluation or any such questions with tenderers in a way that benefits one or more tenderers. All questions shall be sent to the Questions and Answers function on the procurement portal Kommers Annons eLite, www.kommersannons.se/elite. Questions and answers to questions are published anonymously and simultaneously to everyone registered for the procurement.

Any questions related to the first stage may be posed until 29 August 2023.

Any questions related to the second stage may be posed until 6 October 2023.

Preliminary timetable

Last day to apply to submit tenders (first stage)	8 September 2023
Invitation to (5) suppliers to submit tenders	18 September 2023
Last day to submit full tender (second stage)	22 October 2023
Decision by EBA	8 November 2023
Contract signed	November 2023
First reference group meeting (inception phase)	December 2023
Reference group meeting (if needed)	
Draft report delivered	30 November 2024
Reference group meeting	December 2024
Final report delivered	March 2025
Reference group meeting	March/April 2024
Decision by EBA	April/May 2025
Launch event	June/August 2025

Selection of proposals in the second stage

An assessment group comprising members of EBA will assess proposals received based on the relationship between price and quality. The following criteria will be used when assessing proposals received:

1. Quality of proposal, in terms of design, methods and plan for implementation (weight: 50 per cent).

2. Experiences and qualifications of team members in the areas of interest (weight: 40 per cent).

3. Cost (weight: 10 per cent).

See Appendix 1 at the end of this document for the factors that will be considered under each of these three criteria. The assessment of each proposal will be based on the material submitted by the tenderer by the end of the bidding period.

Confidentiality

After the communication of EBA's selection, all submitted proposals will become official documents, meaning that the Swedish principle of public access to official records applies. Sentences, sections, or paragraphs in a document may be masked in the public version if "good reasons" (thorough motivations in terms of causing economic damage to the company) can be provided and deemed valid. The tenderers are fully responsible for making their claims of confidentiality.

About the Expert Group for Aid Studies (EBA)

The Expert Group for Aid Studies (EBA) is a government committee mandated to evaluate and analyse the direction, governance, and implementation of Sweden's official development assistance. The aim is to contribute to an efficient implementation of well-designed aid. EBA focuses primarily on overarching issues within Swedish development assistance, not on individual projects. EBA consists of an expert group of eight members and a secretariat placed in Stockholm.

In 2023 the Expert Group consists of: Torbjörn Becker (chair), Julia Schalk (vice chair), Kim Forss, Torgny Holmgren, Staffan I. Lindberg, Malin Oud, Anders Pedersen and Andreas Wladis.

References

Brinkerhoff, D.W. (2007), *Capacity Development in Fragile States.* Discussion Paper 58D, ECDPM.

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Rothstein, B. and M. Tannenberg (2015), *Making development work: the quality of government approach*, The Expert Group for Aid Studies (EBA), Sweden.

Government of Sweden (2016), Policy framework for Swedish development cooperation and humanitarian assistance Government Communication 2016/17:60

ISE (2019), Lesson from Peacebuilding and reconstruction experience. Strategies for Recovery in the Middle East and North Africa, The institute for State Effectiveness, 2019.

Appendix 1 – Assessment criteria

Criteria	1. Quality of proposal in terms of design, methods and plan for implementation. (Weight: 50 per cent)	2. Experiences and qualifications of team members in the areas of interest. (Weight: 40 per cent)	3. Cost. (Weight: 10 per cent)
Scale	Criteria 1 and 2 are graded on a scale of 0–5 where: 5=Extraordinary or exceeds all expectation; 4=Very good; 3=Good; 2=Fair, reasonable, in line with what can be expected; 1=Sub-standard; 0=Not applicable/not possible to assess. Sub-criteria are assessed in falling importance according to number but are not graded numerically.		Continuous grade [0,5] as a share of the lowest bid offer, where the lowest bid is graded 5.
	Each criterion is finally weighted (0.50*Criterion 1+ 0,40*Criterion 2 + 0,10*Criterion 3) to obtain a total grade in the interval [0, 5].		
Specifications *(numbered in order of importance)*	1. Does the study design, i.e. suggested methodological approach and plan for implementation, make it possible to fulfil the study's purpose?* 2. Have the approach and method(s) been described in a specific and transparent manner? 3. Have important or pertinent limitations with the method been described and discussed clearly? 4. Will the study design enable conclusions that can be expected to form the basis of use, learning and reflection among the study's target groups? 5. Does the proposal have a thorough and realistic workplan and timeline? * An overall assessment that the evaluation is feasible to implement and that it can be implemented without any ethical breaches occurring is presupposed. While such an appraisal is required, it is not included as a separate sub-criterion.	The team participants' experience of:* 1. Fragile and conflict-affected states (worked in, research in/about) 2. Capacity development and state building (especially in fragile and conflict-affected situations) 3. Advanced research or evaluation methodology. 4. Quality of the studies attached to the proposal. 5. Academic merits of the team members. 6. The team members' engagement in the evaluation as specified in the proposal's work and time plan and as shares of proposed budget. * Sufficient language skills in relation to the needs of the assignment are required to be shown and are therefore not specified as a separate sub-criterion.	Total price in SEK (VAT excl.)

Appendix 2- Portfolio Analysis

Summary

This document is a brief **portfolio analysis of Sweden's work with statebuilding in Fragile and Conflict Affected countries in the period 2009 - 2021**. The mapping is based on data reported by Swedish government authorities to the OECD, as part of the Credit Reporting System (OECD CRS), with 2021 being the last year for which data is available. Based on the steps described in the Methodology section, a total of 915 relevant contributions, representing 287 unique projects, have been identified. To note is that Afghanistan was not included in the mapping exercise, as the OECD CRS data for Afghanistan does not include narrative descriptions of the projects implemented; narrative descriptions being the method of identifying potentially relevant contributions.[5]

The mapping exercise was undertaken using an understanding of statebuilding as interventions that worked with "*strengthening state capacities and service delivery*". This was operationalised with capacity development conceptualised as the development of ability through the provision of technical assistance in various forms (e.g., workshops, support for policy development, peer-to-peer coaching, etc.), excluding narrowly material modalities, such as core support to a government entity, stand-alone provision of new hardware, or the construction of a government premises (although many would argue these interventions could also constitute the strengthening of state capacity).

The mapping finds that the statebuilding portfolio steadily grew over the period, plateauing in 2018, with most projects implemented in Sub-Saharan Africa – Liberia and Somalia being the two largest recipients of statebuilding projects. Outside of the region, both Kosovo and the West Bank and Gaza Strip are the largest recipients of statebuilding support. Multilateral organisations make up a substantive number of partner organisations, with the World Bank and UNDP being the two most frequently recorded implementing partners. Swedish government agencies are also active in the provision of statebuilding support, however, as are international NGOs.

Descriptive analysis

Geographic focus

The two largest recipients of statebuilding interventions, in regard to both the total value and frequency of projects, are Somalia and Liberia, with over 400 million USD disbursed in the period for interventions that strengthen state institutions in both countries.

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[5] Note that activity reporting is not uniform, and many projects have multiple entries, both across several years but also within years. This is particularly the case with regional projects, with disbursement figures often spread across countries that the project operates in. To identify unique projects, the mapping therefore looked at the Project Title. Where this was the same (or very similar) the disbursement figures (and other data) were merged to produce a single 'project' entry. However, each contribution represents a unique entry into the OECD CRS dataset.

Table 1. Project disbursements (USD), by country

Country (Top 10 by value)	Project disbursement, USD (Deflated)
Somalia	274,722,001
Liberia	134,848,403
West Bank and Gaza Strip	94,358,993
Kosovo	76,830,545
Mali	69,095,795
Zimbabwe	65,352,722
Mozambique	55,895,553
Myanmar	53,700,055
South Sudan	47,505,492
Democratic Republic of the Congo	43,694,639

Chart 1. Frequency of projects, by country (heat map)

Frequency of projects

Frequency of projects

38

1
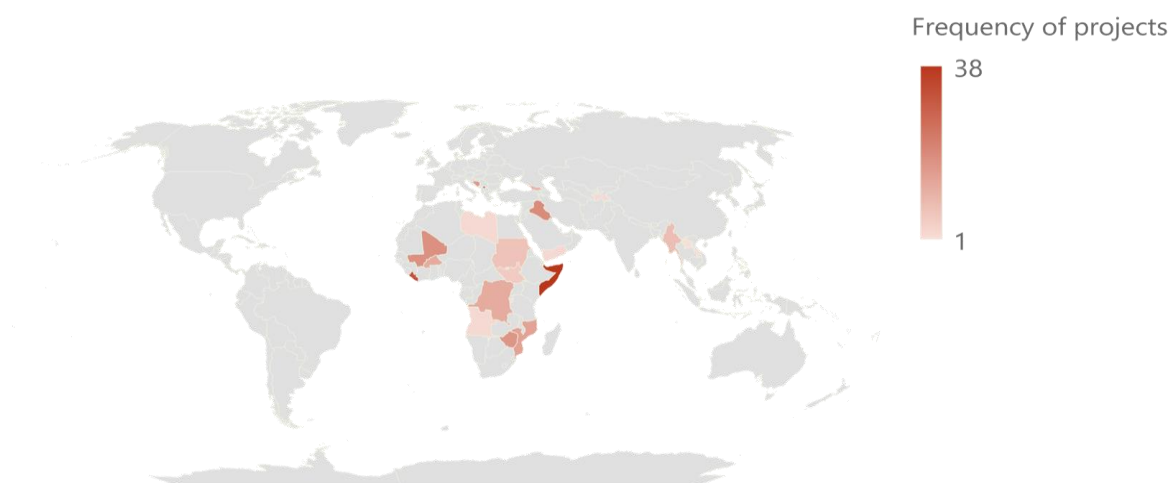
Powered by Bing
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Note: corresponding table presented Table 2

Table 2. Frequency of projects, by country

Countries	Frequency of projects
Somalia	38
Liberia	32
Kosovo	29
West Bank and Gaza Strip	24
Iraq	19
Mali	18
Zimbabwe	17
Bosnia and Herzegovina	16
Mozambique	14
Burkina Faso	12
Democratic Republic of the Congo	12
Georgia	10
Myanmar	8
Sudan	7
South Sudan	5
Timor-Leste	4
Haiti	3
Multi	3
Angola	2
Libya	2
Tajikistan	2
Yemen	2
Burundi	1
Lao People's Democratic Republic	1
Myanmar and Laos	1

Correspondingly, most statebuilding interventions are concentrated in Sub-Saharan Africa, both by the total value of projects and total number. Nearly three quarters (71%) of total disbursements by Sweden for statebuilding projects were concentrated to the region, with 57% of projects implemented occurring in Sub-Saharan Africa. This is perhaps not surprising as most Fragile and Conflict Affected states in the period feature in Sub-Saharan Africa.

Table 3. Project disbursements and frequency, by region

Region	USD, Deflated	Frequency of projects
South of Sahara	740,186,017	164
Middle East	140,666,686	46
Europe	87,149,031	45
South & Central Asia	67,327,730	21
Far East Asia	3,485,300	5
Caribbean & Central America	930,897	3
North of Sahara	491,517	2
(blank)	1,032,388	1
Total	1,041,269,567	287

After Sub-Saharan Africa, the two most frequently recorded regions of support (both in terms of value and project frequency) were the Middle East and Europe, respectively. This is primarily driven by projects in the West Bank and Gaza Strip, as well as projects in Kosovo, where heavy expenditure by Sweden is recorded in the period. Iraq and Bosnia and Herzegovina also record a substantive number of projects during the period.

Lastly, the distribution of statebuilding projects regarding both project value and project frequency tend to be concentrated to Least Developed Countries and low-income countries, as classified by the OECD.

Table 4. Project disbursements and frequency, by country income status

Income Group	Frequency of projects	Value, USD
LDCs	166	735,565,384
LMICs	65	184,817,213
Other LICs	38	68,557,963
UMICs	18	52,329,007
Total	287	1,041,269,567

Project partners

Multilateral organisations make up the largest share of implementing partner type, both in project value and project frequency, with over 100 projects implemented during the period with multilateral organisations. Interventions by Swedish government agencies and international NGOs also make up a large share of projects by project value and frequency.

Table 5. Project disbursements, by organisation type (Top 10)

Organisation Type (Top 10)	Value, USD
Multilateral Organisations	589,113,322
International NGO	121,581,778
Swedish Government Agency	90,310,490
Consulting Company	81,972,308
Recipient Government	65,030,172
Donor country-based NGO	32,581,317
Developing country-based NGO	14,793,180
University, college or other teaching institution, research institute or think-tank	12,340,554
Other / Missing	9,584,849
European Union Institutions	7,096,425

Table 6. Frequency of projects, by organisation type (Top 10)

Organisation Type (Top 10)	Frequency of projects
Multilateral Organisations	106
Swedish Government Agency	45
International NGO	34
Recipient Government	32
Donor country-based NGO	12
Developing country-based NGO	11
Other / Missing	11
Consulting Company	9
University, college or other teaching institution, research institute or think-tank	9
Donor Government	6

This preponderance of multilateral organisations is reflected in the choice of financing partners; when examining the top 10 organisation that Sweden finances, the UNDP and World Bank emerge as clear frontrunners, with nearly a third of disbursements in the period (32.8%) made to these two organisations alone. Looking at Swedish government agencies, Statistics Sweden implemented 11 statebuilding projects in the period, while the Swedish National Audit Office and Swedish Tax Agency implemented 5 projects apiece.

Table 7. Frequency of projects, by organisation (Top 10)

Organisations	Frequency
UNDP	42
The World Bank	17
Recipient Government	12
Statistics Sweden	11
International NGO	6
Oxfam	6
Diakonia	5
Swedish National Audit Office	5
Swedish Tax Agency	5
Government of Mozambique	4

Table 8. Value of projects, by organisation (Top 10)

Organisation	Value, USD (Deflated)
UNDP	203,292,696
The World Bank	139,506,016
UNICEF	71,712,966
Other / Missing	60,094,187
The Swedish Police	47,168,408
UNOPS	39,887,892
Crown Agents Services Ltd	39,231,651
Oxfam	27,830,292
Save the Children	23,922,902
FCG Sweden / Hifab	22,386,263
UNFPA	21,741,555

Project sector

In regard to the sector focus of projects (classifications according to the OECD), looking at the coding of the underpinning CRS Data, the majority of expenditure is shared across four sectors: Government & Civil Society-general; Other Multisector; Conflict, Peace & Security, and Basic Health.

Table 9. Value of projects, by sector (Top 15)

Sector, OECD CRS Classification (Top 15)	Value, M USD
I.5.a. Government & Civil Society-general	353.28
IV.2. Other Multisector	191.92
I.5.b. Conflict, Peace & Security	127.77
I.2.b. Basic Health	121.91
I.3. Population Policies/Programmes & Reproductive Health	49.09
I.6. Other Social Infrastructure & Services	45.54
I.4. Water Supply & Sanitation	23.99
IV.1. General Environment Protection	23.84
II.1. Transport & Storage	22.57
II.4. Banking & Financial Services	13.05
VIII.2. Reconstruction Relief & Rehabilitation	12.21
III.1.a. Agriculture	11.53
III.1.b. Forestry	11.43
II.3.a. Energy Policy	6.47
III.3.a. Trade Policies & Regulations	6.40

Looking at the purpose codes, which provide a more granular breakdown of the sector- level data into various types of activities within the sector, we can see that 'Basic health care', 'multi-sector aid' and 'public sector policy and administrative management' figure prominently in the data. In general, the Top 15 purpose codes focus on sectors that might be typically perceived as relevant to statebuilding – for example, PFM, elections, Rule of Law reform, etc.

Table 10. Value of projects, by purpose (Top 15)

Purpose Code, by Value (OECD CRS) Top 15	Value, M USD Deflated
Basic health care	114.22
Multisector aid	108.81
Public sector policy and administrative management	95.27
Democratic participation and civil society	93.00
Urban development and management	74.79
Participation in international peacekeeping operations	68.45
Civilian peace-building, conflict prevention and resolution	50.47
Reproductive health care	45.60
Public finance management (PFM)	41.73
Human rights	34.50
Legal and judicial development	24.08
Elections	23.92
Environmental policy and administrative management	23.46
Decentralisation and support to subnational government	22.81
Road transport	22.33

Project distribution

Table 11. Project value and contribution frequency, by year

Year	Frequency of contributions	Value of disbursements, M USD Deflated
2009	22	23.69
2010	49	46.54
2011	39	38.92
2012	57	44.20
2013	44	56.27
2014	51	54.84
2015	50	32.75
2016	57	92.52
2017	48	89.07
2018	81	150.99
2019	74	130.98
2020	124	137.69
2021	151	140.98
Total	847	1,039.42

Looking at the distribution of contributions by both disbursement value and frequency over the period (using the underpinning OECD CRS Data), we can see that over the period the size of the Swedish statebuilding portfolio increases considerably as time progresses, both regarding size and contribution frequency. This trend in the data may, however, be driven by more detailed and comprehensive reporting by Swedish government agencies to the OECD. In the last four years of the data (2018-2021), the total value of the portfolio seems to plateau whilst the frequency of contributions increases. This might suggest the proliferation of either larger, regional projects, or multiple, smaller bilateral projects.

Lastly, the average size of a statebuilding project in the period was 3.6million USD, while the median size of a project was 1.284million USD.

Methodology

Identifying contributions

As noted earlier, the mapping exercise was undertaken using OECD CRS Data for 2009 to 2021, the last year for which data was available for Sweden. The dataset was then limited to country-years where the country was described as a Fragile or Conflict-Affected state by the World Bank, using historical data on the List of Fragile and Conflict-affected Situations available on the World Bank website.[6] While some countries (e.g. Somalia) were described as either fragile or conflict-affected during the entire period, others were only listed as fragile or conflict-affected during a subset of the years in the period (e.g. Cameroon). This entails that not all projects included in the mapping were necessarily implemented in a fragile or conflict-affected in the country for their entire period of implementation, but rather the country may have been fragile or conflict-affected during a limited

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[6] FCSList-FY06toFY22.pdf (worldbank.org)

period of implementation. Similarly, the mapping includes projects that were commenced before the period or implemented after the period, or are even ongoing. However, so long as it was implemented at some point in the period 2009 – 2021 and reported to the OECD it has been considered.

The mapping exercise was undertaken using an understanding of statebuilding as interventions that work with "strengthening state capacities and service delivery". This was operationalised to quite a narrow understanding of capacity, with capacity development conceptualised as the development of ability through the provision of technical assistance in various forms (e.g., workshops, support for policy development, peer-to-peer coaching, etc.), excluding narrowly material modalities, such as core support to a government entity, stand-alone provision of new hardware, or the construction of a government premises (although many would argue these interventions could also constitute the strengthening ofstate capacity). In applying this understanding to identify relevant projects, it considered statebuilding initiatives at all levels of government – i.e. central level, municipal, district, etc. Relatedly, it considered statebuilding initiatives within all sectors – for example, in health, agriculture, elections, and so on – so long as the project related to improving state capacity or service delivery in the given area.

Using the 'long description' in the OECD CRS data, which is a narrative description of the intervention ranging from a few sentences to a few paragraphs, some 15,000+ contributions implemented in fragile and conflict affected countries in the period were scanned for keywords related to statebuilding. For contributions with the keyword in question, the long description was read to determine whether the intervention should be understood as statebuilding or not.

The following keywords were used: Ministry, Agency, Authority, Institution, Municipal, Commission, Sector reform, Public Sector, Office of the, PFM, IFMIS, Public Financial Management, Policy Framework, Public administrat, Public policy, Parliament, Performance improvement, Performance management, Local authorit, Local govern, National authorit, State capacity, Government authorities, Ombud, Technical Assistance, Decentrali, Statistics Sweden, Swedish Environmental Protection Agency, Swedish Chemicals Agency, Swedish Tax Agency, Constitution, Governance, Statebuilding, State- building, State building, Government, Service delivery, Civil serv and Officials.

Limitations

Firstly, the portfolio mapping is based OECD CRS Data, which is in turn based on project reporting by staff at Swedish government authorities. Contributions working towards statebuilding where relevant information was not included in the 'long description' were possibly not captured in the mapping. Similarly, if statebuilding activities were described using words that were not searched for, they were not considered for inclusion the mapping. Lastly, Sida does not provide the long description of activities in Afghanistan over the period. For this reason, the mapping exercise precludes Afghanistan – despite the fact that several notable statebuilding activities (particularly the World Bank's ARTF programme) were funded by Sweden in Afghanistan during the period.

Secondly, within the OECD CRS Data, typically multiple entries can relate to a singular project, with each year of implementation representing a separate entry, and multifaceted projects often having multiple entries within a single year. The 'long description' of these entries tends to be the same, or very similar, and can be used as a means of determining which contributions are collectively a 'project'. By merging these entries and their disbursement value together, the total number of projects implemented, and their average value and duration, has been calculated. However, it's possible that Swedish government authorities may conceptualise a project in a different manner.

For the sake of utility, the mapping has sought to provide each cohesive project with a sector, purpose, actor name and actor type. These are, however, the result of imperfect judgement calls as often projects will have multiple entries in the data, with different sectors, channels (implementing partners) and purposes reported across and within years. For example, in an intervention where 15 entries have been coded as 'agriculture' and 5 have been coded as 'business policy', the mapping has opted to label the project 'agriculture'. While this provides practical utility for readers, it also entails that the mapping is indicative rather than factual. For this reason, we encourage readers to consider the OECD CRS, which is quality assured and approved by Swedish authorities, in addition to the mapping. In line with this, in the portfolio analysis above, the Purpose and Sector figures presented are based on the underpinning OECD CRS Data, rather than the mapping data that has been constructed.

Lastly, regarding the calculation of project values: the value of projects has been calculated based on the value of reported disbursements during the period, which may be different from the total value of disbursements made by Swedish government authorities. It is possible that some disbursements may not have been reported in the period, and certain that for many projects some disbursements will have occurred outside the examined period.