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Sida Decentralised Evaluation

NIRAS Sweden AB

# Evaluation of the Swedish Resource Base

Final Report

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**Final Report  
August 2020**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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# Abbreviations and Acronyms

|            |                                                                                                                                 |
|------------|---------------------------------------------------------------------------------------------------------------------------------|
| AD         | Administrator level (EU)                                                                                                        |
| AMR        | Antimicrobial Resistance                                                                                                        |
| BAE/BBE    | Bilateral Associate Expert                                                                                                      |
| B4D        | Business for Development                                                                                                        |
| CAPDEV     | Unit for Capacity Development, Department for Partnerships and Innovations, Sida                                                |
| CAST       | Contract Agents Selection Tool (EU)                                                                                             |
| CSO        | Civil Society Organisation                                                                                                      |
| DAC        | Development Assistance Committee                                                                                                |
| DEVCO      | EU Directorate-General for International Cooperation and Development                                                            |
| EUROSTAT   | EU Directorates-General for EUROSTAT                                                                                            |
| DRC        | Democratic Republic of the Congo                                                                                                |
| EC         | European Commission                                                                                                             |
| ECHO       | European Civil Protection and Humanitarian Aid Operations, EU                                                                   |
| EEAS       | European External Action Service                                                                                                |
| EPSO       | European Personnel Selection Office                                                                                             |
| EI         | Emotional Intelligence                                                                                                          |
| EQ         | Evaluation Question                                                                                                             |
| EU         | European Union                                                                                                                  |
| EU COM     | European Union Communications                                                                                                   |
| FAO        | United Nations Food and Agricultural Organization                                                                               |
| FBA        | Folke Bernadotte Academy                                                                                                        |
| FUF        | Association for Development Issues/Föreningen för Utvecklingsfrågor                                                             |
| GDPR       | General Data Protection Regulation                                                                                              |
| HRBA       | Human Rights Based Approach                                                                                                     |
| HR         | Human Resources                                                                                                                 |
| HR-KOMPFOR | Department for Human Resources and Communication, Sida                                                                          |
| HQ         | Headquarters                                                                                                                    |
| ICT4D      | Information Technology and Communication for Development                                                                        |
| IPPF       | International Planned Parenthood Foundation                                                                                     |
| JED        | Junior Expert in Delegation (precursor to JPD, but higher level).                                                               |
| JPD        | Junior Professionals in EU Delegations                                                                                          |
| JPO        | UN Junior Professional Officer Programme                                                                                        |
| KAPAME     | Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development (2018-2022) |
| LP         | Linnaeus Palme Programme                                                                                                        |

## ABBREVIATIONS AND ACRONYMS

|          |                                                                                       |
|----------|---------------------------------------------------------------------------------------|
| MFA      | Ministry for Foreign Affairs, Sweden                                                  |
| MFS      | Minor Field Study Programme                                                           |
| MSB      | Swedish Civil Contingencies Agency                                                    |
| MSS      | Multilateral Senior Secondment                                                        |
| MULTI    | Unit for Multilateral Support, Sida                                                   |
| NE       | National Expert Programme                                                             |
| NEAR     | EU Commission's Directorate-General for European Neighbourhood Policy and Enlargement |
| NLP      | Natural Language Processing                                                           |
| OECD     | Organization for Economic Co-operation and Development                                |
| PRA      | Praktikant (traineeship) Programme                                                    |
| RC       | Resident Coordinator                                                                  |
| SARC     | Special Assistant to the Resident Coordinator                                         |
| SDG      | Sustainable Development Goal                                                          |
| SDP      | Specialist Development Programme                                                      |
| SKL      | Swedish Association of Local Authorities Regions                                      |
| SLU      | Swedish University of Agricultural Sciences                                           |
| SPF      | Sida Partnership Forum                                                                |
| SRHR     | <i>Sexual and Reproductive Health and Rights</i>                                      |
| ToR      | Terms of Reference                                                                    |
| UHR      | The Swedish Council for Higher Education                                              |
| UN       | United Nations                                                                        |
| UN JPOSC | United Nations Development Programme Junior Professional Officer Service Centre       |
| UNDP     | United Nations Development Programme                                                  |
| UNESCO   | United Nations Educational, Science and Cultural Organization                         |
| UNFPA    | United Nations Population Fund                                                        |
| UNHCR    | United Nations Refugee Agency                                                         |
| UNICEF   | United Nations Children's Fund                                                        |
| UNSCC    | United Nations System Staff College                                                   |
| UNYV     | United Nations Youth Volunteers Programme                                             |

# Preface

The Swedish International Development Cooperation Agency (Sida) commissioned this Evaluation of the Swedish Resource Base Programmes through Sida's Framework Agreement for Reviews and Evaluations with NIRAS.

The evaluation was undertaken between June 2019 and May 2020.

The independent evaluation team consisted of:

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The project manager at NIRAS, Emelie Pellby, was responsible for ensuring compliance with quality assurance throughout the process, as well as providing backstopping and coordination. Niels Dabelstein was Quality Assurance Advisor for this evaluation. Kamlita Reddy copyedited the report.

The team would like to extend its sincerest thanks to the many stakeholders who contributed with information, insights, and ideas throughout the evaluation process through interviews, discussions, workshops and surveys. This includes staff at Sida, the government offices, UHR, and Sida's partner organisations. We also would like to express special gratitude to former participants of the resource base programmes who have invested time and interest in the evaluation.



# Executive Summary

## Introduction

Under the Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development (KAPAME), Sida funds 11 different programmes focused on developing the Swedish resource base in relation to international development cooperation. This includes four steppingstone programmes for students and individuals at entry level to the labour market, five young-to-mid professional level programmes, and two secondment programmes. These are listed below:

| Level          | Programme                                                                                           | Ownership    |
|----------------|-----------------------------------------------------------------------------------------------------|--------------|
| Stepping stone | UN Youth Volunteers – UNYV                                                                          | Multilateral |
|                | Junior Professionals in Delegations – JPD                                                           | EU           |
|                | Minor Field Studies – MFS                                                                           | Swedish      |
|                | Praktikant (traineeship) programme – PRA                                                            | Swedish      |
| Professional   | Junior Professional Officers – JPO                                                                  | Multilateral |
|                | Special Assistant to the Resident Coordinator – SARC                                                | Multilateral |
|                | Specialist Development Program – SDP                                                                | Multilateral |
|                | Bilateral Associate Experts – BBE                                                                   | Swedish      |
|                | Linnaeus-Palme – LP                                                                                 | Swedish      |
| Senior         | Senior secondment programme to multilateral organisations – MSS                                     | Swedish      |
|                | National Expert secondment programme to the European Commission and European External Services – NE | EU           |

This evaluation was conducted between June 2019 and May 2020. The purpose is to provide Sida with inputs and recommendations for strategic development of new programmes to meet the objectives of KAPAME. It is framed by three overarching questions:

1. To what extent are the programme objectives, theory of change, and results relevant to KAPAME? (*relevance*)
2. What results have each programme achieved? (*effectiveness*)
3. How are the programmes managed and what would be needed to better fulfil KAPAME? (*efficiency*)

The evaluation is based on data from 100 interviews; a web-based survey of the Swedish resource base with around 400 respondents; electronic SWOT workshops with participatory validation; quantitative financial analysis; and review of over 100 documents. Special focus was given to the MSS and BBE programmes.

The following summarises the findings of the evaluation in relation to effectiveness, relevance, and efficiency.

### Results of the programmes

The evidence shows that the seven resource base programmes aiming to **increase the number of Swedes in the multilateral system** are effective. These programmes open the door and prepare professionals for a future career in the organisations. Having multilateral programmes at four different levels provides solid approach to increasing number of Swedes in the system.

With regard to increasing the number of Swedes qualified for special higher-level multilateral assignments, the MSS programme has the potential to provide senior Swedes in the public sector with experience that prepares them to take on such work.

Increasing the number of Swedes in EU development cooperation positions has also seen some success. The JPD programme has led to Swedes continuing their careers within the EU. However, the total number of Swedes working with development cooperation in the EU system is extremely low; and the number of JPDs recruited are fairly few compared the UN programmes. Furthermore, the EU is not as well known among Swedes as a development cooperation actor. Nevertheless, there are opportunities to collaborate closer with the Swedish representation in Brussels and UHR regarding increasing the number of Swedes to pass the concours and obtain positions the EU.

Sida strives to place its professional and MSS participants in strategically identified organisations and positions to promote Swedish policy. There is **evidence of influence leading to change** – particularly in relation to gender equality, human rights, sexual and reproductive health rights (SRHR), and results-based management. While more impressive effects can be achieved with senior seconded staff, even young professionals report that they are able to spread knowledge about Swedish development cooperation objectives and priorities. Given that the opportunities to influence seem to exist at all levels, providing pre-deployment and mid-term training is useful and effective when of decent quality. There is, nevertheless, scope to enhance influence further by applying a more strategic approach. Both MSS and NE secondees see opportunities for strategic interaction that could advance Swedish development agendas, but which are being missed.

There is evidence that programme participants in some cases **contribute to organisational changes and/or changes on the ground** in developing countries through their deployments. The secondment and professional programmes have been involved in change processes related to UN reform; youth/SRHR; gender equality and human rights-based approaches; anti-microbial resistance; environmental management; universal child benefits system; refugee response; private sector development; and development financing. In some cases, The LP programme has led to sustained north-south institutional partnerships and collaboration.

Most recipient **organisations are positive about Swedish placements**. Multilateral secondees have also been much appreciated by their recipient organisations – particularly for their donor knowledge and, in some cases, for their specialised technical expertise. Supervisors from the European Commission have written glowing reports about Swedish participants. Not every placement and scholarship is successful, which is to be expected, but a few may even have had a negative effect.

Since the untying of development aid, there are fewer opportunities for Swedes to engage in *Swedish* development cooperation activities, making the resource programmes even more important for gaining experience and advancing an international development career.

All 11 programmes have had positive or very **positive effects on the career development** of most participants. Participating in the professional level programmes has clearly propelled the careers of several participants into development cooperation. The steppingstone programmes have succeeded in attracting participants to pursue work in development, although not all have found opportunities afterwards. The MFS programme, in particular, has offered the taste of development work to many young Swedes for five decades and thus served as a key gateway to a career in international development cooperation. Similarly, the secondments have resulted in concrete personal development and much-improved understanding and insight of the UN system and the EU.

#### **Relevance and effectiveness in relation to organisational-level learning**

The resource base programmes focus on individuals gaining competences, but a lynchpin assumption in the underlying theory of change is that these individuals share the knowledge and skills gained. KAPAME highlights learning and the use of learning in its key objectives. Learning is important to ensure a dynamic and up-to-date resource base.

Promoting institutional learning, exchange, and knowledge-sharing is the weakest aspect of the resource base programmes. This was already known, yet there has been no overall approach to promote learning and exchange, instead efforts have been piecemeal and rather limited. At best the overall “non-strategy” has been to hope that over time the former participants will make general use of their new knowledge and skills in their future work.

While there is strong motivation among current and past participants to share knowledge, there has been a lack of demand for information from Sida and stakeholders within the Government Offices. This is particularly apparent for the secondment programmes, even though secondees possess pertinent and strategic information, and KAPAME expressly raises the importance of secondees bringing back their competence and experience to their seconding organisation. The low

demand appears to come from insufficient time, interest, and value placed on learning and networking.

There are actions that the programmes can undertake to strengthen feedback processes and organisational learning. However, comprehensive and systemwide organisational learning is beyond the control of the programmes, or even top management at Sida: effective networking, knowledge-sharing, and learning processes within the Swedish resource base would require that public agencies and the Government Offices all embrace and concretely implement KAPAME's objective of enhanced learning. In such an endeavour, MFA would have a central role.

Senior management at Sida, MFA and the Government Offices need to show strong **commitment** (through concrete action) to strengthening the resource base via the resource base programmes. Top management need to instil a systems vision of the programmes as being connected to the larger picture and longer-term goals. Second, the knowledge and experience of participants must be valued and prioritised by all levels of management and drawing on them must be perceived as good practice. This will require that management at Sida and beyond promote a strengthened **culture of learning** in the coming years – one that promotes networking, information sharing, and the recognition and use of internal expertise. **Incentive structures and systems for accountability** regarding learning and networking are also needed – for instance, activities such as networking and knowledge exchanges with secondees and other programme participants could be included in job descriptions.

**Concrete actions** that Sida, with MFA, can undertake to improve intra and inter-organisational learning from former participants of the resource base programmes include: improved homecoming processes for participants; informal networks to exchange information and reflections on a specific agency or topic, for instance, SPF could host more virtual and physical thematic events that draw on former and current resource base participants; and associations like the Swedish UN Association and FUF could serve as nodes for interaction among former participants and other Swedes employed by the UN and EU systems. These associations could potentially host alumni organisations, and organise events that draw on the knowledge of these professionals as well as strengthen their networking.

Learning and exchange involves spending a **greater proportion of administrative funds**. Some efforts to promote learning and networking could be outsourced. Most of the learning within Sida requires human resources and time. The current levels of administrative resources available for the resource base programmes at Sida are not sufficient to allow for improving learning efforts and maintaining them.

#### **Relevance to promoting mutuality**

Mutuality in the form of exchange is not a strong characteristic of the resource base programme portfolio. The LP programme is the only programme that focuses on two-way mutual exchange. There is, nonetheless, scope to redesign the PRA programme

as an exchange programme, bringing trainees from developing countries to Sweden. Adding this component is likely to make the programme more relevant to all parties. There are opportunities to promote exchange in the MFS programme by ensuring that a partner institution of the student's university serves as a "host," and by requiring that MFS participants debrief in the form of, for instance, a seminar.

### **Relevance to involving more Swedish actors**

KAPAME places explicit emphasis on involving and drawing upon Swedish actors. Currently, LP is the only programme that focuses on institutional partnerships. Although they are personnel-based programmes, the MSS, NE and PRA programmes do involve and draw upon different Swedish actors, but the scope is relatively limited to a few government agencies/ministries and 15 framework CSOs. Most of the programmes have improved their outreach to promote additional applicants from more varied groups, particularly among the professional programmes, although further improvements could be made.

KAPAME also stipulates that Sida should "increase the range of Swedish actors" in the EU and the multilateral system and these people should serve as a point of entry for contact for Swedish agencies, institutions, or organisations. This demand is not compatible with the rules that govern the EU and the multilaterals.

KAPAME further sets forth that Sida contributes to creating better *conditions* for more Swedish actors to participate in Swedish development cooperation. To know what conditions to create would require Sida to have a sound understanding and solid overview of what resource base actors need. Although staff at CAPDEV has been trying to work towards this, such an overview does not currently exist. Acquiring it would entail broad consultations with actor groups, analyses, and resources.

In determining what interventions Sida should undertake to strengthen the Swedish resource base, it is essential for Sida to consider the underlying theory of change – will the expected future benefit be of sufficient value to the overall long-term Swedish development cooperation effort?

Among the actors that are not currently represented in the resource base programmes are municipalities, labour unions, and the private sector (including consulting companies). These actors are, nevertheless, involved in other development cooperation initiatives such as International Training Programmes (ITP), public-private sector development projects, and institutional partnering, and twinning arrangements. Rather than designing new resource base programmes to capture Swedish actors already engaged in development cooperation, one way forward would be to integrate resource base objectives into these types of programmes.

### **Managing programmes efficiently**

The resource base programmes are highly human resource intensive with a greater volume of contributions, individual contracts, personnel management, and training

sessions compared to most Sida-financed initiatives. Generally, the programmes are **efficiently managed**, but there is some scope for improvements.

The **administrative costs at Sida** as a percentage of disbursements have been reduced by half in recent years. Staff at Sida are doing more with less and are overburdened. Resources are limited for monitoring outcomes, promoting learning, and developing robust new programmes. Nonetheless, UHR is comparatively well staffed for the resource base programmes it manages, and has the capacity to scale up its operations should the demand arise. Its organisational effectiveness – particularly from a planning perspective – has been negatively affected by having to manage one-year agreements of fluctuating size with Sida.

Many of the programmes date back decades, but Sida and UHR have been learning along the way and have continually worked to improve the quality and efficiency of the programmes, which has **generally kept them fresh**. Among the new programmes, MSS is hitting its stride. The combined management of Sida/MULTI and Sida/HR-COMPFOR has been a strength, and there are now clear roles and routines in place. The programme has had the advantage of building on Sweden's long and well-established relations with the UN. UNYV is still too young to assess. Sida is also developing new programmes with UNV, focusing on specific groups (including midwives and people with disabilities).

The **BBE programme** has had the advantage of being flexible, and thus able to address new priorities and approaches that emerge within Sida. To ensure that the programme is effective in building capacity among young Swedish professionals, it should focus on partner organisations that have the capacity, experience and procedures to receive young professionals. In the past the programme has been used to fill Sida's own capacity gaps at its embassies/representations. This is not in line with Sida's own rules for use of operational funds and it calls into question whether Sida needs to set up its own internal young professional programme.

Although collaboration has been fairly close between Sida/CAPDEV, Sida/SPF, and to a lesser extent Sida/MULTI, the programmes are generally managed as silos. There is scope to share more between programmes. Regarding secondments, there are also **opportunities to learn from, and exchange** experience and strategies with, other parts of the Swedish government system.

**Following up on outcomes** is challenging for all programmes. While there have been some useful ad hoc evaluations and surveys undertaken, except for JPOSC's survey of JPOs administered six months after deployment, there is no systematic post-participation follow-up undertaken. There are, thus, opportunities for improvements.

Both Sida and UHR have **defined clear roles and responsibilities** for the different programmes within the respective organisations. Routines have been developed with flow schemes that are mostly followed. Although more needs to be done, outreach to

promote more applicants from more varied groups has improved in most programmes. This is particularly the case among the professional programmes.

**SPF's role** in the resource base programmes has become more substantive. It is a valuable resource for deployment preparation and follow-up events – both in terms of training/networking content and approaches, as well as logistics, facilities, and administration. It would be appropriate for SPF to play a greater role in supporting learning processes within the competence pool and the wider Swedish resource base by bringing actors and individuals together, creating synergies and enhancing capacities. Its current staffing level is, however, too limited to take on much more. Reducing its load by moving MFS training online could give SPF more resources to pursue such as role.

While Sida's **dialogue** with the multilateral system is strong, more exchange with the EU would be beneficial. The institutional dialogue between UHR and Sida is not optimal and efforts are needed on both sides to improve relations.

## RECOMMENDATIONS

### **Recommendation 1: EU**

In its work to encourage Swedes to pursue careers in development, and to increase the number of Swedes in EU, Sida should routinely include the EU as an important development cooperation actor. It should collaborate closely with Swedish representation in Brussels and UHR to identify ways they, together, can support Swedes in their pursuits of careers in the EU. Sida should consider increasing the number of JDPs that are sent from Sweden.

Sida should draw on past and current NEs to enhance the JPD pre-deployment preparation.

### **Recommendation 2: Multilateral organisations**

Sida should collaborate closely with the Swedish representations to encourage Swedes to apply directly to the multilaterals and to identify ways they, together, can support Swedes in their pursuits of careers in the multilateral system. This could include some form of capacity support during the application process.

### **Recommendation 3: Pre-deployment preparation**

Drawing on SPF's resources, Sida should organise comprehensive pre-deployment briefings for secondees on organisational and thematic issues of priority for Sweden. Sida should provide online digital information and preparation packages specific to each receiving organisation. Sida should provide a former secondee as a mentor (fadder) for each new secondee.



**Recommendation 4: MFS**

Greater opportunities for exchange and institutional partnership should be built into the design of the MFS programme. The MFS participant should be linked to a host institution of higher learning in a developing country. For this, the Swedish institutions of higher education should draw on their peer networks in developing countries. The participants should be required to debrief in the form of, for instance, a seminar at the host institution. The programme should require that participants have the necessary research permits and that the stipend should cover the costs.

**Recommendation 5: Learning**

To strengthened capacity and learning within the Swedish resource base top management at Sida and the Government Offices should demonstrate commitment to organisational learning from the resource base programmes, devise appropriate incentives and accountability, and allocate sufficient resources for learning and networking activities.

Within the programmes, specific actions that Sida should consider include the following:

- The returning process for NE and MSS participants should be bolstered to take advantage of the knowledge gained. Secondees should be expected to host small topical seminars, webinars, thematic seminars, brown bag lunches and/or schedule bilateral meetings with focal points and thematic specialists to convey and discuss the knowledge and insights gained.
- The template for final reporting from MSS participants to Sida/MULTI should include greater focus on strategic issues, thematic areas, and operational concerns. Similar report templates could be administered to NE participants.
- Sida should obtain GDPR consent to ensure easier knowledge of and access to former secondees among government staff.
- Staff (former secondees, focal points, thematic experts, etc.) at Sida and MFA should be encouraged to establish informal networks to exchange information and reflections on multilateral issues.
- SPF should host more virtual and physical thematic events that draw on former and current resource base participants.
- Sida should consider giving the Swedish UN Association the role to serve as node for interaction and exchange among former JPOs, SARCs, SPDs, UNYVs, UN secondees and other Swedes employed by the UN system.

**Recommendation 6: PRA exchange**

The PRA programme should be redesigned by UHR to promote exchange, mutuality, organisational learning, and ownership. Swedish CSOs should consult with their developing partner CSOs whether they need an intern position and, if so, what type. For every intern travelling from Sweden there should be an intern coming to Sweden from a developing country CSO.



**Recommendation 7: LP**

Universities involved in the LP programme should be encouraged by UHR to make the most of the programme's strategic potential for greater institutional exchange and mutual capacity development. This includes using the programme in curriculum development, for example.

**Recommendation 8: Actor consultation and analysis**

Sida should consider engaging in broad consultations with different Swedish actor groups, and undertaking relevant analyses to establish a sound understanding and solid overview of what the current resource base needs are.

**Recommendation 9: Swedish resource base reporting**

Sida should consider requesting all Swedish partners to annually report on the extent to which, and how, their work is contributing to strengthening the Swedish resource base. This information should be analysed by Sida and serve as input to its effort to determine the strengths, weaknesses, gaps, and opportunities within the resource base in relation to the implementation of the 2030 Agenda in developing countries.

**Recommendation 10: UHR agreement**

Sida and UHR should enter into multi-year contracts as soon as possible. When suitable, Sida should consider drawing further on UHR's systems and capacity to manage large volumes of contracts and fair selection processes to strengthen the Swedish resource base.

**Recommendation 11: Secondment communications**

Sida should make the secondment programmes better known among staff at relevant public agencies and the Government Offices. This includes ensuring greater and systematic visibility on the intranets and, for instance, hosting information seminars for staff.

**Recommendation 12: BBE**

Sida should strengthen the BBE programme as follows:

- Given the apparent use of BBes to fill staffing gaps at embassies, Sida should consider introducing its own trainee programme. *(Already started by Sida)*
- BBes should be deployed in partner organisations that have experience of and routines for receiving international staff and young professionals, such as INGOs and larger national NGOs. Partner organisations should provide performance reviews that assess core competencies according to a set template to Sida, upon which continuation of the deployment is decided.
- If Sida continues to select less-experienced candidates, it is important that there are resources at Sida, the relevant embassy/representation, or with the partner organisation to support the candidate.

- A systematic off-boarding process of BBEs should be designed to maximise benefit. The debriefing should include the option of a future career counselling session. Since Sida may not have the administrative resources for this, Sida should consider procuring a human resource firm to support this.

### **Recommendation 13: Monitoring of resource base programmes**

The 11 resource base programmes should improve their monitoring, particularly in relation to outcomes results:

- In line with the agreements made with the organisations involved in the MSS programme, Sida should demand annual reporting on the secondment. Furthermore, Sida should undertake annual analyses that synthesise these reports.
- With the representation in Brussels, Sida should regularly monitor the performance of the Swedish JPDs and their retention within the EU institutions.
- Sida should systematically undertake post-participation follow-up of the professional programmes a few years after completion of deployment by, for instance, undertaking surveys, reviews, tracer studies, and/or evaluations. Obtaining current email addresses and GDPR consent will be necessary.

### **Recommendation 14: SPF**

SPF's should play a greater role in supporting learning processes within the competence pool and the wider Swedish resource base by bringing actors and individuals together, creating synergies and enhancing capacities. To play this role, it will need additional resources or a reallocation of these. Sida and UHR should consider bringing training for the MFS participants on online to free up SPF's resources (*already started by Sida and UHR*)

### **Recommendation 15: Organisational learning**

Sida and UHR programme managers should continue to share their management approaches with each other. Sida should also consider taking a lead in ensuring exchange and organisational cross-learning among Swedish agencies that manage other relevant resource base programmes.

### **Recommendation 16: Sida and UHR dialogue**

Sida and UHR should use this evaluation as a basis to improve their mutual dialogue and recognise each other's strengths and challenges. (*already started by Sida and UHR*)

# 1 Introduction

## 1.1 BACKGROUND

Since 2011, thousands of Swedish university students, young professionals, and senior employees from Sida, the Ministry for Foreign Affairs (MFA), and other ministries and government authorities have taken part in 11 different programmes focused on developing the Swedish resource base in relation to international development cooperation. The evaluation team has categorised the programmes in the following three groups:

***Steppingstone programmes-*** *for students and individuals at entry level to the labour market*

1. UN Youth Volunteers – UNYV
2. Junior Professionals in Delegations –JPD
3. Minor Field Studies – MFS
4. Praktikant (traineeship) programme – PRA

***Professional programmes – for individuals at young to middle professional levels***

5. Junior Professional Officers – JPO
6. Special Assistant to the Resident Coordinator – SARC
7. Specialist Development Program – SDP
8. Bilateral Associate Experts – BBE
9. Linnaeus-Palme – LP<sup>1</sup>

***Secondment programmes - for senior level civil servants***

10. Senior secondment programme to multilateral organisations – MSS
11. National Expert secondment programme to the European Commission and European External Services – NE

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<sup>1</sup> LP has both university students and university teachers and therefore bridges both the steppingstone and professional categories.

Figure 1.1: The career levels of the Swedish resource base programmes



This evaluation assesses these 11 programmes from 2011 to 2019, with a focus on 2014 to 2019.

## 1.2 PURPOSE OF THE EVALUATION

The purpose of the *Evaluation of the Swedish Resource Base* is to provide Sida with inputs and recommendations:

- For strategic development of new programmes and reaching new groups of actors,
- To adjust and improve implementation of existing programmes if needed, in order to meet the objectives in the *Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development 2018-2022* (referred to as KAPAME).

The evaluation scope is framed by three overarching questions:

4. To what extent are the programme objectives, theory of change, and results relevant to KAPAME? (*relevance*)
5. What results have each programme achieved? (*effectiveness*)
6. How are the programmes managed and what would be needed to better fulfil KAPAME? (*efficiency*)

In addition, the evaluation assessed eight questions that are provided at the beginning of Chapters 3 to 6, and included in the evaluation framework (Annex 2).

## 1.3 METHODOLOGY

Annex 3 presents a detailed outline of the evaluation methodology. Below is a summary of the approach, how data was collected, and the limitations and challenges experienced.

The evaluation applied a combined deductive and inductive approach. A set of assumptions, presented in Annex 3, provided a framework with relationships and links for the team to test. The empirical findings uncovered by the evaluation team guided further enquiries and supplementary interviews. The team triangulated the findings from different sources, to identify regularities, relationships, and results that could provide the basis for findings, conclusions, lessons learnt, and recommendations. The overall approach of the evaluation is illustrated in Figure 1.2.

**Figure 1.2: Overall approach to evaluating the Swedish resource base programmes**



The team applied a differentiated data gathering approach, agreed upon by Sida, because of the different objectives, stages of development, and needs of the programmes. This approach, which was based on the needs and expectations of the key evaluation users, is illustrated in the table below, in relation to the three overarching evaluation questions:

**Table 1.1: data collection approach for each programme in relation to overarching evaluation questions**

| Programme             | Q1 Policy relevance | Q2 Results                                                                                           | Q3 Organisational effectiveness |
|-----------------------|---------------------|------------------------------------------------------------------------------------------------------|---------------------------------|
| <b>UNYV</b>           | Light touch         | No                                                                                                   | Primary and secondary data      |
| <b>JPO</b>            |                     | Secondary data<br>Survey of core resource base                                                       |                                 |
| <b>SARC</b>           |                     | Secondary data<br>Survey of core resource base                                                       |                                 |
| <b>SDP</b>            |                     | No                                                                                                   |                                 |
| <b>MSS</b>            | Strong focus        | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |                                 |
| <b>JPD</b>            | Light touch         | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 |
| <b>NE</b>             |                     | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 |
| <b>BBE</b>            |                     | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |                                 |
| <b>MFS</b>            | Medium focus        | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |                                 |
| <b>Linnaeus-Palme</b> | Medium focus        | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |                                 |
| <b>Praktikant</b>     | Medium focus        | Secondary data<br>Survey of core resource base<br>Interviews with implementing organisations         |                                 |

**Box 1: The intended users of the evaluation**

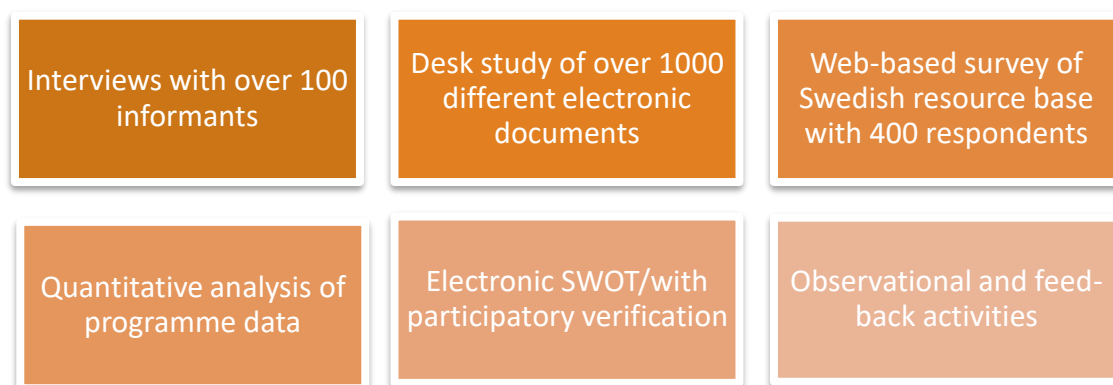
The primary intended users of the evaluation are Sida/CAPDEV which “owns” the KAPAME strategy and directly manages and implements six of the programmes; Sida/MULTI which manages and implements two of the ongoing resource base programmes; and Sida/SPF which manages the contribution to UHR and provides training in relation to most of the programmes.

The secondary intended user is the Swedish Council for Higher Education (UHR) which is designated by the terms of reference (ToR) as the implementer of three of the programmes. The Ministry for Foreign Affairs, civil society organisations with Sida framework agreements, UN organisations, Swedish institutions of higher education, and other cooperation organisations also constitute important stakeholders.

The broader audience of the evaluation (i.e., those who are interested in learning about the evaluation findings) may also include the larger community working in Swedish international development cooperation in Sweden and abroad.

The main data sources of the evaluation data are summarised in Annex 3 and outlined in Figure 1.3 below.

**Figure 1.3: Main data sources of the evaluation**



In terms of limitations, the evaluation approach of differentiating the data gathering between the 11 programmes (see Table 1.1) corresponded to user needs. This has obviously resulted in overall data being richer for programmes such as BBE and MSS for which many more interviews have been conducted/documents reviewed, and more superficial for programmes such as SARC. Second, the survey of the Swedish resource base also faced limitations in its design as it restricted its scope to 25 different organisations (public, civil society and private) at the core of the Swedish resource base. Thirdly, the evaluation could have devoted more resources to exploring how other countries strengthen their respective resources bases, but as explained in Annex 3, the data obtained suggested that the learning value was likely to have been low.

The evaluation faced a few of challenges. At the start of the evaluation, addressing the disparate expectations and needs of key intended users presented significant challenges. This was handled by undertaking a scoping study before the inception work began. The team also discovered that key stakeholders had different understandings of what the Swedish resource base is, how KAPAME should be interpreted and how the programmes lead to change. Thus, considerable time was

required, particularly in the inception period, to comprehend these differences. The evaluation team also experienced challenges to locate and access documentation; obtain interviews with some stakeholders; and recreate lost institutional memory.

Overall, however, the team deems that the quality, breadth, detail, and accuracy of the data gathered has been sufficient to ensure reliable and valid analysis and assessment.

### 1.4 REPORT STRUCTURE

This report consists of seven chapters. Chapter 2 provides an overview of the Swedish resource base as a concept and the 11 resource base programmes. Chapter 3 examines the results produced by the programmes. Chapter 4 covers the sustainability of the programme results. Chapter 5 discusses efficiency and how the programmes have been managed. Chapter 6 provides conclusions and recommendations regarding relevance, effectiveness, sustainability, and efficiency.

## 2 The Swedish Resource Base and the Evaluated Interventions

### 2.1 THE SWEDISH RESOURCE BASE

Understanding what is meant by the “Swedish resource base for developing cooperation” is critical for this evaluation. Indeed, for many working within development cooperation in Sweden, the term is unclear. An analysis of policy documentation shows that the term has been used differently over time. In the past it has been used as term describing the range of Swedes with skills, knowledge and experience in the development field. Recently, the term has been redefined by the government as potential actors able to address the 2030 Agenda.

#### 2.1.1 Brief history of the Swedish resource base

Before analysing the term and related policy shifts, the evaluation team, in the following paragraphs, has rendered, with very broad strokes, a general overview of Sweden’s resource base developments. It has drawn on the knowledge of resource persons, available documentation, and the team’s own experience.<sup>2</sup>

The Swedish resource base has changed significantly over the last decades, in line with changes to Sweden’s overall development assistance. From the 1960s to 1980s, when Swedish bilateral cooperation was dominated by project-based interventions, the Swedish resource base was considerably more expansive in terms of actors and technical specialists. Sida itself was a large actor at country level, taking on project management roles. In addition, a wide range of large Swedish multinationals (such as Skanska, Tetrapak, Alfa Laval, Asea), Swedish agencies (Televerket, Skogstyrelsen), Swedish consulting companies (Swedeforest, Viac, Hifab, ÅF) also contributed at country level. Swedish universities were also active on the ground, particularly in the education sector. There were substantial numbers of Swedish experts and volunteers from CSOs, consulting companies and academia engaged at country level in bilateral Sida projects in areas such as infrastructure, forestry, agriculture, telecommunication, energy, transportation, and schools. These individuals typically attended Sida’s two-month pre-deployment training programmes.

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<sup>2</sup> The team undertook some rudimentary searches for documentation and information on the Swedish resource base. There does not appear to be much research into the subject matter.



The 1990s gave rise to new opportunities for the development community. The emergence or resurgence of democracies, civil conflicts, war, genocide and the emergence of an "international civil society." Sweden was also a participant in the global surge of development assistance channelled via civil society actors. Actors such as PLAN International, Kvinna till Kvinna, Forum Syd and Médecins Sans Frontières entered the Swedish arena. The Swedish civil society sector gained in strength and numbers. In 1998 support via civil society organisations had reached USD 295 million.<sup>3</sup>

The 1990s also brought human rights to the forefront of international development. While the tensions during the Cold War had led to an overall separation of development activities from human rights efforts<sup>4</sup>, discourse on the relationship between human rights and international development co-operation gradually regained prominence and became a feature of many world summit meetings held in the 1990s. Several Swedish CSOs began adapting a human rights-based approach or perspective in their development work.

The Swedish resource base was not only engaged in Swedish development cooperation. Since the 1970s, parts of the resource base was also implementing projects and assignments with large development actors such as the international finance institutions (IFIs). The Nordic Development Fund (NDF) was particularly important for the Swedish/Nordic resource base. Between 1989 and 2005, NDF annually procured an average of over SEK 600 million of goods, works and services for public and private sector development projects that were co-financed with the IFIs and Nordic bilateral agencies.<sup>5</sup> To undertake this task, it kept detailed databases of all public and private sector Nordic development experts and actors in a wide range of sectors – such as energy, environment, health, gender equality, and construction.

By the late 1990s, new World Bank international competitive bidding rules (ICB) combined with increasing competition from emerging economies, made it harder for Swedish companies to bid for contracts. Furthermore, the rules limited NDF's procurement to consist of mostly Nordic consulting services for feasibility studies. Political squabbling among the Nordic governments led to the cancellation of the

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<sup>3</sup> <https://openaid.se/aid/sweden/world/non-governmental-organisations-ngos-and-civil-society/2019/>

<sup>4</sup> The ideological divisions between the western liberal democracies (which championed civil and political rights) and the East Bloc (which prioritised economic, social and cultural rights) created a false dichotomy within human rights.

<sup>5</sup> In the early years, a majority share of NDF contracts were reserved for Nordic procurement. By the end of the 1990s, the phasing out of tied aid led NDF to reserve only approximately 15% of its loans for Nordic procurement.

pending replenishment of NDF in early 2006.<sup>6</sup> As Swedish development actors in the consulting, manufacturing, and construction sectors lost markets in the late 1990s/early 2000s, they diverted their capacities away from development assistance.

In 2001 the OECD/DAC recommended member states to untie its development assistance – i.e., remove the legal and regulatory barriers to open competition for aid-funded procurement – with the aim of increasing aid effectiveness by reducing transaction costs and improving the ability of recipient countries to set their own course. Sweden steadfastly adopted the recommendation. This hastened the already waning infrastructure programmes within Sida’s bilateral portfolio. The consulting sector, which had taken on a central project management role and internalised significant development cooperation knowledge and experience, was hit particularly hard and shrank significantly in the coming years. As the companies divested from development or disappeared, technical knowledge, experience, and skills of development cooperation dissipated.

Meanwhile, democracy and human rights-related support gained prominence within Swedish development cooperation policy. In 1998, 16 percent of Sida’s budget supported democracy interventions. By 2018, the amount had risen to over a quarter of the budget.<sup>7</sup> In this period, the civil society component of the Swedish resource base has expanded considerably. Similarly, by 2019 the support to Swedish CSOs amounted to SEK 1,86 billion.<sup>8</sup> Governance and capacity development interventions also became more prominent in the post-war period. Some Swedish public agencies were engaged as advisers to development projects in the early years of Swedish development cooperation. In the 2000s, many more Swedish public agencies were involved, typically partnering directly with their equivalents in developing countries and helping to build capacity. The longstanding collaboration between Statistics Sweden and the Lao Statistics Bureau is an illustrative example of such partnerships.

A fairly recent development within the Swedish resource base has been the increasing focus on sustainability within the private sector. This has been spurred by public opinion, the emergence of corporate social responsibility, and the promise of longer-term profits. The network, Swedish Leadership for Sustainable Development (SLSD), was founded in 2013 by the top management of Sida and CEOs from some of Sweden’s leading companies. It has undertaken advocacy initiatives; had presence on

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<sup>6</sup> Lacking new commitment capacity, NDF was subsequently reformed to fund smaller climate-related consultant assignments delivered by mainly Nordic service providers and funded by NDF reflows from outstanding loans. As reflows will increase over the next approx. 30 years, NDF will regain its capital base allowing it again to issue larger loans (and hence renewed opportunities for procurement).

<sup>7</sup> Government letter in response to looking through and developing the work on democracy in development cooperation, 2019, and Study on Sida’s Support to Public Administration & Institutional Capacity Development 2003-2015: Perspectives, Evidence and Lessons Learned, 2016

<sup>8</sup> <https://www.sida.se/Svenska/Samarbetsparter/aktorsgrupper/Civila-samhallet-organisationer/Stod-till-svenska-strategiska-partnerorganisationer/>

the global arena in relation to the SDGs; and supported dialogue and exchange amongst its members. While many members have supply chains and business ventures in developing countries, SLSD has not engaged much in joint activities at developing country level.

Throughout the history of Swedish development cooperation, Swedish experts have worked in the UN system. Sweden's JPO programme dates back over 50 years and the World Bank took in several Swedish cohorts from the mid-1960s. "UN Swedes" have generally not been regarded as a prominent part of the Swedish resource base and interaction with this group has been limited. However, as a larger share of Swedish development resources are channelled through the UN, knowledge and experience of the UN has been recognised as more important by Sweden's MFA. Meanwhile, since its entry into the European Union, Swedish expert presence within the EU's institutions and development directorates has been disproportionately low. In addition, EU civil society funding is at best modest among Swedish CSOs, Swedish public authorities' engagement in EU-Twinning and TAIEX programmes is low compared to many other EU member states, and Swedish consulting companies are underrepresented in the EU development market.

It is against this backdrop that we look at the Swedish resource base today.

### 2.1.2 Resource base as a "competence pool"

The past Swedish strategies for capacity development (2011-2013 and 2014-2017) and related documents from 2010 to 2017 do not define the concept of a resource base but seem to refer to a "recruitment base" (*rekryteringsbas*)<sup>9</sup> or "competence pool". By recruiting individuals to different work or study experiences in the international development context, the 11 resource base programmes were expected to contribute to the *competence pool*.

The documentation suggests that the competence pool has been assumed to be tangible enough that it can be drawn on as needs arise. However, exactly how to efficiently access it has never been clearly specified.

Who comprises the competence pool has also not been clearly specified. From preliminary documentation review and interviews, the team assumes it is made up of Swedes with international development experience – both those that have participated in the Swedish resource base programmes or not. They may be working in Sweden (MFA, Sida, Swedish CSOs, universities, the international sections of line ministries and some public agencies/authorities including the Folke Bernadotte Academy) or

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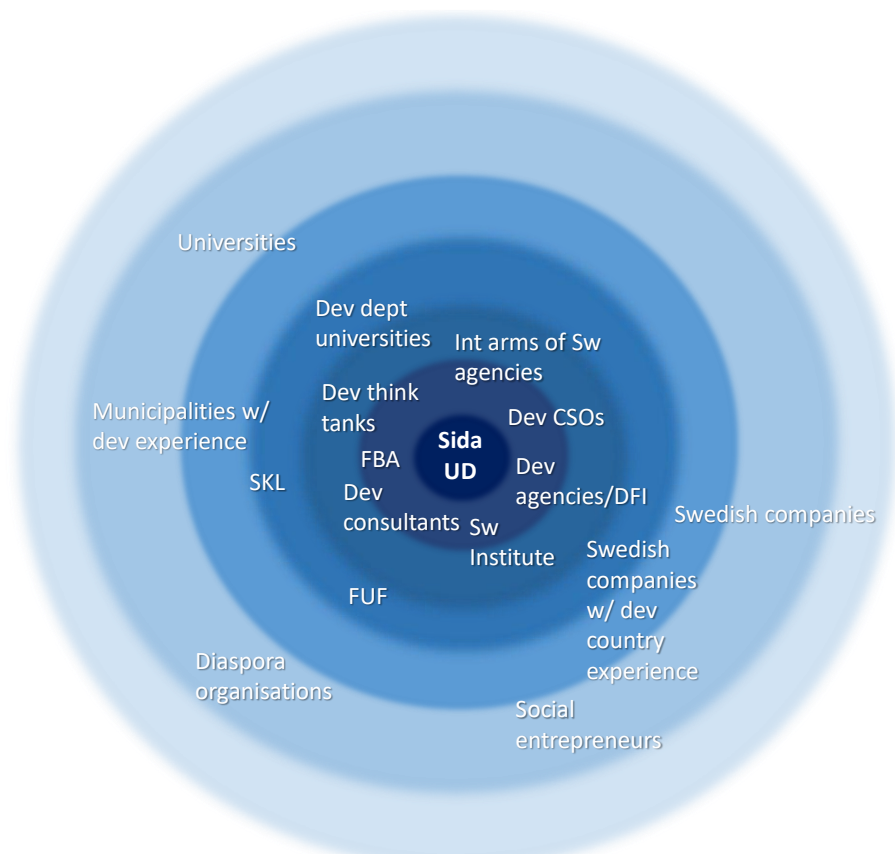
<sup>9</sup> See Strategi för kapacitetsutveckling och samverkan 2011-2013; Resultatstrategi för kapacitetsutveckling och 2014-2017; Nyttandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster (Anders Nordström, UD, 2010.10.01)

internationally (INGOs, the UN system, the development banks, the EU/DEVCO/NEAR/ECHO and international consulting companies).

If one is part of the competence pool, would one know this? There is little to suggest that Swedes that have participated in the programmes, or otherwise might be considered part of the resource base, identify as being part of it.

There are other Swedish competence pools with development experts that are more concrete. For example, the Swedish Association for Development Issues (FUF) has a network and a mentorship program for young professionals. The Folke Bernadotte Academy (FBA) has a roster for its peace and election observation missions. Likewise, the Swedish Civil Contingencies Agency (MSB) has a database of experts for emergency interventions in developing countries. The international global health actors' group coordinated by MFA includes all the main actors of this thematic area, and the group also serves as a de facto resource pool. A Swedish social entrepreneurship initiative has led to the establishment of Impactpool (previously UNjobfinder), a fast-growing Stockholm-based online career platform. Impactpool was founded by former Sida and UN human resource personnel. It offers services to both job searchers and international development institutions to match individuals with positions.

**Figure 2.1: Actual and potential actors of the Swedish resource base**



### 2.1.3 Resource base as actual and potential Swedish development actors

In 2018, the resource base was referred in the KAPAME strategy as “a wider group of *Swedish actors* in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030”.<sup>10</sup> This suggests that the resource base consists of both organisational entities working in development and those entities that have a potential to contribute to development cooperation. With this interpretation, the connection between the 11 resource base programmes and the strategy could be considered more tenuous since the programmes are *personnel based*, with focus on building the competence of Swedish *individuals* (with the possible exception of Linnaeus Palme that focuses on academic institutions and partnerships among them), while KAPAME, as understood by Sida, aims to develop the capacity of Swedish *actors*.

In Figure 2.1, the darker centre of the image represents the core of the Swedish resource base for international development cooperation and Agenda 2030, with MFA and Sida at the centre as the primary implementers of Swedish development cooperation policy. The outer light-coloured rings represent the potential resource base (currently less or not engaged). Most stakeholders found the visual representation to be accurate. However, the representation does not fit as well with MFA’s objective to make use of Swedish competence in the multilateral system, which is more focused on individuals.<sup>11</sup> The interpretation of the Swedish resource base as consisting of Swedish actors only, fails to consider Swedes in the multilateral system as (either an active or latent) resource.

With KAPAME referring to the resource base being “the broad range of existing and potential Swedish actors,” in which actors are understood as organisations, the current KAPAME strategy significantly departs from the earlier strategies. Moreover, while the earlier strategies mentioned the specific resource base programmes, KAPAME only refers to secondments. It underlines the importance of increasing Swedish representation (both in terms of number of Swedes and the organisations they represent) with the aim of having greater effect on the multilateral organisations of which Sweden is a member. Although a few of the other nine resource base programmes (JPO, SARC, UNYV, SDP, JDP) may be vehicles for increasing the number of Swedes and promoting some level of Swedish priorities in the multilateral organisations, these are mostly junior-level positions offering limited scope for influence. Moreover, the participants do not typically represent specific actors of the Swedish resource base and therefore there is no direct link back to the Swedish resource base once the programme has been completed. Thus, there appears to be a

<sup>10</sup> KAPAME Strategy, page 6, our italics.

<sup>11</sup> See for instance, *Strategi för Sveriges samarbete med UNDP 2017-2021* and *Nyttjandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster*, UD 2010 which is still regarded as valid today.

degree of mismatch between most of the current programmes and Sida's interpretation of KAPAME's objectives. This is discussed further in Chapter 6.

## 2.2 THE RESOURCE BASE PROGRAMMES

An overview of the 11 resource base programmes is provided in Table 2.1 below. All programmes are directed at Swedish individuals (or in some cases, people with Swedish residency permits). All the programmes consist of providing work experience abroad, except MFS, which provides scholarships to individuals; and LP which provides scholarships and work experience. The programmes address the range of career stages – directly out of school, during university studies, during post graduate work, directly after tertiary education; as well as junior, mid- and senior professional levels.

**Table 2.1: Overview of Swedish resource base programme**

| Manager                         | Programme             | Objective                                                                                                                                                                                                                                                                                                                          | Level                  | Start | Disbursed 2018 MSEK | Target group                                                                                                                  |
|---------------------------------|-----------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|-------|---------------------|-------------------------------------------------------------------------------------------------------------------------------|
| <b>Steppingstone programmes</b> |                       |                                                                                                                                                                                                                                                                                                                                    |                        |       |                     |                                                                                                                               |
| Sida<br>CAPDEV                  | <b>UNYV</b>           | Increase engagement in volunteerism among people under 30; increase the resource pool available for Swedish JPO recruitment.                                                                                                                                                                                                       | Entry                  | 2017  | 35,1                | Young professionals aged 18-28, with limited work experience, wishing to pursue a career in international cooperation         |
|                                 | <b>JPD</b>            | Enable young people to gain first-hand experience in the work of Delegations and an in-depth understanding of their role in the implementation of EU external policies. Can apply for two years' traineeship at an EU delegation, either EEAS (for political and press functions) or EC (for aid management, economic issues etc.) | Entry                  | 2014  | 3,2                 | Young professionals with maximum of four years' experience                                                                    |
| UHR                             | <b>MFS</b>            | Facilitate international experience and a broader understanding of development issues and Agenda 2030, for young people who may later contribute to the resource base.                                                                                                                                                             | Academic qualification | <1970 | 19,4                | Swedish university undergraduate students who may apply for a scholarship to gather material in a LMIC for their BA/MA thesis |
|                                 | <b>Praktikant</b>     | Increase the trainee's understanding of development issues as well as their international experience and inter-cultural competence. To broaden the resource base.                                                                                                                                                                  | Entry                  |       | 13,3                | Swedish frame organisations (CSOs) can offer an internship to a Swedish person aged 20-30.                                    |
|                                 | <b>Linnaeus-Palme</b> | Promote and consolidate partnerships between institutions                                                                                                                                                                                                                                                                          | Academic qualification | 2000  | 28,9                | Students and teachers at                                                                                                      |

|                                |                 |                                                                                                                                                                                                                                                                          |                    |             |      |                                                                                                      |
|--------------------------------|-----------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------|-------------|------|------------------------------------------------------------------------------------------------------|
|                                |                 | for higher learning; deepen the understanding of development issues and policies among participants.                                                                                                                                                                     |                    |             |      | university level from Sweden and from LMICs                                                          |
| <b>Professional programmes</b> |                 |                                                                                                                                                                                                                                                                          |                    |             |      |                                                                                                      |
| Sida<br>Map<br>CAPDEV          | <b>JPO</b>      | Increase the number of Swedes in the multilateral system, as well as to increase knowledge and experience from the UN in Sweden                                                                                                                                          | P2 entry-level     | Since 1960s | 90,2 | Young professionals below the age of 33, with at least two years' professional experience            |
|                                | <b>SARC</b>     | Enhance the capacity of coordination of the Office of the Resident Coordinator and strengthening the coherence of the UN System at country level; get more Swedes into the UN system (at P3 level)                                                                       | P3 mid-level       | 2005        | 31,6 | Young professionals below the age of 39 with more than five years relevant professional experience   |
|                                | <b>SDP</b>      | Support UNDP country offices in the Agenda 2030 implementation. Get more Swedes into the UN system (at P3 level)                                                                                                                                                         | P3 mid-level       | 2016        | 4,9  | Similar to SARC, currently tied to UNDP                                                              |
|                                | <b>BBE</b>      | Broaden and strengthen the Swedish resource base, as well as to bring back the knowledge to actors within Swedish development cooperation.                                                                                                                               | Early/mid-level    | 1985        | 45,4 | BAE's are young professionals under the age of 33, with maximum 2 years of relevant work experience. |
| <b>Secondment programmes</b>   |                 |                                                                                                                                                                                                                                                                          |                    |             |      |                                                                                                      |
| Sida/<br>MULTI                 | <b>NE (EU)</b>  | Contribute to development cooperation and development policy within the EU, to bring back knowledge and experience from EU institutions to Sida and the MFA and to increase the impact of Swedish development policy priorities.                                         | Senior levels      | 2014        | 13,4 | Senior Sida/MFA staff. Assigned to (EU delegations, DG DEVCO, DG NEAR, DG ECHO and EEAS) - 2-4 years |
|                                | <b>MSS (UN)</b> | Increase knowledge and experience from the multilateral system; increase the impact of Swedish development policy priorities as well as provide strategic support to partner organizations, as well as to provide further career opportunities to Sida/Government staff. | P4-P5 senior level | 2014        | 66,7 | Senior Sida and other government staff                                                               |

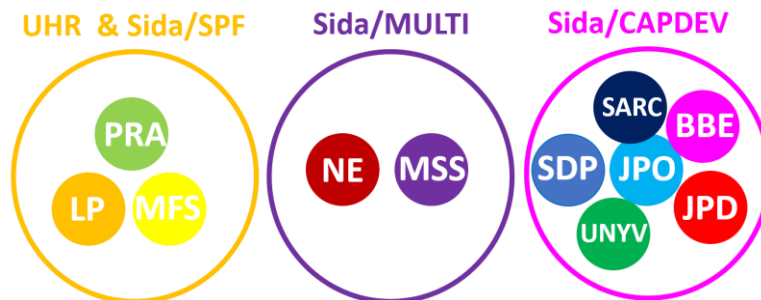
The programmes are managed as follows:

- **Sida's unit for capacity development (CAPDEV)** manages six of the resource base programmes – UNYV, JPO, SARC, SDP, BBE and JPD;
- **Sida's unit for multilateral support (MULTI)** manages the two secondment programmes – MSS and NE; and



- **The Swedish Council for Higher Education (UHR)** manages LP, MFS and PRA while Sida's Swedish Partnership Forum (SPF) in turn administrates the funding to UHR.

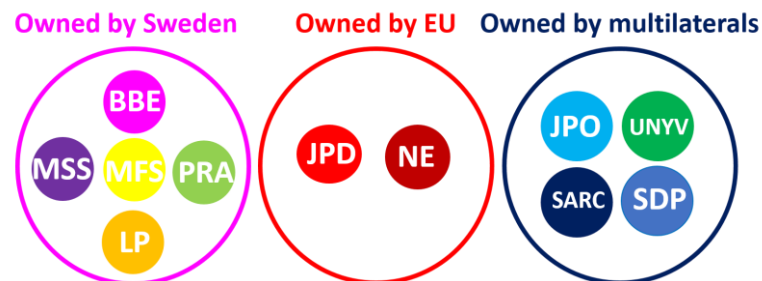
**Figure 2.2: Management of resource base programmes**



SPF designs, coordinates and implements different forms of training for many of the resource base programmes. This includes the “steppingstone” programmes (MFS, LP, UNYV and JPD); and the professional programmes (JPO, SDP, SARC and BBE).

While Sida funds all the programmes, they vary in terms of ownership. This is illustrated below. The owners of the programmes control the design and have ultimate decision power. The Swedish resource base programmes are either owned by the multilateral partner organisations, the EU, Sida or UHR.

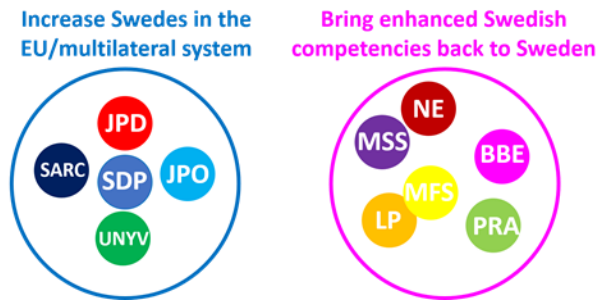
**Figure 2.3: Ownership of resource base programmes**



The objectives are different for each programme, but they can generally be grouped into two main categories: i) programmes that seek to increase the number of Swedes in the multilateral system – the UN, development banks and OECD; and ii) programmes that aim to enhance Swedish capacities in international development cooperation. This is illustrated in the diagram below. Both groups also aim to influence the multilateral system, the EU and/or other actors in line with Swedish development cooperation policy priorities. Among others, this includes incorporating poverty reduction, human rights, conflict management, gender equality, and environmental/climate perspectives in development initiatives.



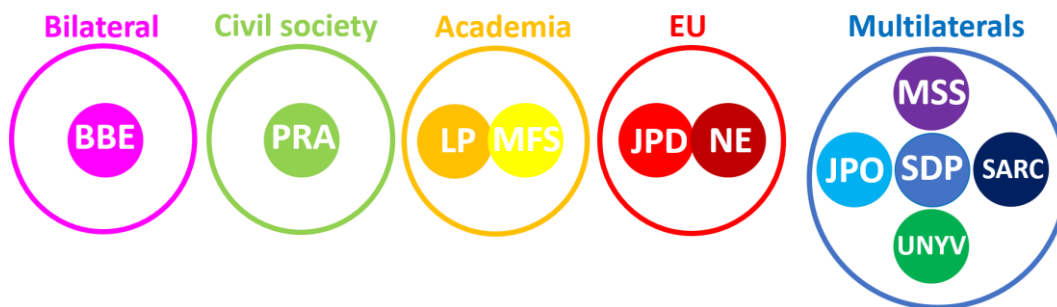
Figure 2.4: Type of objectives of the resource base programmes



The programmes relate to and/or involve five main types of Swedish and international actors – multilaterals (UN, OECD and development banks); higher level academic institutions; the EU; civil society organisations; and Swedish bilateral partners and/or embassies.

This is illustrated below:

Figure 2.5: Type of actors involved in the resource base programmes



Since 2011, there have been three consecutive Swedish strategies that have provided the governing policy framework for the resource base programmes. These are:

- *Strategi för kapacitetsutveckling och samverkan* 2011-2013;
- *Resultatstrategi för Kapacitetsutveckling och utbyten* 2014-2017; and
- KAPAME – *The Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development* 2018-2022.

# 3 Effectiveness

*EQ2: Have the programmes contributed to intended outcomes? If so, why? If not, why not?*

*EQ3: To what extent have the programmes contributed to unintended positive/negative outcomes?*

The resource base programmes each have their own specific aims, but these all relate to three main goals:

- Increasing the number of Swedes working in the multilateral system and/or the EU;
- Enhancing competences among Swedish individuals (and their respective organisations) who then return to Sweden; and
- Influencing the multilateral system and/or the EU in line with Swedish policy priorities.

The following sections will discuss to what extent these objectives have been met. The unintended positive and/or negative outcomes achieved are summarised in the sections below.

## 3.1 MORE SWEDES IN MULTILATERAL/EU SYSTEMS

### *Findings*

UNYV, JPO, SDP, SARC and JPD programmes all aim to increase the number of Swedes in the multilateral system and the EU.<sup>12</sup> Past studies, surveys and evaluations show that these programmes are important tools for increasing the number of Swedes in UN agencies. According to the data collected by the JPO Service Centre, between 2001 and 2015, 55 percent of JPOs/SARCs/SDPs worked at the UN six months after the programme ended. A survey of Swedish UN staff conducted in 2017<sup>13</sup> revealed that between 17 percent and 22 percent of Swedish UN employees have been JPOs.<sup>14</sup> According to staff at the multilateral organisations and past evaluations, Swedish

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<sup>12</sup> In this section we are referring to the stated objectives of the programmes. Since the MSS and NE programmes do not have as their primary objective to increase the number of Swedes in the UN and EU systems and require that participants return after their deployment, these are not included in this section. However, four MSS participants have joined the UN and the World Bank which can be considered secondary or unintended result of the programme.

<sup>13</sup> Catarina Edlund, *Främjandet av svensk närvaro i FN-systemet*, 2017-09-20, CAPDEV Sida.

<sup>14</sup> The exact percentage could not be pinpointed as some of the respondents were Swedes in general staff-level positions.

JPOs, SARC, and SDPs are generally recognised as being effective and well-educated and are highly appreciated among recipient organisations.

While this data suggests relative success in getting Swedes into the multilateral system, compared to other countries, Sweden is not as well represented. As analysed in Annex 4, other countries (Denmark, Netherlands, Germany, France) have comparatively more staff in selected UN organisations than Sweden in relation to population size and/or financial contribution. Moreover, there is little relationship between Sweden's relative importance as a donor and the number of Swedish staff employed at the recipient UN organisation. Sweden was the 10th largest donor to the UN system between 2014 and 2016, in aggregate terms, and the second biggest donor per capita. Yet, a comparatively small share of Swedish nationals work in the system.

The UN JPO Service Centre in Copenhagen drafted an alumni list of more than 2800 persons that were enrolled in the JPO programme since its inception up until 2017. This data shows that Germany and France have the largest share of formerly enrolled JPOs employed in UN agencies. Sweden ranks in the midranges among the countries in terms of number of JPO deployments, and in the lower ranges with respect to the numbers of JPOs being retained by the UN in 2017.

The experience with placements of Swedes in the EU is similar. Although there are no official data regarding the number of Swedes in the EU who have held a JED/JPD position, forty-five percent of the JPDs since 2000 were employed by an EU institution/delegation afterwards.<sup>15</sup> The data and interviews suggest that undertaking a JPD i) gives experience and knowledge that helps prepare for taking the EU civil service exams (CAST or AD concours); and ii) provides networks within the EU that lead to job opportunities. Moreover, the performance reviews of Swedish JPDs are excellent.

However, Swedes are poorly represented within aid related departments of the European Union. At the Directorate-General for International Cooperation and Development (DEVCO) only 1.4 percent (28 out of 2006) of permanent staff are Swedish. Swedes represent just 1.8 percent (17 out of 966) of permanent staff at Directorate-General for European Neighbourhood Policy and Enlargement Negotiations (NEAR), and 2.3 percent (9 out of 395) at European Civil Protection and Humanitarian Aid Operations (ECHO). Senior level positions are somewhat better represented, but there are difficulties in filling junior and mid-level positions. These statistics contrast with other EU institutions such as Eurostat in which Swedes make up 4.1 percent (26 of 630) of the permanent staff.

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<sup>15</sup> Sida Survey from 2017, *Enkät till tidigare deltagare i JED/JPD programmen*, response to question 14.

### *Assessment*

Several factors promote favourable outcomes toward the objective of Swedish competency remaining within the multilateral and EU systems. To begin with, there are a high number of applications to these programmes from strong candidates who, if selected, have better chances for future employment in these organisations. For instance, approximately 250 applied for 10 positions in the last round of JPD recruitment.

Second, Sweden offers pre-deployment training that is appraised well by the trainees and is considered of high quality by UN agencies. Moreover, many other countries look to Sweden as a good example for how to recruit and prepare JPOs.

Third, the UN offers interesting work with a favourable employment package and chance of an interesting international career that many feel brings meaning to their work or lives. Alternatively, while the JPD package consists of a low salary, it offers an advantageous entry to an EU career.

An important factor that hinders achieving the objective of more Swedes pursuing careers in the multilateral and EU systems is that workplaces in Sweden often offer better work/life balance opportunities for young families. Likewise, career opportunities for spouses may be more difficult when abroad. Furthermore, within the UN system, there have been several budget cuts during the last decade and permanent positions have become scarce.

With regards to increasing the number of Swedes in development cooperation positions within the EU, the challenges are different:

- Passing the EU civil service concours is necessary for a permanent position at the EU;
- The EU is not well known among Swedes as a development cooperation actor. Indeed, the candidate pool for JPDs tends to have a relatively higher representation of political scientists and economists from larger Swedish universities compared to those seeking to the UN professional programmes, although this can, in part, be explained by the nature of the JPD positions.

Another disadvantage with the JPD programme as a means of increasing the number of Swedes in the EU is the low remuneration level. This effectively renders the programme inaccessible to young people who need income during the placement. This could potentially be mitigated if Sweden requests that EU COM do not place Swedish JPDs in the more costly countries, such as those with security concerns, like DRC.

In sum, the evidence shows that the resource base programmes that aim to increase the number of Swedes in the multilateral and EU systems are generally effective. These programmes open the door and prepare professionals for a future career in the organisations. However, these programmes are not enough to increase the number of

Swedes to a level that would be proportionate to, for instance, Sweden's contributions to these organisations. Increasing the number of Swedes further would probably require more initiatives and a more concerted effort to encourage Swedes to apply to the multilaterals and EU. Some form of capacity support during the application process may also be necessary. In recent years, MFA has signalled that Swedish representations to these institutions should enhance its efforts to encourage and support Swedish nationals in such processes. It appears that they are doing this to a varying degree.

On the other hand, while Swedes are severely underrepresented in some UN organisations in terms of population size and assessed contributions,<sup>16</sup> small (population) OECD countries tend to have a similar or lower number of nationals working in the UN (Finland, Greece, Ireland, New Zealand, Norway, Portugal). This differs if the country is host to one or several UN offices (Austria, Denmark, Hungary, Switzerland) – which results in a higher proportion of nationals working in the UN system. Thus, from the perspective of population size, Sweden is not poorly represented in the UN overall. This data suggests that to raise the proportion of Swedes in the UN system, hosting UN bodies within Sweden would be an effective way forward.

## 3.2 IMPROVED SWEDISH COMPETENCY RETURNING TO SWEDEN

The MSS, NE, BBE, LP, PRA, UNYV, and MFS programmes all aim to improve the Swedish resource base by enhancing the competence of Swedes through international experience. In line with the methodology outlined in Table 1.1, the following sections focus on MSS, NE, BBE, and the UHR-managed programmes.

### 3.2.1 MSS

#### *Findings*

Reports from secondees and interviews reveal that the placements have resulted in concrete professional development. For example:

- Secondees maintain they have a much-improved understanding and insight of the UN system. This includes the mandates of the different multilateral entities; how agencies are managed and administered; the political context the UN system operates in; the UN's role in relation to the SDGs; and the way inter-agency coordination takes places and the challenges faced in this area.
- Secondees emphasise improved skills in leadership; negotiation; facilitation; presentation; management of staff; strategic planning and reporting; and change management and reform; and
- Secondees have developed improved networks through their placements.

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<sup>16</sup> UNESCO is a good example illustrated on the second page of Annex 4.

Secondees have also played key roles in multilateral initiatives and achievements, in some cases providing specialised technical expertise. These range from piloting a universal child benefits system in Indonesia; to roll-out of the pilot of UNHCR's Comprehensive Refugee Response Framework; and initiating a joint UN flagship programme amounting to 400 MSEK and involving 16 agencies; to connecting FAO and Swedish University of Agricultural Sciences (SLU), which resulted in SLU being tasked to develop the UN's good practice guidelines for antimicrobial resistance (AMR) in dairy sector.

UN agencies greatly appreciate the secondees' knowledge of donor perspectives. Supervisors generally find Swedish secondees to be satisfactory or excellent and some find that secondees bring fresh insights and new approaches. Several, nevertheless, recommend that secondees be better prepared before deployment. Many supervisors of secondees who left after two years would have preferred them to stay three years, or would have liked to receive a subsequent secondee. UN representatives admit that if given a choice, they would generally prefer to receive funds to recruit staff openly from the labour market. However, a few also pointed out that some specialised technical expertise cannot be easily found or exist only in government employment.

#### *Assessment*

The factors contributing to the success of the MSS programme are the good relations with multilateral partners that Sida/Multi has dedicated considerable time to develop. Mostly the positions have been demand-driven and suitable secondees have been recruited. For this, Sida's knowledge of available thematic talent within Sida, the Government Offices and some agencies has been an important advantage. This has also ensured that most often the multilaterals have found the shortlist of candidates to be suitable and of good quality. The deployments have also had sufficient lead time that has been synchronised with the internal rotation system within Sida/MFA. Multi-year deployments have, furthermore, allowed enough time for both skills and knowledge acquisition; initiatives taken by secondees; and contributions to different outcomes produced by the multilateral agencies.

Challenges faced by the programme have included providing robust pre-deployment preparation. While agencies such as UNDP, UNICEF, and UNFPA have usually provided secondees with onboarding support, this has not been the case with all placements, particularly some of the specialised agencies. Second, within the UN

system, getting the right professional grade level has sometimes been difficult.<sup>17</sup> Third, there has been, at best, a lukewarm demand in Sweden for secondee knowledge and insights, even though organisational learning is a main objective of the secondee programme. This is discussed further in Chapter 4.

### 3.2.2 NE

The NE post-deployment reports reveal that NEs gain valuable insight into how the EU system and the respective institutions function. Some positions, especially the EEAS positions, are highly political and the placements can be of great strategic value to Sweden if the knowledge is ‘brought back to relevant departments within the Swedish public sector. What is also evident is that Swedish expertise is in high demand in areas where Sweden has a strong reputational value in development cooperation. This includes thematic areas such as gender equality, human rights, climate change as well as method capacity on results-based management and aid efficiency. Examples of how NEs have contributed positively to the EU development cooperation agenda include the following:

- An HRBA training manual has been produced and a training programme has been rolled out for at least 39 EU delegations;
- Internal HRBA help desk facility for EU delegations has been established
- EU Guidelines on Freedom of Expression and media development support have been prepared;
- Training material for political economy analysis (media, elections, parliament, civic education) has been developed;
- Gender equality has been mainstreamed in Eastern Partnership programmes;
- DG NEAR's follow-up of the Gender Action Plan II was coordinated and tools for gender mainstreaming were developed;

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<sup>17</sup> The UN categorises its professional level positions into 5 (exceptionally up to 7 in some organisations) P-level positions, where a P1 is 0-2 years of experience, and a P5 requires a minimum of 10 years. Director or D level positions (D1 and D2) require over 15 years of experience. While a P-5 level allows the secondee to be included in the management teams and have stronger influence, in field offices the grade can be too high in relation to the prevailing hierarchy. Moreover, a P-5 grade typically involves managing staff, which may not be suitable for temporary secondee positions. P-4 positions have higher status in specialised agencies than in the funds and programmes, but can be a grade that gives secondees insufficient opportunities at headquarters level. Thus, whether a P-4 or P-5 position is most suitable, depends on type of office and type of organisation.



- DEVCO's reporting of open data to International Aid Transparency Initiative was coordinated;
- The EU report “*Effective Development Cooperation: Has the European Union delivered?*,” that analyses achievements since Busan, has been prepared and published;
- The EU’s joint programming guidelines have been improved.

Challenges highlighted in participants’ reports focuses on the weak communication and exchange with Stockholm during and after the deployment.

### 3.2.3 BBE

#### *Findings*

Although exact numbers are not available, many of the former BBE participants continue working with Swedish development cooperation. After their deployment, they are frequently hired as temporary staff at the embassies or Sida; they enter the young diplomat programme at the Swedish MFA; or they find employment at Swedish CSOs. Some BBEs discover the other resource base programmes during their time as BBEs and subsequently apply to the SARC and SDP programmes. Participating in the BBE programme has clearly propelled the careers of several participants into development cooperation.

BBE participants have also been able to contribute to important initiatives. For instance, one BBE helped a CSO in Zambia establish an environmental management plan with a corresponding staff capacity plan. Another was involved in drafting the first regional youth engagement strategy for sexual and reproductive health rights (SRHR) in humanitarian contexts for International Planned Parenthood Federation. A third BBE, placed at the OECD, contributed an analysis of good practice for DAC’s Gender and Development Working Group. Several BBEs have worked at Swedish embassies in Africa, Asia, and Latin America with integrating private sector engagement into Sida’s country-level portfolio and partnerships.

#### **Box 2: Supervisor Feedback**

Organisations that have received a BBE express that they value that they were included in delineating the ToR as well as interviewing and selecting the candidates. It appears that receiving a junior level resource that has more experience than an intern, but is not a senior level TA, avoids competition with internal technical resources and thus facilitates the BBE’s integration into the organisation. Recipient organisations also appreciate the low administrative burden that receiving a BBE entails, given that the person is effectively staff on loan from Sida. Embassies that have received BBEs have generally found the quality of candidates to be high and found the extra resource of a BBE to be very useful.

A common challenge raised by organisations include perceived or actual conflicting loyalties of the BBE, particularly during the initial stages of the deployment.

Since there has been no requirement to submit performance assessments of BBEs, partner organisations have wondered why Sweden seems to attach little importance to the performance of the BBEs. In recent years this has however improved with annual and final reports now being submitted to Sida.



The majority of BBE placements were successful. Some, though, have resulted in negative effects. For instance, one recipient organisation noted in hindsight that it would have been better for their team and work if they had never received the BBE. This was due to high expectations of what the BBE could accomplish. When the BBE did not deliver, significant delays in their workplan were incurred. In another case, a BBE opted to end his deployment early and return to Sweden for a position in the private sector, citing that he was disillusioned by Sida and bilateral development cooperation.

#### *Assessment*

As a programme that is fully within Sida's control to redesign and manage, it allows for BBEs being placed in a wide variety of organisations. This flexibility enables Sida to adjust the programme to emerging priorities and needs,<sup>18</sup> and has allowed it to broaden and diversify the competence pool. However, unlike placements to the UN system – which build on 50 years of experience, clear expectations, and a well-developed process and structure for receiving multiple young professionals from many countries – the placements of the BBE programme involve engaging with many types of partners with different expectations, processes, and structures. According to Sida, this has been an active choice to allow it to engage with many different organisations and avoid creating expectations of continuity, which could lead to the risk of BBEs serving as 'gap-fillers'. This has also meant that Sida's relations with these partners are often not as long-running and well-developed as with the UN agencies. Although some of these partners, particularly international CSOs and institutions, have experience of and routines for receiving international staff and young professionals, others do not, and are thus potentially risky. The latter especially holds true for local government authorities.

Over the years, Sida has moved from primarily placing BBEs at Swedish Embassies in partner countries to placements at local partner organisations and local government authorities. In part, how successful a BBE placement is seems to depend on what type of organisation they are placed in.<sup>19</sup> Success rates are higher for placements at international CSOs, international/regional organisations, or Swedish embassies. On the other hand, placements at partner government institutions, introduced in 2012, have been challenging for all parties on several occasions, resulting in a negative experience both for the BBE and the partner organisation. These failed BBE placements present a reputational risk for Sida. This was also expressed by some Swedish Embassy representatives who noted that the mitigation efforts to avoid such risks can be burdensome for Embassy staff.

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<sup>18</sup> An example of this is the B4D drive in 2012, for which Sida could use the BBE programme to strengthen private sector engagement competence at embassies.

<sup>19</sup> Successful here refers to an enriching experience for the BBE and value created for the recipient organisation.

Common reasons for placement failures relate to either misaligned expectations between the BBE and/or organisation; poor matching of the skills of the BBE with the needs/expectations of the recipient organisation/embassy; or weak ownership of the BBE position at the Embassy or organisation. Insufficient personal and professional maturity among BBEs was also raised by some organisations as a challenge. From the perspectives of BBE participants, the most common reason cited for failure related to the level and quality of supervisory support from the organisation and Sida, especially the local embassy contacts. To address these problems Sida CAPDEV has, in the majority of cases, adjusted the terms of reference; engaged in dialogue with the BBE and organisation; provided mediation; and/or reassigned the BBE.

BBE placements have typically been more successful in organisations that have a supportive structure for young professionals. This has included the provision of an on-site supervisor who provided day-to-day support and adjusted the tasks of the BBE to his or her skillset. In exceptional cases, in some countries a staff member at the Swedish embassy has complemented the internal supervision of the BBE with regular external coaching, which has further contributed to positive results for both parties.

In the case of the embassy placements, key factors for success have been a combination of technical and personal skills of the participant and the quality of the supervision by the embassy. In general, embassies have been more actively engaged in supporting BBEs when there has been an alignment between the BBE's position at a partner country organisation and the Embassy's strategy/priorities. It has been more challenging for embassies to provide support for BBEs placed in regional organisations.

For Sida HQ there is an incentive to ensure that all BBEs complete the third year. However, for an Embassy or organisation, extending a participant is only interesting if the placement is working well. Undertaking contract extensions that are not based on substantive performance reviews increases the risk of continuing deployments that are performing poorly (whether caused by the BBE's poor performance or the organisations' inability to meaningfully engage the BBE).

BBEs are technically staff on loan, with Sida being the BBE's employer. This has given rise to actual or perceived split loyalties – BBEs may not have a clear understanding of their role, and organisations may feel 'spied' upon by a 'Sida staffer'. The latter has been less of a problem with organisations that have gained a practical understanding of the programme's objectives and its administrative set-up. On the other hand, some partner organisations, particularly those less familiar with the programme, have mistakenly expected the BBE to bring insights and knowledge of how Sida works, as well as good networks within Sida, which has not been realised. These misaligned expectations and misunderstandings have typically occurred in the early stages of the deployment and have usually been ironed out by Sida.

The proximity to Sida as an employer has also led to some misaligned expectations regarding job opportunities after the BBE deployment. There is an implicit expectation among BBE participants that their placement experience can greatly improve their chances for, and potentially lead them into, employment at Sida, even though the programme is not considered a Sida career programme. The placements at the Embassies help fuel this expectation.<sup>20</sup>

Success has not only depended on the partner organisation, but also on the quality of the BBEs. BBEs who have had prior country/regional experience, relevant technical and language skills, and a flexible and problem-solving mentality have generally fared well. BBEs have come from more varied academic backgrounds than JPOs, SDPs, and JPDs (BBEs come more from natural sciences, engineering, and business education backgrounds and represent a broader range of universities and faculties). As a group they have somewhat less familiarity with development contexts and the soft skills required to succeed in these environments. Sida argues that selecting participants with less experience of development context increases diversity among the participants.<sup>21</sup> This may be the case in some instances, but it also entails higher and a longer learning curve. It requires more support from Sida and the recipient agency for the participants to learn, thrive, and perform.

Sida has used the flexibility of the BBE programme to address human resource needs at embassies. For instance, in 2012 Sida used the BBE programme as a vehicle to strengthen private sector engagement (B4D initiative) and ICT capacity at embassies (ICT4D initiatives). In the last five to seven years, Sida has steered away from embassy placements, except as an option for the third year of a BBE deployment. However, the Swedish Representation to the UN in New York has enjoyed three consecutive BBE placements, the last of which ended during the drafting of this report. These BBEs have been highly valued, including for “bringing development cooperation competence” to the Representation. The BBE has also played the role of linking the Representation and Sida. The use of BBEs to fill this purported gap in the Representation is questionable given that the objective of BBEs is to provide young professionals work experience in Swedish bilateral development cooperation, especially at a country or regional level. Considering BBEs as extended Sida staff also contributes to raising expectations of a Sida employment after the programme.

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<sup>20</sup> BBE participants frequently raised in interviews that their knowledge of Sida’s internal contribution management system – gained from embassy placements – was a valuable skill they could carry with them throughout their career.

<sup>21</sup> The logic here seems somewhat faulty. The BBE programme has had comparatively fewer foreign-born participants (see table Table 5.2). Such candidates may have developing country experience through their heritage.

To better comply with the objectives of the BBE programme, the last BBE placement in New York was first deployed at the Embassy in Nairobi prior to her deployment at the Representation.

### 3.2.4 UHR-managed programmes

#### *Findings*

The MFS programme has been running since 1968. It has provided grants to tens of thousands young Swedes of varying academic backgrounds. A recent assessment<sup>22</sup> commissioned by UHR found that 96 percent of former MFS grantees (48% strongly and 46% moderately) maintain that undertaking an MFS influenced them to pursue a career in international development, if the opportunity presents itself. Participants in the LP and Praktikant programme were influenced in similar ways by their experience.<sup>23</sup> This suggests that the UHR-managed programmes are providing a positive experience that creates an interest among participant for careers in development cooperation.

In terms of actually pursuing a development cooperation career, the same assessment found that 14 percent of MFS grantees work with development and international issues afterward.<sup>24</sup> Among respondents to the Swedish resource base survey conducted by this evaluation (targeting Sida, MFA, internationally active public institutions, CSOs, and development consultants – see Annex 5), 23 percent have completed an MFS. Anecdotal evidence also suggests that while former MFS grantees may not be pursuing a career in development cooperation as such, the experience may nonetheless have influenced individuals to pursue opportunities within another career track that relate to development and/or the global agenda. For instance, medical doctors, academics, and private sector leaders that are working with global health issues, climate change issues or corporate sustainability based, in part, on an interest that germinated while undertaking an MFS in their student years.

With regard to the Praktikant programme's effect on future careers in development, there is anecdotal evidence based on several former participants having secured employment in Swedish development-oriented CSOs, but the exact level (proportion of enrolled individuals) is unknown. There is also evidence of former Praktikant participants having applied to Sida's professional programmes – such as the JPO and

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<sup>22</sup> UHR; *Resultatorienterad rapport for UHR:s Sida-finansierade program 2016-2018*; 2019.

<sup>23</sup> Among PRA participants surveyed, 49% were strongly and 42% were moderately influenced and among LP participants surveyed, 28% were strongly influenced and 54% were moderately influenced (UHR/Webropol surveyed 3713 former programme participants in 2017. Response rate 29%).

<sup>24</sup> This may seem as a small proportion. However, one needs to consider that MFSs are small research grants provided to around 600 to 800 students every year from a range of academic backgrounds. As such, the grant does not consist of any support to help place the grantees on a development cooperation career track.

BBE programmes – and thus continuing a career in international development cooperation through the route of another Swedish resource base programme.

The LP programme is in theory less about building individual competencies for future careers, and more about institutional partnerships and improvements (although there are anecdotal examples of student and teacher development). It has seen some successful results. Stakeholders interviewed maintained that LP improved the education quality at universities through exchanges that have brought new perspectives and practices. The programme has also led to some north-south institutional partnerships that have been sustained beyond the LP funding. Examples include multi-year north-south academic partnerships between Karolinska Institute and Makerere University in health; and University of Kristianstad and Hai Phong University (Vietnam) in gender equality and capacity development. It has also contributed to the development of common courses and programmes – such as digital courses and Master's programmes in political science (University College West with University of the Western Cape, South Africa); and a course on human rights (University College Stockholm/Enskilda Högskolan Stockholm (EHS) and Myanmar Institute of Theology). In addition, three new Master's programmes in Natural Products Engineering were developed by the Royal Institute of Technology (KTH) and Mapúa Institute of Technology, Philippines, as a result of collaboration in the area of natural resource management and cellulose. This also has also generated interest among the local authorities in the Philippines.

This evaluation relied on secondary data,<sup>25</sup> which, for the most part, does not include information about results on the ground achieved by the Praktikant and MFS programmes. Interviews, nevertheless, reveal that the Praktikant programme has strengthened some north-south partnerships between Swedish and developing country CSOs. Meanwhile, being small research grants, MFS participants have at best very limited prospects of contributing to results at country level. The fact that MFS grantees are not systematically connected to a country level academic institution makes a positive footprint of the programme at country level more difficult. However, a Swedish institution of higher education found that the programme has had a positive effect on the academic performance of grantees – its data shows that 65 percent of students that undertook an MFS subsequently received the highest level marks.<sup>26</sup>

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<sup>25</sup>UHR. *Internationalisation through the Linnaeus-Palme programme – Success and Effects*, 2015. UHR; Rekryteringspool för internationellt utvecklingssamarbete? 2018. UHR; *Resultatorienterad rapport för UHR:s Sida-finansierade program 2016-2018*; 2019. Sida; *MFS utvärdering 2019* (enkätresultat); 2019. . Sida; *Linnaeus-Palme utvärdering 2019* (enkätresultat); 2019. Webropol; *Effektmätning inom MFS, LP och praktikantprogrammet*; 2017.

<sup>26</sup> Stockholms Universitet, Department of Media Studies, Fiedler B; 10 år med MFS, Alumnundersökning MFS-stipendiater 2005-2015, utvärdering, utveckling och kvalitetssäkring av MFS-

### *Assessment*

A contributing success factor for the MFS and LP programmes has been their long, continuous and secure funding over decades.<sup>27</sup> The older MFS programme has introduced development work to many young Swedes for multiple decades thus providing a key gateway to a career in international development cooperation. Close to all stakeholders from higher education institutions interviewed by this evaluation held that these programmes play an important role in promoting north-south collaboration among academic institutions. They also maintained that the programmes are integrated in the institutions' core operations and directly tied to their strategies for internationalisation and improved quality in education.

Given their long existence, MFS and LP programmes are well known at universities. Indeed, the programmes rely on an extensive and vibrant Swedish university network for their success.<sup>28</sup> In turn, the Swedish universities have access to wide international academic networks (estimated to consist of around 7000 institutions of higher education) and possess robust structures to manage them, which are critical for the success of the LP programme.

In terms of challenges, LP continues to be still negatively affected by the 2016 budget cuts. This has hurt the credibility of the programme as universities are wary of again risking mobilising its capacity if the funds may not be forthcoming. Furthermore, the interest for the programme has been waning due to the burdensome application process.

Both the MFS and Praktikant programmes face tensions between the objectives of strengthening Swedish individuals and delivering results in developing countries. Praktikant seems to be strongly supply-driven, with only a few Swedish CSOs collaborating with their local partners to determine needs and opportunities in relation to a Praktikant placement. Meanwhile, there are no requirements for MFS grantees to link up and interact with country-level academic institutions, thus potentially reducing the country to a research setting, rather than an opportunity for exchange and learning. In countries like Kenya, foreign students and researchers are required by law to be affiliated with a Kenyan public research institution. Many other countries

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rogrammet vid IMS; 2016.

<sup>27</sup> The budget cutbacks in 2016 revealed its vulnerability. The budget to the three relevant programmes was roughly cut in half (little over 50%), which resulted in a 79% rejection rate of all submitted applications in the spring of 2016.

<sup>28</sup> 82% of those surveyed among the Swedish resource base knew about the MFS programme. Please see Annex 5.

require research permits, even for undergraduate study tours.<sup>29</sup> MFS are, however, often completed without permits.

### 3.3 INFLUENCING

Past surveys have found that one-third of JPOs and half of the BBES<sup>30</sup> felt they were able to spread knowledge about Swedish development cooperation objectives and values. Likewise, most MSS participants report influencing the multilateral system in areas such as results-based management, reporting, gender equality, and human rights perspectives. Indeed, many MSS and NE participants have worked in areas prioritised by Sweden. This includes UN reform, youth/SRHR, gender equality, anti-microbial resistance, and development financing.

Nevertheless, a majority of the current and past secondees interviewed see missed opportunities for strategic interaction. They see much greater prospects for using secondees as sounding boards or a “brain pool” by Sida and MFA. Both MSS and NE secondees, however, are unclear of what Sweden would want from them. What areas should the secondee pay extra attention to? What information would be useful in the management of support to these organisations and/or in their governance? What are Sweden’s positions? What is Sweden’s vision for the multilateral organisations and what are its priorities?

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<sup>29</sup> See for instance <https://research-portal.nacosti.go.ke/>

<sup>30</sup> Nilén H., Nilsson PU., Nyberg J., “Verktyg som utvecklade den svenska resursbasen” - En utvärdering av JPO- och BBESprogrammen 1992–2003, Sida, 2004.



## 4 Sustainability

*EQ4: Are the participants' experiences and knowledge taken advantage of during and after their placement is completed? Are they able to make use of their new competencies and experiences?<sup>31</sup>*

This chapter discusses the use of experience and knowledge gained from the programmes. The first section analyses the use that participants have had of their acquired competence and experience. The second part looks at the extent the competence pool that has been developed from the programmes is drawn upon by Sida and other development cooperation actors in Sweden.

### 4.1 MAKING USE OF NEW COMPETENCE AND EXPERIENCE

#### 4.1.1 Findings

Past evaluations of the professional programmes, the assessment commissioned by UHR for the steppingstone programmes, and the survey conducted by this evaluation all provide strong evidence that participants are able to make use of their new competencies and experiences at an individual level:

- Almost 80 percent of former PRA, MFS and LP participants maintained that through the programmes they obtained competencies and experience that were useful in their current positions. This was also the case for most of the respondents who were not working within international development at the time of the survey.<sup>32</sup>
- The 2009 evaluation asked former JPOs, BBEs, JEDs and SARCs about the usefulness of the experience and knowledge gained in the programme in their

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<sup>31</sup> The team is aware that this evaluation question is not a perfect fit with the concept of "sustainability" as defined by OECD/DAC. The extent the participants' experiences and knowledge taken advantage of after their placement is completed and the extent the participants are able to make use of their new competencies and experiences relate sustainability according to the OECD/DAC criteria (The extent to which the net benefits of the intervention continue, or are likely to continue). This is not the case for the extent that participants' experience and knowledge are taken advantage of during their placement, but stakeholders at Sida requested that the evaluation question be formulated this way. Taking advantage of participant experience and use of participant knowledge are also both objectives for many of the programmes, and could thus also be analysed as objectives in the effectiveness assessment.

<sup>32</sup> UHR; Resultatorienterad rapport for UHR:s Sida-finansierade program 2016-2018; 2019.



present job. Over 80 percent of the respondents found their experience to be useful in their present jobs and close to half of the respondents considered that their participation in the programmes made them stronger candidates for in getting their present job.

- The 2009 evaluation also asked former participants to assess to what extent they had been able to transmit knowledge and experience from their JPO, BBE, JED<sup>33</sup> or SARC assignment to: (a) a workplace in the field following their junior assignment; (b) counterparts in partner countries; and (c) a workplace in Sweden after their junior assignment. The results indicated that ex-participants have been able to share their experiences to some extent.
- 90 percent of the respondents to the resource base survey conducted by this evaluation team stated that their career choices have been *positively* (19%) or *very positively* (72%) affected as a consequence of their participation in the resource base programmes. Participants in BBE (84%), JPO (82%) and SARC (80%) stand out with larger shares of being *very positively* affected.
- Nearly 75 percent of the respondents to the same survey answered that their participation had *high utility* for later work positions. Sixteen percent stated that it had *medium utility*, and nine percent that it has *little utility*. One percent responded that it did not have any utility. The BBE (89%), JPO (89%), and Sida's internship programmes (89%) had the greatest proportion of participants who responded that they had gained *high utility*, while NE (40%) and LP (20%) participants had relatively larger shares that stated *little utility*.
- Forty-four percent of respondents of the Swedish resource base survey stated that their participation had a *very positive effect* on their professional networks. Thirty-nine percent responded that it had a *small positive effect*, while 16 percent noted that it did not have any effect in this regard. Programmes with a relatively large share of highly positive responses are SARC (80%), BBE (68%), Sida's internship programme<sup>34</sup> (66%) and JPO (63%). The NE programme and MSS programmes have relatively larger shares stating that their participation had a *small positive effect* on their professional networks.

#### 4.1.2 Assessment

At an aggregate level, it appears that the use of competence and experience has been greatest among participants of the professional programmes. While this is certainly in part a reflection of the quality of the programmes, the participants of these programmes are also at the stage in their career at which they can arguably draw the most utility from participation. In contrast, the steppingstone programmes involve people who are about to or are just entering the job market; and the secondees and more senior LP

<sup>33</sup> JED – Junior Expert in Delegation was previous EU programme that no longer exists.

<sup>34</sup> The PRA programme also had 11% that stated that participation had no effect on the respondent's professional networks.

participants already have established careers and existent networks. For these groups, a slightly lesser utility and contribution to networks might be expected.

## 4.2 ACTORS DRAWING ON COMPETENCE POOL

This section looks at the extent Sida and the Government Offices draw on participants of the professional and secondment programmes during and after their deployment.

### 4.2.1 Professional programmes

Evaluations of the resource base programmes over the years have been highly critical of Sida's inability to draw on the experience and knowledge of former participants. In 2009, an evaluation of the JPO, BBE, JED and SARC programmes found that:

*Respondents are disappointed about having few opportunities to share their knowledge and experience when they return to Sweden. They find that in general there is very little interest on the recipient side. Sida has failed to develop a systematic approach to debriefing and feedback, which means that valuable information and insight which Sida and the MFA could have used to update their information and enhance their competence are wasted. (p. 4).*

In 2004, an evaluation of the JPO and BBE programmes stated that:

*In 1997 like today, many JPOs and BBes find that Sida does not show any interest for the resource base that it has contributed to developing. (p. 10).  
Most staff are aware that Sida does not make optimal use of the competence of ex-participants working at Sida. Sida needs to find ways of reaping the benefits of the investment made in the programmes by systematizing feedback from the participants and to make an effort to recruit ex-participants to positions where their specific competence and experience can be useful to Sida. (p. 44)*

Indeed, during the course of this evaluation, a majority of former participants encountered by the team, regardless of programme, were dismayed by the lack of interest and follow-up by Sida or embassies.<sup>35</sup> Some of the Sida staff members interviewed by the team openly recognised this shortcoming. Obtaining and maintaining contact information is one of the challenges (see Box 3). Others seemed to see the criticism as participants "asking for more" when they already had had the privilege of participating in the programme. They felt that the engagement former participants were seeking was tantamount to expecting to work for Sida afterwards. These staff members regarded the programme as any other Sida programme – once the initiative has been correctly implemented and funds disbursed, Sida staff no

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<sup>35</sup> In contrast, embassies of countries like Japan and Germany, have extensive interaction with their respective JPOs to the UN, World Bank and OECD. In some countries the Japanese ambassadors engage with the young professionals.

longer has responsibility. Some participants expressed that they felt a sense of guilt and/or waste that they had no opportunity to “give back” after having received such an important benefit.

Nevertheless, there have been some noteworthy attempts to improve efforts to reach out to professional level participants during and after deployment:

- Sida has undertaken mid-deployment seminars for BBE participants in the past

**Box 3: Ability to contact (former) participants**

A prerequisite for drawing on current and past participant experience is being able to contact them. The ability to do so varies from programme to programme.

- With regard to MFS and LP, UHR and the universities have this information. The universities were contacted by UHR for contact information when it undertook its large-scale survey in 2018.
- Sida/CAPDEV has contact data going back for many cohorts for the JPO, SARC, and JED/JPD programmes. For the JPO and BBE programmes, Sida has statistics and participant lists dating back to the 1970s and 1990s respectively. Contact details are, however, not regularly updated. Reliable contact information is only available for the cohorts in the most recent years. Over the years, BBE programme officers have developed their own systems to track and maintain the participant lists, statistics and their contacts. The same holds true for the JED/JPD programmes.
- Sida/CAPDEV says it maintains the contact details of former UNYV in order to encourage them to apply when calls are made for applications to the JPO and SDP programme. This is particularly important since Sida regards the UNYV as a programme that can feed candidates to the professional UN programmes.
- Sida/MULTI maintains lists and contact details of current and former secondees. The names and contact details cannot be accessed on Sida's Sharepoint or other internal knowledge management tools. For a Sida or MFA staff member to find out whether there is a present or current seconded or national expert working in a country or agency, they must first contact the relevant desk officer at Sida/MULTI.
- Embassies/Swedish representations generally are provided with contact details to BBes, JPOs, SDPs, SARCs and secondees in the country. Contact information for the other programmes rely on the individual registering with the embassy when they are in the country.
- An alumni network for JPOs is organised through the UN, however membership is on a voluntary basis.
- Sida manages a network for MFS, called “MFS alumni” that Sida's communication department draws upon to inform students about the MFS programme.
- UHR has an online platform for MFS theses which contains data on individual MFS scholarship recipient.

two years. This has been appreciated by the participants and CAPDEV have gathered relevant information from the BBes about their work in Sida-supported organisations. However, there has since been little to no follow-up from the relevant desk officers.

- Efforts have been made by Sida to bring together past participants from the professional programmes to encourage them to form alumni networks. While there appeared to be interest, some past participants were expecting Sida to carry out the initiative rather than be proactive themselves.
- Some former participants from the JPO, SARC, JED/JPD and BBE programmes are invited as resource persons in the pre-deployment training for the professional level programmes.
- The JPO and SARC mid-term deployment training was recently improved in collaboration with the United Nations System Staff College (UNSCC). It was renamed the ‘Emerging Leaders for 2030 Agenda’ workshop to reinforce the Swedish JPOs and SARCs abilities to remain in the UN system.

- There is insufficient follow-up of BBEs after their deployment, but one BBE who worked at IPPF in Bangkok took the initiative to reach out to Sida and was subsequently invited by Sida's thematic health team to a debriefing.

#### 4.2.2 Secondment programmes

The MSS programme has worked to improve interaction with the participants in its programme. Sida/MULTI has visited secondees positioned in New York on a few occasions, which has been appreciated by the secondees. The unit has also systematically debriefed every seconded upon return. According to all secondees interviewed and the seconded reports reviewed, these sessions have been thorough and useful, despite its focus on personal experience. However, the information exchanged at these meetings does not appear to have been shared systematically with relevant staff at Sida, in embassies or the Government Offices.

The MSS programme has institutionalised homecoming seminars for every cohort of returning secondees. Relevant staff at Sida, MFA, and other ministries have been invited to attend. While being well-organised and a good opportunity for networking, they offer secondees very limited time to share their experience, in the interest of keeping the seminar within the timespan of a morning. The reason for this is that it is believed that a longer session would discourage attendance by desk officers further, which is already at a mediocre level. Secondees appreciate the opportunity to discuss with a broad group of stakeholders, but a few questioned whether they were listened to. For instance, during the seminar a couple of years ago the difficult question of how to deal with suspected corruption when serving as a seconded employee came up as a problem that several of the secondees had grappled with. It was suggested that future secondees be provided with guidance and/or preparation in this area. So far this has not occurred.

#### Box 4: MFA's interactions with participants of Swedish resource base programmes

The Swedish Ministry for Foreign Affairs is in charge of Sweden's multilateral cooperation, oversees the unearmarked voluntary/assessed contributions to these institutions, and is represented in the governing bodies. Within the Swedish UN community, MFA is not known to value regular meaningful exchange about strategic issues with Swedish professionals in the system. However, in recent years, MFA has been addressing this shortcoming and has sent clear directives to embassies and representations to improve interaction. Examples of embassies where efforts have been ramped up include the UNESCO/OECD delegation in Paris and the permanent Representation at the EU in Brussels.

The Representation at the EU in Brussels has taken proactive measures based on the Swedish Government strategy to increase Swedish presence in the EU institutions, including through the resource base programmes. This is becoming even more relevant in light of the upcoming Swedish Presidency of the Council of the European Union in 2023. The need for Swedish presence in the EU has also become more acute following Brexit. The UK leaving the EU signifies that hundreds of 'like-minded' officials in the EU development cooperation institutions will be replaced by other EU nationals. It is likely that this will affect the policy and implementation landscape for development cooperation through the EU.

MFA organises multilateral days in Stockholm every spring, during which relevant staff at embassies and representations are flown home. On a couple of exceptional occasions, one or two seconded(s) have attended and were invited to present their experience, but due to the limited budget for the event, this is not the norm.

MSS participants are required to prepare mid-term and final reports. These provide feedback on the programme and experience, but do not provide space for strategic issues related to Sweden's support of the organisation. The reports typically remain with Sida/MULTI. There does not seem to be a high demand for these reports beyond this unit.

The interaction that secondees have had with other parts of Sida, embassies/representations, and focal points in the Government Offices have varied. A few secondees have reported that they have had satisfactory contact with focal points at Sida and/or relevant ministries, while others did not know who the relevant focal points were. Mostly contacts were limited. With a few exceptions, most secondees report that embassies/representations have shown little or no interest in professional exchanges with the secondees, except for informal interaction in a few cases, based on personal connections. Several secondees have worked in positions with strategic insight into the UN reform process. However, according to secondees interviewed, these have not been drawn upon by MFA or Sida in a meaningful way during or after the deployment. Below are some examples of secondee perspectives:

*“It would have been useful if the Government Offices/MFA and Sida could provide information during our secondment period so that we have updated knowledge of Sweden’s perspectives on UN reform and priorities so that we can consider these during our deployment.”*

*“To increase the knowledge of the UN system within the Government Offices and Sida it would have been useful to have a more structured contact with the UN permanent mission. It would have increased my knowledge of how Sweden works with the UN as a member state and larger donor.”*

*“It is clear to me what we can do to promote Swedish UN priorities. Our knowledge of how things work in practice in these organisations is valuable to take back to Sweden. I hope we are given the opportunity to properly share our experience and knowledge in a structured way when we return.”*

According to interviewees, the human resources departments at Sida, MFA and the other ministries consider the secondment as a personal development experience. As such, they are not treated as an organisational asset to directly draw upon. A handful of MSS participants have assumed positions in Sida that have been directly relevant to their experience, but most have not. For example, in one case, the team was told that a head of section in Sida requested to temporarily assign a secondee who had returned to work on a pressing issue that the secondee was particularly qualified to contribute to because of the knowledge gained from the deployment. However, the secondee's new supervisor refused the request.

Participants seconded from MFA and other ministries who were interviewed by the team indicated that they had no debriefing by their employer, nor did their employer express interest in their former deployment. Interest was expressed, however, by colleagues who wanted to learn about applying to the programmes themselves. Upon

return, staff from the Ministry of Enterprise and Innovation, and Ministry of Health and Social Affairs assumed the same positions that they had before their secondment. There are no informal thematic, topic-specific or agency-specific groups or networks at Sida nor at the Government Offices which the secondees can join and share knowledge and experience.

National Experts seconded to the EU institutions have ad hoc briefings upon their return to Sweden. Selected National Experts are invited to share their experiences in Sida's internal communications and newsletters in SharePoint. However this mainly serves to inform staff about the NE programme and what the seconded staff can do during the deployment, rather than to share knowledge and experience. Sida has organised internal workshops on EU related development cooperation to improve knowledge of EU in recent years. There is potential to use former and current NEs in a much more systematic manner as part of this information and knowledge exchange.

### 4.3 ANALYSIS AND ASSESSMENT

Drawing on participants after their deployment and ensuring that individual knowledge gained is shared within the organisation upon return contributes to an active and vibrant resource base. Integrating secondees' experience and new competences into their seconding organisations is a fundamental objective of several of the resource base programmes and a key priority stated in the KAPAME strategy:

*The feedback of Swedish competence and experience from Swedish secondees to their seconding agency/organisation is important. (p10).*

Despite the emphasis in the KAPAME strategy on organisational-level interaction, and the fact that many participants of the resource base programmes gained pertinent and strategic information, there has been no overall approach to promote learning and exchange. Efforts have been piecemeal and rather limited: Sida/MULTI has systems for feedback during and immediately after deployment of MSS participants, but not for NEs; a few focal points at Sida/Government Offices have interacted in a substantial way with a handful of participants; Sida/CAPDEV has made a few efforts to promote knowledge exchange between the BBE participants and Sida; and embassies have on rare occasions drawn on participants. The professional-level UN programmes have a more systematic approach to learning, as evidenced by the new mid-deployment trainings organised jointly with the UNSCC (see section 5.3).

While there is strong motivation among participants to share knowledge, interviewees point to the lack of demand for information from Sida and stakeholders within the Government Offices. Most of the initiatives and contacts made for knowledge sharing are supply-driven by the individual participants or the programme managers. The low demand may be due to the lack of time for exchange and learning among staff, their scarce interest, and their perception that they already possess the necessary insights/inability to admit to knowledge gaps. In addition, low demand may also be due to the insufficient value placed on learning and networking.

Promoting integration of knowledge and experience from staff training, secondments, and/or sabbaticals is a challenge for most organisations, be they of the private or public sector. There is nevertheless opportunity for Sida, the Government Offices and other government agencies to significantly strengthening feedback processes and organisational learning. A robust approach would require organisation change, in relation to networking and learning processes, led from the top. There are also more immediate and concrete measures that can be taken at department level to improve learning and exchange, such as promoting the formation of informal thematic/agency groups.



## 5 Efficiency and organisational effectiveness

*EQ5: To what extent have lessons learnt from what works well, and less well, been used to improve and adjust project/programme implementation?*

*EQ6: How effective is Sida's and UHR's internal systems for managing the programmes?*

*EQ7: How efficient is the management of the 11 programmes? To what extent would streamlining and/or enhancing the management processes lead to more optimised results and better alignment with KAPAME?*

*EQ 8: Do other (bilateral) donors have programmes with similar objectives? If so, how are these managed and financed?*

The section below examines efficiency issues at the aggregate level. The following sections discuss efficiency in relation to the programmes and their respective managing entity. BBE and MSS are discussed in separate sections since the evaluation methodology involved more in-depth analysis of these programmes.

### 5.1 OVERVIEW OF EFFICIENCY

While Sida/CAPDEV has overall responsibility for the resource base programmes, the management of them is delegated to different entities:

- Sida/MULTI, with support from Sida's human resources department, manages MSS and NE;
- Sida/CAPDEV manages JPO, SDP, SARC, UNYV, JPD, and BBE;
- UHR manages MSF, LP, and PRA;
- Sida/SPF provides training services to JPO, SDP, SARC, UNYV, JPD, BBE, MSF, LP and PRA.

Other parts of Sida are also drawn upon to a limited extent. Since 2019, representatives from regional and other departments form part of a steering group for most of the Sida-managed programmes (MSS, JPO, SARC, SDP, UNV, and BBE) that meets three times a year. Multilateral agency focal points are drawn upon as needed. Other parts of Sida and MFA are also invited every year to suggest multilateral positions to be financed. MFA and Sida/CAPDEV meet twice a year to discuss the KAPAME strategy and the human resource base programmes. However, the programmes are managed mostly through parallel silos.

Despite burden-sharing with implementing and recipient partners (UHR, JPOSC, UNV, UN Secretariat, EU DEVCO), all programmes require important Sida staff input. The evaluation estimates that based on survey feedback, the input amounts to

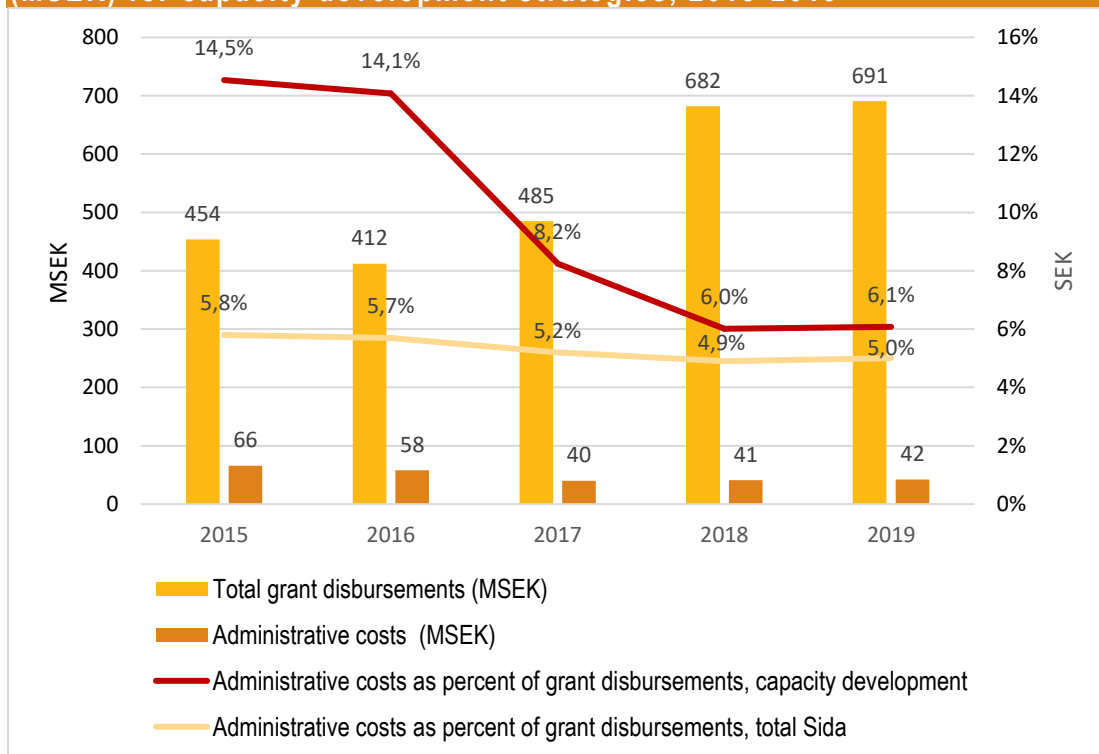


about 10 full-time positions for 11 programmes. NE and BBE are particularly burdensome since they technically involve staff being on loan from Sida. However, unlike other HR-related activities at Sida, these are not led by Sida's HR unit, but by Sida's operational staff in Sida/CAPDEV and Sida/MULTI with support from HR staff.

The staff that are involved in the resource base programmes manage many more but smaller contributions than average at Sida. However, the ratio of disbursements compared to administrative costs has increased two-fold since 2013, which translates to an increased workload for each staff member involved.

The figure below illustrates that total disbursement by Sida for the KAPAME strategy has increased over time, whereas administrative costs have decreased. This can be interpreted as being highly efficient. However, from interviews with staff it is clear that the administrative burden is high and leaves little margin to undertake any activity beyond pure administration – such as monitoring outcomes, promoting learning, and developing robust new programmes.

**Figure 5.1: Relation between expenditure and administrative resources (MSEK) for capacity development strategies, 2015-2019**



**Source:** Sida annual reports **2019**, table 3.17, 3.30, diagram 3.54; **2018**, table 6.11.2; **2017** table 4.14.2

The relationship between administrative costs and grant disbursements is approaching the levels seen for Sida in total (see the figure), even though most of the strategy-related interventions are comparatively more resource intensive, with a high volume of contributions, individual contracts, personnel management, and training sessions. As seen in Table 5.1, the number of contracts is high and has increased over

time. The number of individual disbursement actions has also been high, but fell in 2019. This is likely to be a result of both consolidating disbursement decisions by UN agency, rather than by individual placement, and the current freezing of the BBE programme.

**Table 5.1: Contributions and contracts managed by Sida under the capacity development strategies, 2015-2019**

|                                          | 2015 | 2016 | 2017 | 2018 | 2019 |
|------------------------------------------|------|------|------|------|------|
| Total grant disbursements (MSEK)         | 454  | 412  | 485  | 682  | 691  |
| Number of active contracts <sup>36</sup> | 242  | 235  | 256  | 292  |      |
| Number of individual disbursements       |      |      | 244  | 244  | 196  |
| Number of contracts in start-up phase    | 55   | 46   | 105  | 109  |      |
| Average contract duration (months)       | 45   | 43   | 43   | 41   | 39   |
| Average contract amounts (MSEK)          | 24   | 13   | 11   | 13   | 12   |

**Source:** Sida annual reports **2019**, table 3.17, 3.30, diagram 3.54; **2018**, table 6.11.2; **2017** table 4.14.2

Routines have been established for all programmes and improved every so often. Several of the programmes (UHR programmes, MSS, the professional programmes) have developed flow schemes and/or process manuals for their administrative processes that are mostly followed.<sup>37</sup> The team came across several staff that had misconceptions about the routines, which suggests that the routines are not always well communicated beyond those directly involved.

Each programme involves a necessary set of processes which includes, but is not limited to, advertisement/communication, application, recruitment, pre-deployment training, and programme participation and debriefing/reporting. The disbursement cycle for most of the programmes are several years long. This creates significant lead time before any changes introduced can have effect. None of the programmes could shorten these steps in any considerable way without substantially reducing the quality. As such, most of the programmes cannot typically change gears quickly, in relation to, for instance, contextual and political changes.

The costs of the programmes vary considerably because of their different design, objectives, target groups, associated costs, administrative costs, and length of

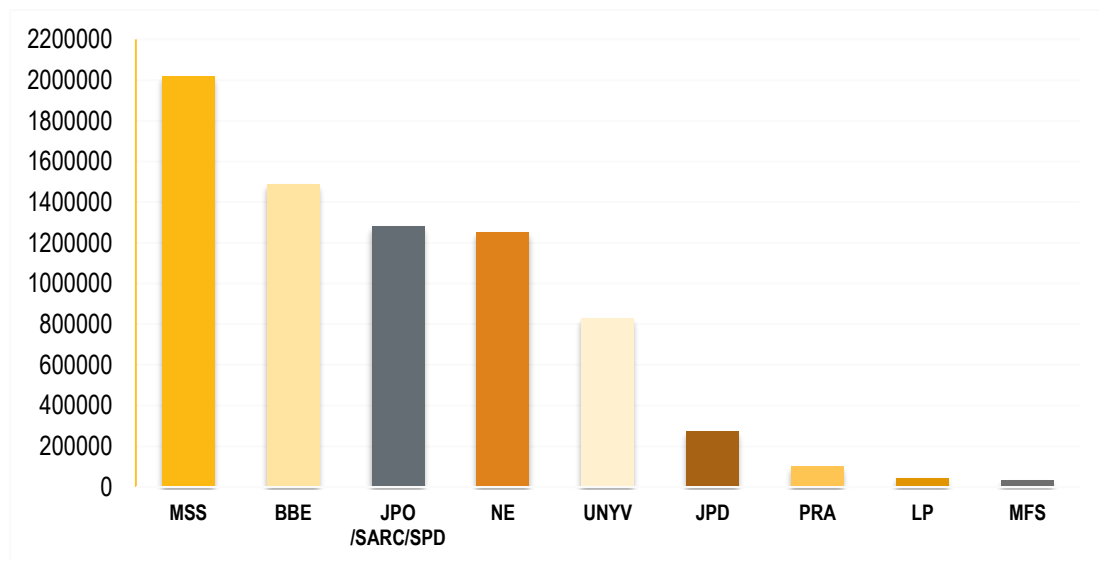
<sup>36</sup> The figures in table 5.1 relate only to programmes managed by Sida. For comparison, in 2019 UHR had 450 additional active contracts. According to UHR, this represents an average amount of active contracts.

<sup>37</sup> Annex 12 provides an overview of the administrative flows of the professional programmes. The MSS and NE programmes have a process manual. It is not up to date but would not take much to update.

deployment (for instance, MFS grants are for a semester; PRA lasts for one year; MSS, JPO and BBE placements can last up to three years, while NE placements can last for up to four years). The number of participants also vary significantly between the different programmes. While the EU, multilateral, and BBE programmes (8 programmes) jointly placed over 300 Swedes in different development organisations during 2019, the UHR programmes support around 1500 participants in a given year.<sup>38</sup>

Given the above, comparing cost per participant provides a blunt overview. Considering the specificities of each programme needs to be taken into consideration before drawing conclusions. Nevertheless, dividing the overall cost by participant gives an idea of the investments made. Figure 5.2 below shows that the Swedish-owned MSS and BBE programmes are the largest investment per participant.<sup>39</sup> JPO, SARC, SPD and NE cost 65 percent less per participant yearly compared to an MSS placement. The UNYV programme is the least expensive UN programme, making the UNV modality attractive to UN agencies and donor countries alike. The JPD programme and the UHR-managed programmes have considerably lower costs per participant.

**Figure 5.2: 2016-2018 average cost (SEK) per participant per programme**



<sup>38</sup> The estimations are based on data from 2017-2018. The LP programme supported around 650-750 participants per year; the MFS programme had between 600-650 grantees; and PRA had 120-150 participants. UHR, "Resultatorienterad rapport för UHR:s Sida-finansierade program 2016-2018".

<sup>39</sup> Note that the calculations are based on a three-year average and are based on the total reported annual cost per programme divided by the number of reported participants.

## 5.2 LP, MFS, PRA (UHR)

With well-established and regular relations with 48 tertiary education institutions in Sweden, UHR, the Swedish Council for Education, is uniquely placed to manage the LP and MFS programmes as both target students and universities. UHR manages twelve other international student/university exchange and internship programmes, including Erasmus programmes.<sup>40</sup> UHR is mandated through a government regulation<sup>41</sup> to manage the LP and MFS programmes. In addition, UHR was requested by Sida to manage the internship programme in 2011 because Sida deemed that the programme demanded too much of its human resources to administrate. UHR has staff capacity as a government regulation states that ten positions at UHR's offices in Visby should be financed by the development cooperation budget. When partnering with UHR to implement these programmes, Sida benefits from UHR's support functions (IT, finance, communication). UHR considers that the Sida-financed programmes that it manages have sufficient flexibility for adjustments – especially in comparison with programmes such as Erasmus, for which implementation is dictated by the EU.

UHR has a well-functioning web domain – [utbyten.se](http://utbyten.se) – where it shares and disseminates up-to-date information on their different programmes. The domain is well organised with accurate and clear information, guidelines, and instructions. In addition, UHR undertakes a range of interactions with its core target group(s) which include conducting application workshops, training of reviewers, field visits to universities, field visits to target countries, as well as daily contact with applicants via telephone and email.

UHR undertakes consistent and thorough assessments of applications, to ensure relevance to strategic objectives. To support its management and administrative processes, UHR has, since 2015, built a comprehensive IT-based system: RAUK. Sida financed 60 percent of RAUK.<sup>42</sup> It constitutes a one-stop administrative system (applications, participant data, reports, contracts, financial disbursements, monitoring, surveys)<sup>43</sup> with 800 to 1200 unique users on an annual basis. RAUK streamlines processes and saves costs. It allows for managing several programmes at once; is used by many and varied types of users; reduces paperwork; and facilitates

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<sup>40</sup> In addition to Erasmus+, UHR manages many large and complex programmes, such as Nordplus, Atlas, EPALE as well as the admission for most of the Swedish universities. UHR is also manage the Swedish Scholastic Aptitude test.

<sup>41</sup> Furthermore, a government regulation mandates that the Swedish development cooperation finance ten positions at UHR in Visby as a measure to create employment in smaller Swedish communities.

<sup>42</sup> The estimated cost of the system is SEK 3 million. It has to a large extent been built by internal developers at UHR.

<sup>43</sup> The system essentially has two main parts, respectively related to application and processing. The first part enables higher education institutions to feed data into the system, including applications and reports; while the other part allows UHR to manage and analyse the information.

monitoring. Furthermore, the data from previous years can be easily accessed. Most stakeholders appear to find the system useful and time-saving. UHR has control over the system and can annually redesign parameters so that applications and reporting reflect current needs and requirements. The capacity of RAUK system, combined with the available level of human resources at UHR, show potential for increasing the management load.

UHR has a robust system of external reviewers of applications, who are trained annually so that relevance criteria are up to date and aligned to KAPAME and Agenda 2030. Two independent assessments are made of each application. If there is a deviation between the two, a third assessment is undertaken to safeguard the principle that all applications are treated fairly.

UHR has also made other efficiency improvements. Before 2016, MFS applications were handled by more than 100 individual faculties within 48 universities. These are now handled centrally within 30 universities. Furthermore, UHR is currently carrying out a pilot project with Lund University, Karolinska Institute and Gävle University to improve effectiveness in relation to KAPAME and overall efficiency in UHRs processes. The pilot strives, for example, to look into ways to: increase the institutional collaboration focus in the LP projects; strengthen the Agenda 2030 relevance of the projects; lessen the administrative burden for universities (time and requirements); shorten time for field exchange (since it fits poorly with the educational calendar); and split disbursements to universities in two parts to reduce repayments.

Some additional efficiencies might be gained if changes were made to auditing routines. UHR's compulsory auditing level is SEK 300,000, which was changed from SEK 100,000 in 2019. Interviews revealed that a considerable amount of time is devoted to the audit requirements. The value of a proper financial audit is clear, although an auditing level that is cost-wise proportionate to the size of the budget would be more practical.

UHR's reporting is structured, analytical and contains good data. RAUK allows for financial monitoring and monitoring of participants at an output level. However, apart from a recent one-off outcome assessment report, UHR does not yet have a system for monitoring outcomes; but it is exploring different possible approaches. UHR has found it difficult to build internal monitoring capacities and track long-term performance with one-year contracts with Sida.

UHR has had only annual agreements with Sida, but previously for many years, it planned for timeframes of several years without specific approval from Sida. This worked well for both parties until scrutiny from Sida's legal department in 2012 prohibited this practice. Strict one-year contracts are now implemented which have had adverse effects on UHR's planning and relations with university partners.

UHRs budget has varied from year to year, which has affected efficient administration and created a crisis of confidence with some universities. The budget reductions in 2016 further impacted this and affected universities' ability to plan with international peers. LP was particularly affected by this due to its reliance on international collaboration and relatively long implementation periods. As a result, LP is still struggling with this and some universities are still reticent to dedicate resources to applying again.

The budget fluctuations have contributed to the suboptimal institutional relations between Sida and UHR. While relations are generally good among individuals in both organisations, there is mistrust and resentment between the agencies. Essentially it appears that UHR is dismayed that a fellow public agency does not sufficiently take into consideration UHR's relatively complex regranting role, while Sida resents that 10 positions at UHR are financed by Sweden's development cooperation budget.

The UHR programmes interact closely with SPF for pre-deployment/pre-research training. The collaboration functions relatively well. LP participants and Sida interns have the option of receiving training in Härnösand. MFS participants were required to participate in person in three days of training until recently. Since the annual number of MFS participants reaches to up to 800, SPF have had to devote a considerable amount of resources at relatively short notice to this programme.<sup>44</sup> Moreover, some participants already have relevant experience and knowledge<sup>45</sup> and may gain little from the training, which is considered fairly basic. Investing in web-based training would save costs in the long-run and would free up SPF's human resources for more innovative initiatives. While it could be useful for MFS participants to meet each other, this could appropriately be organised at university level before and after the field studies. The evaluation team discussed this requirement with the UHR and SPF during the evaluation process and suggested online options. In March 2020 the requirement was dropped.

Long implementation chains are a challenge for the UHR programmes. This is particularly true for the PRA programme that in some cases can involve up to six different entities or actors from donor to recipient organisations. Several interviewees emphasised that these long implementation chains reduce the contextual understanding and utility for the recipient organisation since, with a few exceptions, the design of the internships are usually decided upon further up the chain.

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<sup>44</sup> Please see Annex 11 for relative data on SPF's training activities.

<sup>45</sup> Some are already doing research or internships in developing countries and must finance a trip to Härnösand themselves to undertake the training.

### 5.3 UN PROFESSIONAL PROGRAMMES & UNYV (SIDA/CAPDEV)

The UN professional programmes have been generally well-functioning for decades. They build on the long experience of the JPO programme within the UN. Nevertheless, Sida has not allowed the programme to get “dusty”. Rather, several innovations have been introduced in recent years. These are discussed in the following paragraphs.

Sida has made efforts to reach beyond the usual target groups with information about the programme, including diaspora groups and reaching out to a broad range of university students interested in development cooperation through seminars. It has increasingly worked with more academic institutions; engaged in career days at universities (including within the natural sciences); partnered with UNDP Sweden, FUF, and the Swedish UN Association. Sida’s use of social media to spread information has increased in recent years. This includes using social media platforms such as LinkedIn and Facebook to make calls for applications and promoting the programmes through a promotional video.<sup>46</sup>

To lessen the administrative burden, in the past year Sida mostly delegated the recruitment process to the receiving organisations or the JPO Service Centre.<sup>47</sup> Also, instead of regarding each placement as a separate contribution decision, it has grouped the placements by partner organisation, so each contribution decision can include several placements within the same organisation.

To improve the quality of candidates, Sida first introduced an emotional intelligence (EQ) test of shortlisted candidates. This has proved so successful that the JPOSC has now introduced it as a standard part of the recruitment process. Second, two years ago, after finding that some candidates lacked a proactive and problem-solving demeanour and had a tendency to complain, Sida introduced a resilience test to help identify potential candidates. Sida/CAPDEV and Sida/SPF maintain that this immediately, and significantly, improved the first cohort to whom the test was administered. Third, in 2020, Sida opened up JPO positions for applicants from 35 partner countries for the first time. Sponsoring candidates from developing countries was first pioneered by the Netherlands.

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<sup>46</sup> The latest advertisement for JPOs appears to have been circulated widely, judging on the many ways it popped into the feed of this team’s individual Facebook accounts.

<sup>47</sup> Twenty years ago the UN streamlined the JPO programmes of the different UN agencies by establishing the JPO Service Centre (JPOSC) at UNDP. It functions as a one-stop shop for all activities related to the JPO and SDP programmes, such as partner and client relations, financial and HR management, recruitment, career and learning support. The centre serves as a form of broker between 16 UN agencies and 18 participating donor governments.



Sida is known in the UN for running a quality pre-deployment programme for professional programmes. In fact, other donor countries have looked to Sweden for inspiration in this area. Nevertheless, Sida has recognised areas for enhancement and has improved the quality further. Close and fruitful collaboration between Sida/CAPDEV and Sida/SPF has led to new topics being introduced; new training approaches being applied; and mixing the professional UN programmes with UNYV, the BBE, and JPD programmes. The latter has created economies of scale while taking advantage of the dynamics created when mixing different types of candidates. CAPDEV and SPF have established good relations with key stakeholders in Sida and MFA, including senior civil servants, and successfully draw upon them as resource persons for training sessions in Stockholm. They typically explain Sweden's priorities and positions and how young professionals can promote Swedish policy priorities.

CAPDEV and SPF have also improved the mid-term training events by linking with the UN System Staff College in Turin (UNSCC); a collaboration that has added value for all parties.

Furthermore, CAPDEV updates a highly informative and comprehensive handbook – covering a wide range of topics such as insurance, transporting belongings, notifying Swedish tax authorities, language training, onboarding, personal safety, and applying for employment after the posting.

CAPDEV monitors the programme through regular surveys during the training sessions and, in the past, conducted an annual survey during deployment. At the end of the deployment, Sida administers a final survey and generally conducts a debriefing. The multilateral partners also send annual performance reviews of each participant to Sida, and the JPO SC conducts regular surveys, including after the deployment to calculate retention rates within the UN system. However, there is limited data on participants beyond the first six months after finishing the programme. Most outcome-related data was collected ad hoc through surveys and evaluations.

While much of what has been introduced in recent years has raised the quality of the programmes and can be institutionalised, some of the improvements are dependent on individuals. Despite initiatives that have reduced the administrative burden, the human resources dedicated to these programmes are stretched to reach and maintain current quality.

## 5.4 BBE (SIDA/CAPDEV)

The BBE programme was established by Sida in 1985 as a response to the large numbers of staff going into retirement. The aim was to provide a young cadre of development workers with experience of developing country contexts and the



necessary language skills for Sweden's bilateral support.<sup>48</sup> The programme has never guaranteed a position at Sida after completing the programme, but it has certainly been a possibility. Although there has been more collaboration in recent years, there has been no alignment between the CAPDEV/BBE programme and Sida's management of human resources.

As discussed in section 3.2.3, the programme is owned by Sida. Since Sida is fully in control of all decisions, the programme has relative agility. This has been an advantage, allowing the programme to try new approaches and involve new partners. For example, this has made it possible for Sida to enhance capacities related to new Swedish policy priorities at embassies and within partner organisations. For example, the BBE programme has taken into consideration private sector engagement (B4D), ICT for development, and environmental management in its recruitment and deployment processes. Nevertheless, the links between the BBE programme and other Swedish strategies and interventions are relatively weak. Sida/CAPDEV maintains it is a conscious choice to take into consideration longer-term development goals rather than the reigning strategy priorities.

The BBE programme does not have a strategic document to guide recruitment. This has meant that established praxis has sometimes been applied ad hoc. For example, the age limit was applied flexibly in a couple of cases; as was the requirement that the candidate should not have more than two years of relevant international experience. Furthermore, as discussed in section 3.2.3, it has led to the programme having been used by some embassies/representations as a means of addressing internal staffing gaps, which according to Sida's own rules, should be financed via the administrative budget and not strategy budgets.

Sida has been successful in attracting a broader range of applicants in recent years. For instance, it collaborated with Engineers Without Borders and the international engineering programme at the University of Malmö to reach more potential candidates with natural sciences background. Evidence suggests that most participants who apply to the BBE programme are mainly interested in working with Swedish bilateral development cooperation, either with Sida or a civil society organisation. They are less interested in entering the United Nations. The results of the resource base survey suggest that more foreign-born men and women working in development today have applied to the UN professional programmes than to the BBE programme. Results also show that the BBE programme favours recruitment of women.

The BBE programme is highly burdensome for Sida as BBE participants are, in effect, staff on loan. The programme is managed in a front-loaded manner. Much of Sida's human resources are dedicated to recruitment, pre-deployment training, and

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<sup>48</sup> Sida (2004), *Verktyg som utvecklat den Svenska resursbasen*, p.7

administrative HR functions. As discussed above in section 5.3, effective collaboration between CAPDEV and SPF has led to quality pre-deployment training, in which the BBE participants have been successfully combined with those from the UN professional programmes.

**Table 5.2 Overview of past applicants to BBE programme**

|                    | Applied for<br>BBE | Got in BBE | Success<br>rate | Applied for<br>JPO/SDP/S<br>ARC | Got in<br>JPO/SDP/<br>SARC | Success<br>rate |  |
|--------------------|--------------------|------------|-----------------|---------------------------------|----------------------------|-----------------|--|
| Swedish-born women | 39                 | 16         | 41%             | 62                              | 18                         | 29%             |  |
| Foreign-born women | 1                  | 0          | 0%              | 9                               | 4                          | 44%             |  |
| All women          | <b>40</b>          | <b>16</b>  | <b>40%</b>      | <b>71</b>                       | <b>22</b>                  | <b>31%</b>      |  |
| Swedish-born men   | 20                 | 4          | 20%             | 29                              | 8                          | 28%             |  |
| Foreign-born men   | 3                  | 1          | 33%             | 6                               | 2                          | 33%             |  |
| All men            | <b>23</b>          | <b>5</b>   | <b>22%</b>      | <b>35</b>                       | <b>10</b>                  | <b>29%</b>      |  |

Feedback to the evaluation team shows that while the division of responsibilities between CAPDEV and the embassy and/or partner organisations is clear to all parties during the preparatory and recruitment stages, it becomes less structured and more ad hoc during the implementation and follow-up stages. Misaligned expectations by both the partner organisation and the candidate (see section 3.2.3) appear to be a main cause of difficulty, which could be avoided through clearer communication early in the process and again during discussions concerning the term of reference and contracts. Nevertheless, Sida has shown to be effective in addressing issues in the programme when placements are problematic.

Although there has been efforts to improve follow-up (see section 4.2.1), there are few mechanisms in place. According to BBEs interviewed, the offboarding has largely been experienced as procedural and focused on administrative issues. It has not included guidance for the BBEs in terms of how to build on their experience and engage within the Swedish resource base going forward. While partner organisations welcome Sida's simple reporting demands (a template with five straight-forward questions relating to the tasks performed by the BBE and results achieved), like the other professional level resource base programmes, the BBE programme involves no competency-based performance reviews of the BBE by the recipient organisations. The data on participants after finishing the programme appears limited. In the past outcome-related data was collected through annual surveys and evaluations, but changes in the demand for Sida's strategy reporting has reduced the need to continue collecting this data.

## 5.5 MSS (SIDA/MULTI)

The MSS programme took several years of negotiations with UNDP before it was established. It is the first of its kind in the UN in which a secondee to the UN is not staff on loan, but in which the multilateral partner takes on the employer function. As

such, the programme is highly cost effective for Sida, even though it is the most expensive programme per participant within the resource base programme portfolio. It is also a potentially controversial programme since the programme involves Sweden paying for a position.<sup>49</sup>

The multilateral partners have essentially agreed to the secondment programme because of their appreciation of Sweden's long history of support to the UN system, which in turn has garnered significant trust. The MSS programme builds on these relations and continues to develop them within the framework of this specific form of support. Those interviewed from both sides characterise the relations as very good, respectful, trusting, and having good communication. The programme has grown from four secondees in 2015 to 34 in 2018. The expansion has been relatively smooth.

Over the last few years, Sida has drawn on lesson learnt from the initial secondments to develop smoother, more effective and efficient routines. A strategic approach was established to identify in which organisations to place secondments. It groups multilateral organisations in first, second, and third tier categories, based on Swedish priorities. This provides a guiding framework for selecting placements, along with the size of the available budget; the demand from the partner organisations; suggestions from Sida and embassies; and obtaining a mix of thematic and technical expertise so as to not deplete Sida's human resources.

The routine to enter into framework agreements with the multilaterals, identify potential placements, draw up terms of references for positions, advertise, and recruit candidates has been developed and refined over the years. It is documented and clear. The process from requests for proposed placements (which is sent out by Sida/MULTI broadly within Sida and to embassies/representations), to the time the secondee takes up the position, takes about 15 to 18 months. For some stakeholders in Sweden this seems overly long. However, shortening it would involve skipping steps and cutting corners that would have highly negative effects on the programme results. Synchronising the advertising of positions with the calendar cycle for Sida's and MFA's internal recruitment cycle has been an advantage for the programme since it can tap into the pool of staff looking for new postings.

The programme is managed by Sida/MULTI, with close support from Sida/HR-management unit. This combination works well, drawing on the comparative advantage of each. The programme manager also draws on a steering committee

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<sup>49</sup> The team was privy to information about a country (with a very low Democracy Index score) that conditioned previously committed extra budgetary resources support to a multilateral agency on the basis that a national be seconded to the organisation in the same way that "Scandinavian" nationals have been seconded. Moreover, some UN supervisors report to Sida and have discussed with the evaluation the difficulty they have in communicating about the Swedish secondment programme.

within Sida, which meets at least three times each year. Among other things, its role is to decide on suggested placements and terms of reference for the positions. The programme manager also draws on Sida's multilateral focal points for advice and insights.

The MSS positions are advertised within Sida and on the website of the Government Offices. However, interviews reveal that knowledge of the programme within ministries is very low. No systematic information campaign has been undertaken to spread knowledge about the programme. The short-listing process is limited to only the desk officer at Sida/MULTI, Sida/HR-KOMPFOR and the focal point for the organisation, which is important to ensure a fair and merit-based approach to the extent possible. The interviews of the short-listed candidates, and the final recruitment decision, is made independently by the partner organisation. With a couple of exceptions, the multilaterals have found that they have had a decent selection of quality candidates to choose from.

Sweden's multilateral partners can make requests for specific profiles. Evidence shows that the desk officers in Sida/MULTI and Sida/HR-management unit have a sound understanding of what expertise is obtainable within Sida, and the participating agencies/ministries. However, were the programme to extend its ambitions to recruit highly specialised civil servants from other Swedish government agencies, Sida would have difficulties to evaluate the supply of and the feasibility to meet the demands for this type of expertise.

So far, most of the candidates have been from Sida. The programme is well known within the agency and popular. For some, the prospect of a posting to a UN headquarters in a developed country is particularly appealing (for family/school and spousal opportunities). Meanwhile, although it may be increasing, knowledge of the programme beyond Sida appears poor. All interviewees from outside of Sida explained that they had come upon the advertisement by chance. No one had heard of the programme before. There is considerable scope to improve awareness of the programme within the Government Offices and participating agencies. There is also work to be done to ensure understanding and buy-in from supervisors within these entities. With a couple of exceptions, they are unaware of, and/or do not, recognise the programme as advantageous for them and have handled the leave of absence in ad hoc ways.

The programme managers have developed a modest pre-deployment preparation programme. It consists of a one-day workshop, mostly to cover practical issues, which participants have found very useful. In some cases, secondees had meetings with the Sida focal point for the agency, but not the focal person from the Government Offices. Candidates stationed outside of Sweden must pay their own expense to participate in person, so in most cases they did not join in. In recent years, former secondees have participated to impart insights.

Unlike the pre-deployment for the professional programmes, the secondment pre-deployment session does not spend much time on explaining Swedish multilateral positions, priorities and aims. Nor does it impart skills, such as how to handle suspected corruption in the UN system. Some of the candidates have limited knowledge of the UN system. All secondees interviewed would have found it valuable to receive support in better navigating and understanding UN roles, mandates, missions, processes and procedures.<sup>50</sup> Having a former secondee as a mentor (fadder) was also raised. While some UN agencies provide on-boarding programmes and specialised HR support, some do not – most notably the specialised agencies. Thus, there is scope to better prepare secondees before departure.

Sida/MULTI monitors progress of the deployments through 11-month and final reporting from the secondees. The reporting consists of a set template that provides Sida/MULTI with information on how to improve the programme and if and what the secondee has learnt. In the final report secondees are asked to explain how the secondee may have contributed to Sida's multilateral efforts (but not Sweden's). When Sida/MULTI visit partners' headquarters, it meets with secondees. At the end of each deployment, it also undertakes individual debriefing of each secondee. The secondees interviewed highly appreciate the contacts with Sida/MULTI and the debriefing opportunity.

Sida/MULTI conducts occasional visits to multilateral headquarters and visits HR units of partner organisations every few years. Partner organisations are required to report on the secondments. This has been inconsistent, but some of the reports that have been received have been highly informative. There has been no systematic analysis by Sida of partner reports or syntheses of the secondee reporting.

## 5.6 EU PROGRAMMES (SIDA/MULTI)

The JPD and NE programmes are among the more cost-effective programmes for Sida because they are partly funded by the EU. They are also among the least known within the resource base.<sup>51</sup> As such, there is considerable scope to improve public information about the EU as a development actor and as a potential employer for a career in development cooperation. Staff at Sida are also typically less informed about the EU's development effort and these programmes get significantly less

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<sup>50</sup> Likewise, as mentioned in section 3.2.1, some UN supervisors raised that better preparation of Swedish secondees would be appreciated. They were also intrigued that Sida did not require a performance review of the secondee during and/or after the deployment.

<sup>51</sup> During this evaluation, the team asked two people from the Government Offices to find out information about the programme. Both found it difficult to find information and inform themselves.

attention by Sida than other resource base programmes. NE secondments appear to have lower status at Sida than secondments to the multilateral system.

### 5.6.1 National Experts

The system for recruiting NEs is established and standardised. It follows EU rules and a so-called URA<sup>52</sup> contract is issued. NE candidates compete against other Europeans for advertised positions. NE recruitment occurs throughout the year, based on EU needs and cannot be “bundled” at a single time for efficiency.

The NE programmes creates a greater administrative burden on Sida since the NEs are technically staff on loan to the EU. However, Sida dedicates little resources to monitoring of and learning from the national experts. Sida’s contact with the NEs during placement has been mostly of an administrative nature.

There is scope and several opportunities for a more strategic approach to NEs. Sida could tailor pre-deployment packages to include information on Swedish policy priorities with regard to the EU as a development actor. A set of relevant meetings for debriefing and discussion could be planned upon return. There is also the opportunity to exchange experience and strategies with other parts of the Swedish government system that provide NEs to other parts of the EU such as the Swedish defence forces, the Folke Bernadotte Academy, the police, and the Swedish Civil Contingencies Agency (MSB). Finally, this programme, along with the JPD programme, has the advantage of being able to draw on available support from Swedish Representation to the EU in Brussels which is determinedly focused on increasing Swedish presence within the Commission. According to Sida, it has recently started to work on improving pre-departure and homecoming for NEs.

### 5.6.2 Junior Professional in Delegation

The JPD programme has the longest recruitment intervals of all the resource base programmes – participants are only recruited every two years. The JPD programme is administratively light for Sida to manage and it is one of the cheaper programmes per participant. As an EU programme, Sida’s influence is severely limited. SPF runs a pre-deployment training programme for JPDs. However, there should also be opportunities to draw on past and even current NEs to enhance the JPD pre-deployment preparation.

A drawback for the JPD programme is the low remuneration to participants. This becomes particularly problematic for assignments to hardship posts, which typically incur higher living costs. There is scope for Sida to further engage with the EU on this issue.

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<sup>52</sup> Avtal om utlandskontrakt och riktlinjer för anställningsvillkor vid tjänstgöring utomlands.

The links between the JPD programme and Sida's strategies to increase the number of Swedes in EU institutions, including at country level, are poor. There is also scope for Sida to undertake more regular monitoring of the programme and obtain better insight into the performance of the Swedish JPDs and monitor their retention within the EU institutions. In this respect there are opportunities to collaborate closer with the Swedish representation in Brussels, which is dedicated to increasing the number of Swedes in the EU institutions and also liaises with UHR<sup>53</sup> on getting more Swedes to obtain positions in the EU. UHR also tracks the number of Swedes that take the EPSO concours and provides support in relation to exam and application preparations. This is an underutilised resource and opportunity.

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<sup>53</sup> UHR also has a coordinating function in providing information and support for Swedes that do the EPSO concours.

## 6 Relevance

*EQ1: To which extent are the programmes relevant in relation to the Strategy for Capacity Development Partnerships and Methods for Agenda 2030?*

Sweden needs knowledge, insight and experience to successfully contribute to governance of multilateral system and the EU considering that:

- Nearly half of Swedish development assistance are channelled through the multilateral system; and
- Sweden is the seventh largest total direct contributor to the multilateral system (2017), the sixth largest total net contributor to the EU and the second largest contributor per capita.

Furthermore, Sweden needs knowledge, insight and experience to:

- Effectively engage in the ongoing UN reform process; and
- Successfully undertake the EU presidency in January 2023.

In addition, as a leading progressive force among countries working to implement the SDGs and promote development and multilateralism, Sweden expects to influence the respective agendas. Sweden can benefit from high numbers of Swedes in multilaterals and the EU, particularly in high-level positions. <sup>i</sup>

The next section outlines and analyses key features of the KAPAME strategy.<sup>54</sup> This is followed by sections examining the secondment, professional and steppingstone programmes respectively; in relation to the KAPAME strategy objectives and in some cases, to other related strategies. The final section summarises how the portfolio of programmes are relevant to the different aspects involved in strengthening the Swedish resource base.

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<sup>54</sup> The KAPAME strategy has 5 goal areas: 1) capacity development; 2) collaboration and partnership 3) Innovative methods and forms of working for development cooperation; 4) a broad Swedish resource base; 5) objectives related to the Swedish Institute's work. While some of the programmes, such as LP, also contribute to KAPAME's objectives under collaboration and partnership and capacity development, this relevance section focuses on the objectives relating to goal area 4 – the Swedish resource base. Likewise, some of the interventions under goal areas 1, 2, 3, and 5 also contribute to goal area 4, a broadened resource base. However, it has been beyond the scope of this evaluation to assess this.



## 6.1 KAPAME

The KAPAME strategy provides a wide framework for Sida to implement ambitious initiatives to engage with new actors; generate new knowledge, innovation, and capacity; and develop new methods to address the challenges of implementing the sustainable development goals. It is also a strategy that tries to cover many different bases at the same time, including the long-running, individual-based resource base programmes.

The KAPAME Strategy highlights the importance of both Swedes gaining development cooperation experience and knowledge from international organisations, as well as influencing the latter:

It is important to increase Sweden's representation and impact in international and multilateral organisations and in EU institutions. These activities are to contribute to both increasing the range of Swedish actors and the number of Swedes in these organisations and institutions (that serve as contacts) for interaction (among) relevant authorities, institutions and organisations so as to achieve greater impact for Swedish policies and positions.<sup>55</sup>

The KAPAME strategy further outlines three overall objectives regarding the Swedish resource base. These are to:

1. Strengthened capacity and learning in the Swedish resource base for the international implementation of the 2030 Agenda.
2. Increase Swedish representation in strategic posts in international development cooperation.
3. Make greater use and feedback of Swedish expertise and experience in international development cooperation.

The strategy does not provide much detail, but it explains that the Swedish resource base should be used strategically, appropriately and flexibly to ensure impact of Swedish development policy priorities.

The strategy further states that Sida should:

...contribute to creating better conditions for more Swedish actors to contribute to the objectives and implementation of development cooperation and to enable *mutual learning and exchanges of experience*. (our emphasis)

The strategy explains that this *can* include government agencies, private sector, local government, tertiary education institutions, CSOs, public authorities, business, local

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<sup>55</sup> The text in brackets is the team's addition to the official translation of the strategy, which the team feels inadequately captures the sense of the original Swedish version.

and regional administration, higher education institutions, civil society organisations and labour market partners. We assume that Sida should create conditions for Swedish actors who have the potential to contribute effectively and make a difference in a development context. The strategy does not, however, explain why a broadened resource base is important, or what the current deficiencies or strengths might be in the resource base.

Regarding the EU and multilaterals, KAPAME states that not only should Swedish representation be increased in terms of the *number* of Swedes, but that Sida should “increase the range of Swedish actors” in the EU and the multilateral system. KAPAME further states that these people should serve as a point of entry for contact for Swedish agencies, institutions, or organisations (see page 9 of KAPAME, Swedish version) so as to contribute to “more impact for Swedish policies and positions.” However, this role is not compatible with the staff conduct rules that govern secondments to the EU nor multilaterals. Moreover, actors cannot have representation in the UN. The strategy also stipulates that individual participants should attain and bring back knowledge and experience to the seconding actor (organisation/agency).

In the interest of allowing the strategy to be applicable in a flexible way, KAPAME does not provide detailed guidance. This also means it lacks clarity. First, there is no clear theory of change – how are the resource base programmes expected to contribute to the desired objectives?<sup>56</sup> What are the constraints of the resource base that need to be addressed by the strategy implementation?

Second, the redefining of the resource base as consisting of “actors” causes confusion, particularly since resource base programmes are focused on individuals. Sida interprets the focus on actors to mean that the strategy no longer is focused on individuals.<sup>57</sup> However, the clear mention of “Swedes” in the strategy text at least as many times as “actors” in relation to the resource base would suggest otherwise.

Third, the strategy mentions secondments, but, unlike the preceding strategies, it does not mention the steppingstone programmes. Some stakeholders have interpreted this to mean that some of these programmes are no longer a government priority. Fourth, within the resource base section of the strategy, there is no mention of developing country demand or clarity in relation to a potential trade-off between strengthening capacity of Swedish resource base and adhering to OECD/DAC rules on development cooperation expenditure.

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<sup>56</sup> A theory of change for the resource base programmes (developed for this evaluation) is included in Annex 3. It was shared with Sida and UHR in January 2020.

<sup>57</sup> See, for instance, Sida’s KAPAME strategy plans for 2019 and 2020.

Fifth, the strategy does not mention diversity, but Sida has interpreted a broadened resource base as implying both a greater range of thematic sectors and actors as well as greater diversity (ethnicity, gender etc.). Indeed, Sida's diversity strategy specifically refers to the resource base programmes as an instrument for increasing diversity among recruitment candidate for Sida.

During the inception phase, the evaluation team suggested that strengthening the Swedish resource base<sup>58</sup> for the international implementation of Agenda 2030 can encompass actions that:

- **Deepen** knowledge among Swedish experts and make use of specialised Swedish expertise;
- **Broaden** the resource base to include a variety of Swedish actors;
- **Diversify** the types of individuals that participate in the resource base programmes;
- **Energise** the knowledge, expertise, and skills of the individuals and actors in the resource base to create dynamic interaction and vibrancy within the resource base that further heightens capacities.

## 6.2 SECONDMENT PROGRAMMES

The secondment programmes, MSS and NE, are relevant to all three of KAPAME's overall objectives for the resource base. They are also a means of deepening knowledge within the resource base.

First, MSS and NE bring back greater knowledge to Sweden (see section 3.2) and thus strengthens the Swedish public sector resource base actors. Increasing knowledge and expertise from these institutions is highly relevant. As an active multilateralist country with a significant proportion of its development cooperation funding passing through the multilateral system (see Box 5), it is important for Sweden to continually expand its knowledge and experience of the system. Several of the secondees have gained hands-on experience of the UN reform process by assuming positions in resident coordinator offices.<sup>59</sup>

Likewise, increasing knowledge of EU development institutions, policy and instruments is important since it is currently low (but growing) within Sida. In every Swedish partner country, EU is a large or the largest donor. Experience gained of EU development cooperation is particularly relevant to ensure that Sweden can promote

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<sup>58</sup> Annexes 6 and 7 include the inception report and scoping study of the evaluation.

<sup>59</sup> However, the recent decision that RC staff will be employed by the UN Secretariat instead of UNDP will mean Swedish secondees will no longer be able to serve in such positions since the UN Secretariat does not allow for secondments from Member States. This is a setback for the programme in the future.

synergies, enhance coherence, and influence the EU with its development cooperation priorities.

Second, both programmes provide a means for specialised Swedish technical expertise to support processes in developing countries. For example, as discussed in section 3.2.1, MSS secondees brought expertise in AMR to FAO; child allowance to Indonesia; and Swedish national experts played key roles in developing the Commission's human rights based approach and supporting EU Guidelines on Freedom of Expression and Media Development. Not all secondees may have come with specialised technical expertise, but as discussed in section 3.3, most have had ample opportunity to influence organisations in relation to Swedish policy priorities, such as gender equality.

Third, in relation to the objective of having Swedish representation in strategic posts, MSS provides senior Swedes in the public sector with experience that can prepare them to take on a high-level position or assignment within the UN in coming years. Although the scope for Swedes to take up top positions in the Commission without promotion through the EU system is limited, the upcoming Swedish EU presidency nevertheless requires greater Swedish capacity to engage with EU processes. Sweden will need to fill positions that involve leading working groups, committees, and teams of EU member states representatives.

There is not a lot of evidence of secondees serving as points of contact for interaction between the recipient organisation and relevant Swedish authorities, as stipulated by the KAPAME strategy. As discussed in Chapter 4, there has not been much demand from Sweden. However, since secondees to the multilaterals formally pledge to serve as international civil servants (and not promote national interests), the scope for playing this role is also limited. On the other hand, the example of the seconded that created connections between FAO and SLU in the area of AMR that have developed further after the secondment ended, offers insight to the networking role that secondees can play.

### 6.2.1 Targets for recruitment

While the immediate focus of the programmes is on individuals, both programmes also have the potential to broaden and strengthen Swedish resource base *actors*. NE and MSS draw on Swedes working in the Government Offices and Sida. MSS also recruits from a limited number of public agencies.<sup>60</sup> Although it may be a significant challenge for Sida to recruit from a broader base than the current one (see section

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<sup>60</sup> The nature of the NE programme and EU rules make it impossible to draw on any other Swedes for this programme.

5.5), Sida could, in theory, broaden the base to include more public sector actors, academic institutions and even the private sector.<sup>61</sup>

### 6.2.2 Relevance to other strategies

Seconding to a wider range of countries where there is a demand broadens the knowledge and experience of the Swedish resource base, as well as potentially extends the scope of Swedish development cooperation policy influence. Some stakeholders maintain that the MSS programme would be more relevant if it concentrated on secondments to countries where Sweden is active bilaterally to maximise synergies. However, until now, Swedish embassies have yet to actively engage with secondees

## 6.3 PROFESSIONAL PROGRAMMES

The professional programmes – BBE, JPO, SPD, SARC, and LP – are relevant to the overall KAPAME objectives in different ways. First, all of the professional programmes focus on strengthening the Swedish resource base in terms of increasing the number of Swedes working within it. A survey undertaken in 2004, found that 73 percent to 85 percent of JPOs and BBes worked in international development afterwards, suggesting that the programmes are relevant to this objective.

Second, the multilateral programmes aim to promote Swedish nationals working in the multilateral system, which in the long run may lead to the KAPAME objective of greater Swedish representation in strategic posts in international development cooperation. The evidence suggests that the programmes are a relevant means to reach this objective: between 2001 and 2015, 55 percent of JPOs, SARCs and SDPs continued to work at the UN six months after their programme ended. A survey of UN staff conducted in 2018 revealed that 17 percent to 22 percent of Swedish UN employees started as JPOs. Thus, the multilateral professional programmes open doors to the UN system for young and mid-career levels professionals and provide a solid UN experience. Furthermore, the SARC programme provides participants deep insight to UN reform. Strongly demand-driven, these programmes involve a range of UN agencies. The recent adjustments that Sida made to the programmes, particularly with regard to training (pre-deployment and mid-term), make them even more relevant for strengthening the Swedish resource base.

Thirdly, all of the professional programmes recruit Swedes with academic backgrounds, but they complement each other by drawing candidates from different groups:

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<sup>61</sup> Denmark has a similar secondment programme to the UN and according to JPO Service Centre, many Danish secondees have come from the private sector. However, secondees do need to have a job to go back to, to meet the demands of the UN staff union.

- The multilateral programmes draw on students with educational backgrounds in political science and economics from large universities such as Uppsala and Lund. Positions are sought after, and the number of applicants can be high depending on the subject and location. For example, recruitments to UN headquarter offices in New York have attracted up to 80-90 applications. JPO positions in narrow thematic areas and in hardship countries tend to have lower numbers of applicants.
- As discussed in section 5.4, the BBE programme it is more common that BBEs are recruited from natural sciences backgrounds and universities where the multilateral resource base programmes are less well established.
- The LP programme targets Swedish and developing country academia – specifically higher education teachers and students. As such, it is the only programme that directly addresses the KAPAME objective of promoting mutual learning and exchange of experience. In theory, the programme has an institutional focus, and while some institutional partnerships have been developed through LP, the individual focus has been more dominant. This is may be due to the fact that LP projects are initiated by individuals and only in some cases develop into more institutional collaborations over time.

Since these programmes target professionals early in their career, they are unlikely to contribute significantly to the KAPAME objective of using Swedish technical expertise and experience in international development cooperation, but as discussed in section 3.3, Swedes in these positions have the opportunity to influence their organisations in line with Swedish development cooperation priorities.

The following sections provide additional perspectives on relevance in relation to the BBE and LP programmes.

### 6.3.1 BBE

The BBE programme is also relevant to developing country needs. According to several partner organisations interviewed by the team, the BBE programme has been particularly sought after because it has not consisted of traditional senior technical assistance, which can cause unfortunate competition with local human resources. Rather, the fact that the level is junior, but not at intern level, has met needs and allowed the BBEs to integrate more easily into the organisation.

Many of the BBE participants continue to work with Swedish development cooperation after their deployments. In this sense the programme has been relevant in strengthening actors at the core of the Swedish resource base, such as Sida and MFA, with young talent. A more systematic off-boarding process of BBEs would further strengthen the relevance.

Until four to six years ago, when there was a shift in the programme, many BBEs were deployed at embassies throughout their placements.<sup>62</sup> The BBE programme has helped fill Swedish staffing gaps abroad and appears to have served as an unofficial young professional programme for Sida. Embassy placements are, however, difficult to justify under DAC guidelines unless they are financed via Sida's administrative budget.<sup>63</sup>

### 6.3.2 LP

The LP programme is relevant in the way it connects Swedish with developing country actors – specifically a wide range of Swedish higher education institutions have more than 7000 active collaboration agreements with academic institutions in developing countries. Before the KAPAME strategy period, the programme prioritised exchanges between students over teachers. According to interviewees, the programme has allowed for north-south academic partnerships that mostly would not exist and/or flourish without this support. However, much of LP seems to be driven by enthusiasts and some stakeholders believe there is potential for much greater institutional exchange and capacity development. This includes using the programme strategically in various ways including curriculum development. Making more of the institutional partnership would further increase the programme's relevance to KAPAME.

LP is also relevant to Swedish strategies with regard to education – it constitutes a key instrument for Swedish higher education's effort to internationalise and contribute to Sweden's *Policy for Global Development in the Implementation of A2030*, and brings new knowledge and practices to Swedish higher level education. Furthermore, the programme complements UHR's basket of international programmes. UHR considers the programme to have sufficient flexibility for any adjustments to enhance relevance, especially compared to a programme such as Erasmus, with implementation dictated by the EU.

## 6.4 STEPPINGSTONE PROGRAMMES

The steppingstone programmes build basic capacity in international development issues among Swedes at labour market entry level. As such they are relevant to the first objective of KAPAME. Since they target younger members of Swedish society, the programmes do not contribute to greater Swedish representation at strategic posts or Swedish technical expertise. Instead, they help create conditions for the future. The survey conducted by the evaluation team found that over one-fourth of the respondents participated in one of the steppingstone programmes. Likewise, the

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<sup>62</sup> Unlike Swedish MFA, Sida does not have its own young professional programme. The evaluation team has repeatedly asked to discuss how Sida addresses future talent and whether a bone fide young professional is needed, but requests for interviews have not been met.

<sup>63</sup> Before 2011, BBE positions were financed via the administrative budget.



survey conducted by UHR in 2018 found that 12 percent to 16 percent of MFS, LP and PRA participants work with development/international issues.

The recruitment bases of these programmes are as follows:

- MFS targets university students, within any field, at over four dozen Swedish institutions of higher learning. The students may conduct an MFS at both the Bachelor and Masters' level.
- The UNYV programme targets young people, ages 18 to 28, who have a volunteer spirit and are interested in contributing to the UN system.
- The JPD programme draws on a less diverse recruitment base – candidates tend to come from more well-known larger Swedish universities; and many are political scientists. As discussed in section 5.6.2, the remuneration is low, which means candidates may need a means of supplementing their income. Nevertheless, the interest among young Swedes for this programme has been high, with approximately 250 applicants for 10 positions in the last round.
- The Praktikant programme targets young people, ages 20 to 30, even without a degree. The programme offers a stipend which is high in relation to similar intern programmes in Sweden (i.e., FUF, Sida, MFA and UN trainee programmes).

The following sections examine the relevance of each steppingstone programme.

#### 6.4.1 MFS

During this evaluation, several stakeholders expressed that the programme is not well aligned with KAPAME and no longer relevant because it is not “actor-focused” or demand-driven from developing countries. Indeed, the programme was classified under Sida’s communication work in 2019 after OECD/DAC held that its objectives were not sufficiently geared towards results in developing countries.

On the other hand, this programme has, for several decades, been a fundamental means of introducing many cohorts of young Swedes to international development work. The survey undertaken by this evaluation team shows that 23 percent of those surveyed had undertaken an MFS. Over 38 percent were employed at a workplace other than Sida or MFA. More than 50 percent of those surveyed also participated in one of the other resource base programmes. There is anecdotal evidence that a significant proportion of sustainability leaders in the Swedish private sector are former participants. As such, the programme appears to have high relevance.

UHR has actively tried to enhance the relevance of the MFS programme by adjusting the criteria for support to be in line with KAPAME and A2030. The evaluation team, however, sees additional opportunities for enhancing the programme’s relevance.

This includes the following:

- The MFS participant could be linked to an institution of higher learning in a developing country. This would serve to strengthen mutually beneficial exchanges and partnerships (and thus improve DAC alignment).



- The participants could be required to have a Bachelor's degree. This might ensure more maturity, and by having reached a higher level of study would better place the participant to interact with a partner institution in a developing country.
- The programme should require that participants have necessary research permits and that stipend cover the costs. Currently many MFS programmes are conducted without regard for the research regulations in developing countries, which goes against Swedish policy emphasis on the rule of law.

Some stakeholders have suggested that the programme would be more relevant if the MFS participants were restricted to Swedish partner countries. The evaluation team believe that this would be counterproductive, limiting the A2030 potential. Academic partnerships in medium income countries can be particularly valuable since these types of countries may have particularly pertinent ideas, knowledge and experience for addressing poverty issues.

#### **6.4.2 UNYV**

The UNYV programme creates a pool of people in Sweden with UN experience who can later position themselves well as candidates for the professional-level UN placement programmes (JPO, SDP). It is the only resource base programme that taps into the volunteering spirit in Sweden. The programme is cost effective, and considered as providing high value for money – by donors and recipient organisations. Moreover, the volunteer programmes managed by UNV are generally highly appreciated by UN agencies, donors and participants alike. UNV has shown that it can be flexible, working with UN agencies and donors to devise custom programmes that address specific needs and target specific groups or professions in society that may be willing to volunteer their services. For example, UNFPA is introducing a programme with UNV in which a northern volunteer is always paired throughout the deployment with a southern volunteer, to enhance learning and exchange.

As such, there are prospects to develop special programmes with UNV. UNV and Sida are discussing or already preparing for future programmes involving senior citizens, people with disabilities, and midwives. While UNV's flexibility allows for innovation, a remaining challenge for Sida will be identifying effective channels to tap into new Swedish candidate pools.

#### **6.4.3 JPD**

Today, only 1.4 percent of the staff at DEVCO are Swedish. The JPD programme is relevant because it opens doors to a development career in the EU for young Swedes. Swedes are also underrepresented in EU civil service exams, which is, more or less, the only way to begin a career at the Commission. Through JPD deployment, participants potentially gain important i) insights and knowledge that strongly improve their ability to pass the exams; and ii) networks within the Commission that can be leveraged for future job opportunities. DEVCO's figures show that 45 percent of JPD participants are employed by an EU institution/delegation after finishing the programme.

#### 6.4.4 PRA

The Praktikant programme is the only programme undertaken in collaboration with Swedish CSOs – but only the 15 Swedish CSOs with a framework agreement with Sida. There is evidence that this programme has led to Swedish CSOs obtaining younger staff by employing former participants from this programme. The programme also fits well with and is relevant to UHR's education-to-employment initiative (for PRAs with academic degree). Because the internship pays a stipend, Sida allows it to count as employment experience when former participants (with academic degrees) apply for any of its professional programmes.

The evaluation team has not had sufficient information to determine how important the programme is for talent acquisition in the CSO sector. Moreover, with a couple of exceptions, the programme is not demand-driven by developing country CSOs and in many cases these organisations have no say in what they would need and want. There is evidence that, sometimes, receiving participants from this programme has been burdensome for the developing country CSOs, who feel obliged to accept interns even when it draws on rather than contribute to their resources. With these issues in mind, the team questions the strategic relevance and added value of the programme in its current form.

This programme could be more relevant to KAPAME if it were reconfigured to include exchange and mutuality in line with KAPAME. Some CSO stakeholders believe that bringing interns from partner organisations to Sweden in exchange for sending Swedish interns to their organisation would help build individual competencies and strengthen organisational learning in both Sweden and partner countries.

### 6.5 STRENGTHENING THE RESOURCE BASE

#### **Box 5: How have the resource base programmes impacted the resource base itself?**

The survey of the resource base that was conducted by this evaluation, revealed the following:

- 34 percent of respondents had at some point participated in one or more of the programmes.
- 91 percent of those that had participated held that their career choices were positively affected by the experience.
- 44 percent answered that their participation had very positive effect on their professional networks. This was higher for the professional programmes – between 63 percent and 80 percent.

These responses suggest that participation in the programmes is relevant to strengthening the resource base: a significant part of the resource base today have participated in the programmes and the careers

Taken together, the portfolio of Swedish resource base programmes are generally relevant to strengthening the resource base through deepening, broadening, and diversifying the resource base. The energising component, however, falls short. This is outlined in the table below and the following text.

**Table 6.1: Ways that the programmes strengthen the resource base**

|                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
|---------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Deepening</b>    | Secondments, SARC, LP programmes contribute to deepened knowledge and use of Swedish expertise                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| <b>Broadening</b>   | Academia through LP, MFS<br>CSOs in PRA<br>More government agencies now drawn upon in MSS<br>Scope to broaden MSS further within public sector<br><i>Private sector, labour unions, municipalities – not covered by programmes</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>Diversifying</b> | <b>Age groups</b> – 20s, 30s, 35+<br><b>Career level</b> – steppingstone (entry), junior & mid, senior<br><b>Professional backgrounds</b> - academic, civil servant, technical expert<br><b>Gender</b> – women over-represented<br><b>Family background</b> – UHR survey suggests bias towards people with university educated parents<br><b>Ethnic background</b> – Some indication that this can be improved, but 10% of survey respondents who have undertaken a programme are foreign-born, naturalised Swedes. JPO programme has a high number of foreign born women<br><b>Retirees and people with disabilities</b> – being explored by Sida with UNV<br><b>Volunteers</b> – UNYV |
| <b>Energising</b>   | Learning, networking and exchange is sub-optimal                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |

**Deepening**

The secondment programmes ensure that Swedish civil servants gain deep insights into the multilateral system and the EU. They also provide an opportunity to draw on specialised Swedish expertise. By playing a key role in UN reform – a prioritised area for Sweden – SARCs also obtain deepened knowledge. LP can also contribute to deepening knowledge and the exchange of it among academics.

**Broadening**

The programmes jointly draw on a span of Swedish actors. LP and MFS draw on and involve academic actors in Sweden and in developing countries. PRA is based on participation of Swedish and developing country CSOs.

MSS has increased the types and number of entities it draws from to also include the Swedish Energy Agency, the Swedish Environmental Protection Agency, and the Swedish Gender Equality Agency – in addition to Sida and the Government Offices.<sup>64</sup> Sida could in theory draw on more public sector actors, academic institutions and even the private sector in the MSS programme. Though, given the additional recruitment capacity this would require to ensure useful matches, and knowing that

<sup>64</sup> In 2020, the Swedish Public Health Authority was added though at the time of writing there is no secondment yet.

institutional learning from the secondments is sub-optimal, this would seem premature.

Among the actors that are not involved in the resource base programmes are municipalities, labour unions, and the private sector. On the other hand, SKL International, the development arm of the Swedish Association of Local Authorities Regions, is involved in local democracy and government development and draws actively on human resources from Swedish municipalities. Likewise, the Swedish labour movement is involved in development cooperation through organisations such as Union to Union and the International Council of Swedish Industry. To a limited extent private sector actors are also involved public private development projects with Sida. Moreover, a range of public agencies, consulting companies, and institutions of higher learning organise and implement Sida financed International Training Programmes.

### **Diversifying**

Although the strategy does not mention diversity, Sida has interpreted a broadened resource base as implying both a greater range of thematic sectors and greater diversity. The programmes span different age groups, career levels, and professional backgrounds. Women are overrepresented among the participants, and while ethnic diversity could probably be improved, there are indications that some ethnic diversity is being achieved.

### **Energising**

There is considerable scope and opportunity to more effectively energise the Swedish resource base by promoting exchange, knowledge-sharing, institutional learning, networking with current and former participants, as discussed in Chapter 4.

# 7 Conclusions and Recommendations

Sweden has had programmes to strengthen its development cooperation resource base since the 1960s. Throughout time, these programmes have evolved and new ones have been added. They have served as an important means of building the existing Swedish competence in international development. Evidence shows that core actors of the Swedish resource base –public sector entities, private sector companies, and civil society organisations – hire former programme participants, who have come to constitute a notable proportion of employees. Since the untying of development aid, there are fewer opportunities for Swedes to engage in *Swedish* development cooperation activities, making the resource programmes comparatively more important for gaining experience and advancing an international development career. At the same time, Agenda 2030 calls for more active involvement and collaboration among people, actors, and countries to solve the global challenges we face today.

This chapter concludes on the overall relevance and effectiveness of the Swedish resource base programmes; as well as how efficiently they have been managed over the past years. It also provides recommendations for the way forward. The evaluation process has been a long one, with regular interactions and dialogues between the users of the evaluation and the evaluation team. As such, some of the ideas for improvement that the team has raised have already been taken on board by Sida. For management response reasons, the team has nevertheless still formulated the recommendations.

## 7.1 THE RELEVANCE AND EFFECTIVENESS OF THE PROGRAMMES

The following sections conclude on the extent to which the programmes are relevant and effective in relation to the following resource base objectives outlined in the KAPAME strategy and the specific objectives of the 11 programmes:

- Increasing the number of Swedes in the multilateral/EU systems (7.1.1);
- Influencing organisations and the development cooperation agenda (7.1.2);
- Adding value and contributing to change (7.1.3);
- Building Swedish individual capacities (7.1.4);
- Ensuring learning within the Swedish resource base (7.1.5);
- Promoting mutuality (7.1.6); and
- Involving more Swedish actors (7.1.7).

### 7.1.1 Increasing Swedes in multilateral system and the EU

Evidence shows that the seven resource base programmes aiming to increase the number of Swedes in the multilateral system are effective. These programmes open the door and prepare professionals for a future career in the organisations. Having multilateral programmes at four different levels provides solid approach to increasing number of Swedes in the system. There are a high number of applications to these programmes allowing strong candidates to be selected who have a good chance of a future multilateral/EU career. Quality on boarding and mid-deployment training provided by SPF (and UNSSC training for the JPO and SARC programmes) is an important advantage.

The effectiveness of the UNYV programme is still too early to assess. However, UNV has shown that it can be flexible, and has devised custom programmes with UN agencies and donors that address specific needs and target specific groups or professions in society that may be willing to volunteer their services. As such, there is potential for Sida to explore more opportunities with UNV to reach new groups in Sweden. A remaining challenge for Sida will be identifying new effective channels to reach out and tap into different potential candidate pools in Sweden.

With regards to increasing the number of Swedes qualified for higher level multilateral assignments, the MSS programme has the potential to provide senior Swedes in the public sector with experience that can prepare them to take on such positions. However, the MSS programme has only been running since 2015, and so it is somewhat early to expect former secondees to assume such roles.

Nevertheless, the multilateral programmes are not sufficient to increase the number of Swedes to a significant level. Increasing the number of Swedes further would probably require a more concerted effort to encourage Swedes to apply directly to the multilaterals and EU and some form of capacity support during the application process. If there is strong political desire to significantly raise the proportion of Swedes in the UN system, experience from other countries suggests that hosting UN bodies within Sweden would have an important effect.

Increasing the number of Swedes in EU development cooperation positions has also seen some success. The JPD programme has led to Swedes continuing their careers within the EU. However, the total number of Swedes working with development cooperation in the EU system is extremely low; the number of JPDs recruited are fairly few compared the UN programmes; and the EU only receives JPDs every two years. Furthermore, the EU is not as well known among Swedes as a development cooperation actor; and passing the EU civil service concours is necessary for a permanent or contract agent position at the EU. There are nevertheless opportunities to collaborate closer with the Swedish representation in Brussels and UHR regarding increasing the number of Swedes to pass the concours and obtain positions in the EU institutions.

**Recommendation 1: EU**

In its work to encourage Swedes to pursue careers in development, and to increase the number of Swedes in EU, Sida should routinely include the EU as an important development cooperation actor. It should collaborate closely with Swedish representation in Brussels and UHR to identify ways they, together, can support Swedes in their pursuits of careers in the EU. Sida should consider increasing the number of JDPs that are sent from Sweden.

Sida should draw on past and current NEs to enhance the JPD pre-deployment preparation.

**Recommendation 2: Multilateral organisations**

Sida should collaborate closely with the Swedish representations to encourage Swedes to apply directly to the multilaterals and to identify ways they, together, can support Swedes in their pursuits of careers in the multilateral system. This could include some form of capacity support during the application process.

**7.1.2 Influencing partners and policies**

Sida makes an effort to place its professional and MSS participants in strategically identified organisations and positions to promote Swedish policy. Although documentation on Swedish programme participants influencing host organisations is not systematically documented, there is evidence of influence leading to change – particularly in relation to gender equality, human rights, SRHR, and results-based management. While more impressive effects can be achieved with senior seconded staff, even young professionals (SARC, JPO, SDP, BBE) report that they are able to spread knowledge about Swedish development cooperation objectives and priorities. Given that the opportunities to influence seem to exist at all levels, providing decent quality pre-deployment and mid-term training is useful and effective.

Influence can be furthered by applying a more strategic approach. Both MSS and NE secondees see missed opportunities for strategic interaction that could advance Swedish development agendas. While secondees have been selected for strategic positions, they are unclear of what Sweden would want from them. Systematic pre-deployment briefings on organisational and thematic issues of priority could address this problem. Secondees could furthermore be used as sounding boards or a “brain pool” on relevant issues.

**Recommendation 3: Pre-deployment preparation**

Drawing on SPF’s resources, Sida should organise comprehensive pre-deployment briefings for secondees on organisational and thematic issues of priority for Sweden. Sida should provide online digital information and preparation packages specific to each receiving organisation. Sida should provide a former seconded as a mentor (fadder) for each new seconded.

### 7.1.3 Adding value and contributing to change

All the resource base programmes have “increasing individual competences” as an immediate objective.<sup>65</sup> While adding value and contributing to change may not always be explicitly stated as intended outcomes, they are certainly desired. Contributing to development results is not only in line with overall Swedish development goals, but also a means of effectively enhancing competences among the participating Swedes.

There is evidence that programme participants are in some cases contributing to organisational changes and/or changes on the ground in developing countries through their deployments. The secondment and professional programmes have been involved in change processes related to UN reform; youth/SRHR; gender equality and human rights-based approaches; anti-microbial resistance; environmental management; universal child benefits system; refugee response, private sector development; and development financing. The LP programme has in some cases led to sustained north-south institutional partnerships and collaboration in areas such as human rights and gender equality; but also research into cellulose use and development of joint digital courses.

Most recipient organisations are positive about Swedish placements. Multilateral secondees have also been much appreciated by their recipient organisations – particularly for their donor knowledge and in some cases for their specialised technical expertise. Supervisors from the European Commission have written glowing reports about Swedish participants. Within the UN system, Swedish SARCs and JPOs are also viewed positively. Many BBE participants have also been highly appreciated, but the programme’s numerous and changing partners (each with different expectations, processes, and structures) has made it more difficult to reach the satisfaction levels of the UN professional programmes.

Not every placement or scholarship is successful, which is to be expected, but a few may even have had a negative effect. There are examples of placements/scholarships that have led to Sida’s reputation suffering: a partner having to devote too many resources to managing a participant; people being put at risk because of poor research ethics; and a participant becoming turned off development cooperation work for life. Going forward, it will be important to manage the programmes to further minimise negative effects.

### 7.1.4 Building Swedish development cooperation competencies

All 11 programmes have had positive or very positive effects on the career development of most participants. There is strong evidence that participants make use

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<sup>65</sup> Some of the programme also have additional immediate objectives such as to support North-South academic collaboration, (LP) UN coordination (SARC), and UN implementation of Agenda 2030 (SDP).



of their new competencies and experience at an individual level. Many have been able to build networks. This is particularly true for participants of the professional-level programmes. Participating in the BBE, JPO, SARC, and SDP) programmes has clearly propelled the careers of several participants into development cooperation. The steppingstone programmes have succeeded in attracting participants to pursue work in development, although not all have found opportunities afterwards. The MFS programme, in particular, has offered the taste of development work to many young Swedes for five decades and thus served as a key gateway to a career in international development cooperation. It is not uncommon that MFS alumni are working in global or international contexts, or with sustainable development issues, where their MFS experience has had some relevance.

Similarly, the secondments have resulted in concrete personal development and much-improved understanding and insight of the UN system and the EU. Secondees have improved skills in critical areas such as leadership, negotiation, facilitation, strategic planning, and change management. In the case of MSS, successful placements are the result of the trustful relations Sida has built with multilateral partners over time. Furthermore, the positions have been demand-driven and usually filled with competent, knowledgeable, and suitable candidates. Multi-year deployments have also allowed enough time for both skills and knowledge acquisition.

There is an inherent potential tension between the objectives of strengthening Swedish individuals and meeting needs in developing countries. In this context, it is important to consider that the theory of change for the programmes sees the scholarships and placements as means to an end (effective implementation of the SDGs). Therefore, while results in developing countries that stem directly from the placements are desired, they are not the primary goal *in the first instance*. On the other hand, it is vital to avoid negative effects such as the ones described in the previous section.

The programmes that are owned by the multilateral system (JPO, SARC, SDP, UNYV) or the EU (JPD, NE) are less prone to the tension described above since developing needs are defined by the partner organisation that demands the Swedish competence to meet them.

For the Swedish-owned programmes (MSS, BBE, LP, PRA, MFS), balancing the objective of strengthening Swedish individuals' capacities with developing country needs can be more challenging. The MSS programme currently handles this risk by emphasising the importance of the demand for specific expertise from multilateral partners. Similarly, the BBE programme seeks to determine the need before sending participants, even though sometimes expectations are mismatched.

LP is the only programme that involves two-way exchanges. While this does not preclude that the initiatives are supply-driven by the Swedish partnership, partnerships that outlast the grant period are probably as beneficial to both parties.

It is a cause for concern that most country-level CSO partners involved in the PRA programme are not in the driver's seat in terms of deciding if and what type of internship position they need. MFS, as a scholarship programme for Swedes/Swedish residents, is by design supply-driven. There are nevertheless opportunities to promote exchange and better align it with developing country needs.

#### **Recommendation 4: MFS**

Greater opportunities for exchange and institutional partnership should be built into the design of the MFS programme. The MFS participant should be linked to a host institution of higher learning in a developing country. For this, the Swedish institutions of higher education should draw on their peer networks in developing countries. The participants should be required to debrief in the form of, for instance, a seminar at the host institution. The programme should require that participants have the necessary research permits and that the stipend should cover the costs.

#### **7.1.5 Contributing to organisational-level learning**

The resource base programmes focus on individuals gaining competences, but a lynchpin assumption in the underlying theory of change is that these individuals *share* the knowledge and skills gained. KAPAME highlights learning and the use of learning in its key objectives. Learning is important to ensure a dynamic and up-to-date resource base.

Promoting institutional learning, exchange, and knowledge-sharing is the weakest aspect of the resource base programmes. This is not new – it has been raised as a weakness in past evaluations and assessments for decades. Yet there has been no overall approach to promote learning and exchange, instead, efforts have been piecemeal and rather limited. At best the overall “non-strategy” has been to hope that over time the former participants will make general use of their new knowledge and skills in their future work.

While there is strong motivation among current and past participants to share knowledge, there has been a lack of demand for information from Sida and stakeholders within the Government Offices. This is particularly apparent for the secondment programmes, even though secondees possess pertinent and strategic information, and KAPAME expressly raises the importance of secondees bringing back their competence and experience to their seconding organisation. The low demand appears to come from insufficient time, interest, and value placed on learning and networking.

Promoting integration of knowledge and experience from individual staff is a challenge for most organisations, be they of the private or public sector. Sida itself faces this problem in the context of its international training programmes, but over the years new methods and approaches have been developed and shared to improve organisational uptake among actors in developing countries. There are concrete actions that the programmes can undertake to strengthen feedback processes and organisational learning. However, comprehensive and systemwide organisational learning is beyond the control of the programmes, or even top management at Sida: effective networking, knowledge-sharing, and learning processes within the Swedish resource base would require that public agencies and the Government Offices all embrace and concretely implement KAPAME's objective of enhanced learning. In such an endeavour, it would seem that MFA would have a central role.

#### *Leadership for a strengthened Swedish resource base and culture of learning*

Senior management at Sida, MFA<sup>66</sup> and the Government Offices need to show strong commitment (through concrete action) to strengthening the resource base via the resource base programmes. Top management need to instil a systems vision of the programmes as part of the larger picture and longer-term goals. Second, the knowledge and experience of participants must be valued and prioritised by all levels of management and drawing on them must be perceived as good practice. This will require that management at Sida and beyond promote a strengthened culture of learning in the coming years – one that promotes networking, information sharing, and the recognition and use of internal expertise. A strong learning culture requires a proactive learning mindset, encourages staff recognise their own knowledge gaps, values networking skills and considers the capacity to engage in learning as an essential part of work performance. At an organisational level, it dismantles silo-like structures that tends to impede learning processes within Sida and its representation in embassies.

#### *Incentive structures and accountability*

Incentive structures and systems for accountability regarding learning and networking are needed to ensure that intended changes in an organisation actually take place and are maintained. Accountability and incentives for improved learning from the resource base programmes could consist of the following:

- The resource base programmes and related learnings being featured at MFA's annual "chefsveckan;"

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<sup>66</sup> It is important to recognise that although the KAPAME Strategy is managed by Sida, the initiatives involve staff and organisational learning within the Government Offices and government agencies. Sida's management alone cannot affect learning beyond its own organisational limits.

- Former secondees expected to, and supported in, sharing their insights with targeted stakeholders (evidence suggests that most are highly motivated to do so);
- Engaging in networking and knowledge exchanges with secondees and other programme participants being included in job descriptions of relevant staff;
- The supervisors (at Government Offices, Sida or other public agency) of seconded candidates ensuring that the skills and knowledge gained by the employee are put to use upon return.<sup>67</sup>

#### *Enhance learning opportunities*

There are concrete actions that Sida, together with MFA, can undertake to improve intra and inter-organisational learning from former participants of the resource base programmes. There needs to be an improved homecoming processes for participants. While the homecoming seminar for MSS participants is a good initiative, there is not enough time and the span of topics and agencies is too broad to allow for in-depth interaction and exchange. The content and structure of the reporting from secondees could be enhanced. Sida could ensure easier access to former secondees – instead of having to go through Sida/MULTI staff, contact information could be made more readily available. Networks to exchange information and reflections on a specific agency or topic could be established for MFA and Sida staff. Such networks could be especially useful leading up to UN board meetings or specific sessions of the General Assembly. SPF could play a more prominent role in organising and hosting events that draw on former and current resource base participants. Established associations within the Swedish resource base could be supported to host alumni organisations. They could furthermore be encouraged to organise events that help network and draw on the knowledge of former participants as well as Swedes employed at the UN and the EU.

#### *Resources*

While KAPAME provides Sida with operational resources, learning and exchange involves spending a greater proportion of administrative funds. Some efforts to promote learning and networking could be outsourced (for example, to the Swedish UN Association) and thus be moved to the operational budget. Most of the learning within Sida, however, requires human resources and time. The current levels of administrative resources available for the resource base programmes at Sida are not sufficient to allow for improving learning efforts and maintaining them.

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<sup>67</sup> Sida has, for years, insisted on written supervisor commitment when it funds International Training Programmes.

**Recommendation 5: Learning**

To strengthened capacity and learning within the Swedish resource base top management at Sida and the Government Offices should demonstrate *commitment* to organisational learning from the resource base programmes, devise appropriate *incentives* and *accountability*, and allocate sufficient *resources* for learning and networking activities.

Within the programmes, specific actions that Sida should consider include the following:

The returning process for NE and MSS participants should be bolstered to take advantage of the knowledge gained. Secondees should be expected to host small topical seminars, webinars, thematic seminars, brown bag lunches and/or schedule bilateral meetings with focal points and thematic specialists to convey and discuss the knowledge and insights gained.

The template for final reporting from MSS participants to Sida/MULTI should include greater focus on strategic issues, thematic areas, and operational concerns. Similar report templates could be administered to NE participants.

Sida should obtain GDPR consent to ensure easier knowledge of and access to former secondees among government staff.

Staff (former secondees, focal points, thematic experts, etc.) at Sida and MFA should be encouraged to establish informal networks to exchange information and reflections on multilateral issues.

SPF should host more virtual and physical thematic events that draw on former and current resource base participants.

- Sida should consider giving the Swedish UN Association the role to serve as node for interaction and exchange among former JPOs, SARCs, SPDs, UNYVs, UN secondees and other Swedes employed by the UN system. FU.

**7.1.6 Promoting mutuality**

In its resource base section, KAPAME highlights the importance of “*mutual learning and exchange*” in the light of implementing the SDGs. Personnel exchanges have the potential of relevant and useful cross-learning. Indeed, some organisations experience that exchange participants from either developed or developing countries contribute most to their own home organisation afterwards, rather than the organisation where they spent their exchange.<sup>68</sup> Mutuality in the form of exchange is not, however, a strong characteristic of the resource base programme portfolio. The LP programme is the only programme that focuses on mutual exchange. There is, nonetheless, scope to redesign the PRA programme as an exchange programme, bringing trainees from developing countries to Sweden. Adding this component is likely to make the programme more relevant to all parties. In the effort to better address mutuality in the resource base programmes, it is also important to keep in mind that the Swedish

<sup>68</sup> <https://www.norec.no/en/about-norec/what-norec-does/>

Institute already has a sizable programme under KAPAME that focuses on mutual exchange among a host of Swedish actors.

**Recommendation: 6: PRA exchange**

The PRA programme should be redesigned by UHR to promote exchange, mutuality, organisational learning, and ownership. Swedish CSOs should consult with their developing partner CSOs whether they need an intern position and, if so, what type. For every intern travelling from Sweden there should be an intern coming to Sweden from a developing country CSO.

**Recommendation 7: LP**

Universities involved in the LP programme should be encouraged by UHR to make the most of the programme's strategic potential for greater institutional exchange and mutual capacity development. This includes using the programme in curriculum development, for example.

### 7.1.7 Involving more Swedish actors

KAPAME places explicit emphasis on involving and drawing upon Swedish “actors” – a departure from earlier strategies. Currently, LP is the only programme that focuses on institutional partnerships, although in reality it tends to be driven by individual initiatives. Although they are personnel-based programmes, the MSS, NE and PRA programmes do involve and draw upon different Swedish actors, but the scope is relatively limited to a few government agencies/ministries and 15 framework CSOs.

Partnering with UNV offers flexible and innovative approaches and therefore could be a means to tap into volunteers from different actors in Sweden. Furthermore, in theory, MSS has the potential to recruit from more government entities than it currently does, and can, moreover, draw on academia and the private sector. However, this would require a more elaborate recruitment process, which Sida's current structure cannot support. There is also the risk of losing some of the advantages of the current set-up, such as closeness in dialog that it brings. In any case, any expansion of actors would be premature before there is enough evidence of organisational learning processes among the actors currently involved.

KAPAME also stipulates that Sida should “increase the range of Swedish actors” in the EU and the multilateral system and these people should serve as a point of entry for contact for Swedish agencies, institutions, or organisations (see page 9 of KAPAME, Swedish version). This demand is not compatible with the rules that govern the EU and the multilaterals. With regard to the EU, JPDs are recruited as individuals not as representatives of Swedish entities, and the NEs for development cooperation must come from the Government Offices or Sida. Within the multilateral system, any Swede that is seconded through the MSS programme must pledge allegiance to the United Nations and cannot act as a representative of a Swedish entity

or function as a contact point for Swedish actors. Once their deployment is completed, however, they can serve as a useful resource for their employer or other Swedish entities. Being aware of UN and EU regulations, Sida has not attempted to place actor representatives within these organisations but has gradually increased the provenance of the secondees to now encompass four public agencies and four ministries.

KAPAME further stipulates that Sida contributes to creating better *conditions* for more Swedish actors to participate in Swedish development cooperation. This is an area Sida has been grappling with as component within its resource base effort. To know what conditions to create would require that Sida has a sound understanding and solid overview of what resource base actors need. Although staff at CAPDEV has been exploring the field, such an overview does not currently exist. Acquiring it would entail broad consultations with actor groups, analyses, and resources. How should the resource base be strengthened (broadened, deepened, diversified, and energised) and why? What is needed? What are the strengths of the respective actors that can be better drawn upon? What are the respective constraints that hinder actors to be involved? What incentives and conditions could remedy this? To what extent are the “Swedish-owned” resource programmes creating value for Swedish resource base actors? For instance, to what extent is the PRA programme addressing identified constraints/expressed needs within the development CSO community? To what extent could new personnel-focused programmes create the desired conditions or would it be more effective to offer opportunities for development cooperation-related training, networking, and seminars to Swedish actors? To what extent do large Swedish companies have their own sabbatical/personnel development opportunities for staff to work at multilateral organisations that could be coordinated by Sida (or for instance, the UN Association) and drawn upon?<sup>69</sup>

In determining what interventions Sida should undertake to strengthen the Swedish resource base, it is essential for Sida to consider the underlying theory of change – will the expected future benefit be of sufficient value to the overall long-term Swedish development cooperation effort? How does this expected benefit compare to interventions that directly meet needs in developing countries? In what circumstances is it worth investing in the Swedish resource base to attain Swedish development cooperation goals? The historic development of the Swedish resource base may provide some guidance.

Among the actors that are not currently represented in the resource base programmes are municipalities, labour unions, and the private sector, including consulting

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<sup>69</sup> Companies like Goldman Sachs have arrangement where staff can take paid leave of absence and work for the UN during a period of time. The staff member must arrange the secondment. UN agencies view such arrangements positively since they allow the UN to access specialised expertise.



companies. These actors are, nevertheless, involved in other development cooperation initiatives such as International Training Programmes (ITP), public-private sector development projects, institutional partnering, exchanges, and twinning arrangements that are financed by the KAPAME strategy, one of the 42 other Swedish development cooperation strategies or the EU.

Rather than designing new resource base programmes to capture Swedish actors already engaged in development cooperation, one way forward would be to integrate resource base objectives into these types of programmes. For instance, an ITP could report on how the programme has contributed to deepening, broadening, diversifying, and energising the Swedish resource base as a secondary effect, or new ITPs could include modules targeting Swedish resource base actors more directly.

**Recommendation 8:** *Actor consultations and analysis*

Sida should consider engaging in broad consultations with different Swedish actor groups, and undertaking relevant analyses to establish a sound understanding and solid overview of what the current resource base needs are.

**Recommendation 9:** *Swedish resource base reporting*

Sida should consider requesting all Swedish partners to annually report on the extent to which, and how, their work is contributing to strengthening the Swedish resource base. This information should be analysed by Sida and serve as input to its effort to determine the strengths, weaknesses, gaps, and opportunities within the resource base in relation to the implementation of the 2030 Agenda in developing countries.

## 7.2 MANAGING PROGRAMMES EFFICIENTLY

Quality resource base programmes take time to develop, manage, and perfect. Also, as *human resource* programmes involving external partners, they necessarily have long lead times. A cycle that goes from identifying a possible position, to recruitment and completion of deployment can take three to five years for many of the programmes. It, therefore, can take several years before effects are seen from any changes that are introduced. As such, the programmes are not geared to easily and quickly address shifts in policy priorities.

The resource base programmes are highly human resource intensive with a greater volume of contributions, individual contracts, personnel management, and training sessions compared to most Sida-financed initiatives. The programmes are generally efficiently managed, but there is also some scope for improvements. This is discussed below.



### 7.2.1 Use of resources

As a whole, the administrative costs as a percentage of disbursements have been reduced by half in recent years. Staff are doing more with less. This has been achieved in part by shifting administrative activities to partners for 9 of the 11 programmes and consolidating contracts and contributions to create fewer tasks. Nonetheless, resources remain limited for monitoring outcomes, promoting learning, and developing robust new programmes. Staff are overburdened. On other hand, UHR is comparatively well staffed for the resource base programmes it manages and has the capacity to scale up its operations should the demand arise. Its organisational effectiveness – particularly from a planning perspective – has been negatively affected by having to manage one-year agreements of fluctuating size with Sida.

#### **Recommendation 10: UHR agreement**

Sida and UHR should enter into multi-year contracts as soon as possible. When suitable, Sida should consider drawing further on UHR's systems and capacity to manage large volumes of contracts and fair selection processes to strengthen the Swedish resource base.

### 7.2.2 Management roles, structures and routines

Both Sida and UHR have defined clear roles and responsibilities for the different programmes within the respective organisations. Routines have been developed with flow schemes that are mostly followed. Most of the programmes have improved their outreach to promote more applicants from more varied groups, particularly among the professional programmes, although further progress can be made. The secondment programmes could become better known among employees in the Government Offices. More available and easily accessible information on the EU as a possible development cooperation career path is also needed.

#### **Recommendation 11: Secondment communication**

Sida should make the secondment programmes better known among staff at relevant public agencies and the Government Offices. This includes ensuring greater and systematic visibility on the intranets and for instance, hosting information seminars for staff.

The professional programmes have developed well-rounded and quality pre-deployment training that increases the participants ability to bring Swedish policy priorities to their new placements. This opportunity is being insufficiently grasped by the secondment programmes, even though these programmes have an even greater imperative and possibility to influence in line with Swedish development policy priorities.

The MSS programme, the newest programme after UNYV, is hitting its stride. The combined management of Sida/MULTI and Sida/HR-COMPFOR has been a strength; and there are now clear roles and routines in place. Even though the programme has had the advantage of building on Sweden's long and well-established relations with the UN, the MSS programme shows that the amount of personnel input, dialogue, lead time, piloting, and adjustments required in the process of setting up a new resource base programme should not be underestimated. New resource base programmes take time to get right. Building strong relations and ensuring mutual understanding of needs is especially critical.

The BBE programme has had the advantage of being flexible, and thus able to address new priorities and approaches that emerge within Sida. This has also been its weak point. To ensure that the programme is effective in building capacity among young Swedish professionals, it should focus on partner organisations that have the capacity, experience and routines to receive young professionals. Although this has decreased in recent years, the programme has sometimes been used to fill Sida's own capacity gaps at its embassies/representations. This is not in line with Sida's own rules for use of operational funds and it calls in to question whether Sida needs to set up its own internal young professional programme.

#### **Recommendation 12: BBE**

Sida should strengthen the BBE programme as follows:

- Given the apparent use of BBes to fill staffing gaps at embassies, Sida should consider introducing its own trainee programme. *(Already started by Sida)*
  - BBes should be deployed in partner organisations that have experience of and routines for receiving international staff and young professionals, such as INGOs and larger national NGOs. Partner organisations should provide performance reviews according to a set template to Sida, upon which continuation of the deployment is decided.
  - If Sida continues to select less-experienced candidates, it is important that there are resources at Sida, the relevant embassy/representation, or with the partner organisation to support the candidate.
7. A systematic off-boarding process of BBes should be designed to maximise benefit. The debriefing should include the option of a future career counselling session. Since Sida may not have the administrative resources for this, Sida should consider procuring a human resource firm to support this.

Following up on outcomes is challenging for all programmes. While there have been some useful ad hoc evaluations and surveys conducted, except for JPOSC's survey of JPOs taken six months after deployment, there is no systematic post-participation follow-up undertaken. There are, thus, opportunities for improvements. For instance,

all programmes could be served by better application of IT solutions to have greater access to contact details of former participants and potentially conduct tracer studies. Sida could ensure that UN agencies systematically report on secondee experience as stipulated in their respective agreements with Sida. There is also scope for Sida to regularly monitoring the JPD programme to obtain better insight into the performance of the Swedish JPDs and monitor their retention within the EU institutions. In this respect there are opportunities to collaborate closer with the Swedish representation in Brussels.

**Recommendation 13:** *Monitoring of resource base programmes*

The 11 resource base programmes should improve their monitoring, particularly in relation to outcomes results:

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- In line with the agreements made with the organisations involved in the MSS programme, Sida should demand annual reporting on the secondment. Furthermore, Sida should undertake annual analyses that synthesise these reports.
- With the representation in Brussels, Sida should regularly monitor the performance of the Swedish JPDs and their retention within the EU institutions.
- Sida should systematically undertake post-participation follow-up of the professional programmes a few years after completion of deployment by, for instance, undertaking surveys, reviews, tracer studies, and/or evaluations. Obtaining current email addresses and GDPR consent will be necessary.

SPF's role in the resource base programmes has become more substantive. It is a valuable resource for deployment preparation and follow-up events – both in terms of training/networking content and approaches, as well as logistics, facilities, and administration. It would be appropriate for SPF to play a greater role in supporting learning processes within the competence pool and the wider Swedish resource base by bringing actors and individuals together, creating synergies and enhancing capacities. Its current staffing level is, however, too limited to take on much more. Reducing its load by offering the MFS training online could give SPF some more resources to pursue such a role.

**Recommendation 14:** *SPF*

SPF's should play a greater role in supporting learning processes within the competence pool and the wider Swedish resource base by bringing actors and individuals together, creating synergies and enhancing capacities. To play this role, it will need additional resources or a reallocation of these. Sida and UHR should consider bringing training for the MFS participants on online to free up SPF's resources (*already started by Sida and UHR*)

### 7.2.3 Organisational learning and sharing

Many of the programmes date back decades, but Sida and UHR have been learning along the way and have continually worked to improve the quality and efficiency of the programmes, which has generally kept them updated. Although collaboration has been fairly close between Sida/CAPDEV, Sida/SPF, and to a lesser extent Sida/MULTI, with regard to the professional programmes, the programmes are generally managed as silos. There is scope to share more between programmes: the NE programme could learn more from some of the follow-up practices of the MSS programme; the MSS could draw on the experiences from pre-deployment training for the professional programmes; and the technology-based RAUK system at UHR could offer administrative insights to other programmes too. With regard to secondments, there are also opportunities to learn and exchange experience and strategies with other parts of the Swedish government system – such as the Swedish defence forces, the Folke Bernadotte Academy, the police, and the Swedish Civil Contingencies Agency (MSB).

#### **Recommendation 15:** *Organisational learning*

Sida and UHR programme managers should continue to share their management approaches with each other. Sida should also consider taking a lead in ensuring exchange and organisational cross-learning among Swedish agencies that manage other relevant resource base programmes.

### 7.2.4 Dialogue

Programmes involving individual competence development necessitate frequent and fruitful dialogue among partners. It takes time to build relations and trust, but these are essential for successful recruitment and placements. While Sida's dialogue with the multilateral system is strong, more exchange with the EU would be desirable. UHR's strong and active relations with Sweden's tertiary education institutions adds considerable value to the programmes it manages. On the other hand, the institutional dialogue between UHR and Sida is not optimal and efforts are needed on both sides to improve relations. Mediation may be a way forward.

#### **Recommendation 16:** *Sida and UHR dialogue*

Sida and UHR should use this evaluation as a basis to improve their mutual dialogue and recognise each other's strengths and challenges. *(already started by Sida and UHR)*

# Annex 1: Terms of Reference

15 April, 2019

VERKSTÖD/UPPIS  
Susanne Berggren  
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Reference number: 19/000432

## Call-off Inquiry Renewed Competitive Tendering

|                                             |                                                                                                                 |
|---------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| Contracting authority:                      | Sida<br>CAPDEV/PARTNER<br>105 25 Stockholm                                                                      |
| Contact person:                             | Susanne Berggren, Procurement<br>Advisor, VERKSTÖD/UPPIS                                                        |
| Call-off within the framework<br>agreement: | Framework Agreement regarding<br>Consultancy Services for<br>Evaluations                                        |
| Last day to submit questions:               | 24 April, 2019                                                                                                  |
| Send questions to:                          | Via Kommers Annonns                                                                                             |
| Last date to submit a call-off<br>response: | 2 May, 2019                                                                                                     |
| Send the call-off response:                 | Via Kommers Annonns                                                                                             |
| Evaluation method                           | The economically most<br>advantageous tender, on the basis<br>of the best relation between price<br>and quality |

## Evaluation of Sida's Resource Base programs

### 1. Evaluation object and scope

The evaluation object is the resource base programs currently financed and managed by Sida: United Nation Youth Volunteers (UNYV), Bilateral Associate Experts (BBE), Junior Professionals in Delegations (JPD), Junior Professional Officers (JPO), Special Assistants to Resident Coordinators (SARC), Specialist Development Program (SDP), Multilateral Secondments, National Experts (NE), as well as the programs financed by Sida and managed by The Swedish Council for Higher Education (UHR): Minor Field Studies (MFS), Linnaeus-Palme and Praktikantprogrammet.

The **UN Youth Volunteers (UNYV)** program targets young professionals aged 18-28, with limited or no work experience, who wish to pursue a career within international cooperation. The volunteers are assigned to UN agencies to work within humanitarian, political and developmental field operations. The objective of the UNYV program is to increase engagement in volunteerism among people under 30. Sida joined the program in 2017 and thus far 60 UNYV:s has been recruited.

The **Bilateral Associate Experts (BAE)** program was started in 1985 and more than 300 individuals have been recruited since. BAE:s are young professionals under the age of 33, with maximum two years of relevant work experience. Sida holds the employer responsibility for all BAE:s, who are assigned to partner organizations such as local/national authorities, NGO:s and Swedish embassies in Sida's cooperation countries. The main objective of the program is to broaden and strengthen the Swedish resource base, as well as to bring back the knowledge to actors within Swedish development cooperation.

The **Junior Professionals in Delegation (JPD)** program aims to enable young people to gain a first-hand experience in the work of Delegations and an in-depth understanding of their role in the implementation of EU external policies. Young professionals with maximum four years' experience may apply for two years' service at an EU delegation, either EEAS (European External Action Service, for political and press functions) or EC (European Commission, for aid management, economic issues etc.) The JPD program succeeded the Junior Experts in Delegation (JED) program and Sida has supported it since 2014, with 30 participants to this date.

The main objective of the **Junior Professional Officers (JPO)** program is to provide young professionals with the opportunity to gain hands-on experience in the field of multilateral international cooperation. Sweden has contributed to the JPO program since the 1960's and more than 1700 individuals have participated since. The program targets young professionals below the age of 33, with at least two years' professional experience. Swedish JPO:s are assigned to one of 40 partner UN organizations, as well as the World Bank system. For Sida, one of the

main objectives with the JPO program is to increase the number of Swedes in the multilateral system, as well as to increase knowledge and experience from the UN in Sweden.

The **Special Assistant to the Resident Coordinator (SARC)** program was initiated to enhance the capacity of coordination of the Office of the Resident Coordinator and strengthening the coherence of the UN System at country level. Sida has participated in the program since 2005 and thus far more than 40 Swedish SARC has been recruited. The program targets young professionals below the age of 39 with more than five years relevant professional experience. Contract duration is 1-3 years.

The **Specialist Development Program (SDP)** has similar qualification requirements as the SARC program. The SDP:s are assigned to UNDP country offices and work mainly with supporting the Agenda 2030 implementation.

The **National Expert (NE)** program targets senior Sida/MFA staff. NE:s are employed by Sida/the MFA and assigned to prioritized EU institutions (DG DEVCO, DG NEAR, DG ECHO and EEAS) for 2-4 years. The main objectives are: to contribute to development cooperation and development policy within the EU, to bring back knowledge and experience from EU institutions to Sida and the MFA and to increase the impact of Swedish development policy priorities. The program was started in 2014 and so far, 14 NE:s has been recruited.

The **Multilateral Senior Secondment** program, similar to the NE program, targets senior Sida/MFA staff. Secondees are employed by the receiving organization and takes a leave of absence from Sida/MFA during the duration of the secondment, 2-3 years. The main objectives are to increase knowledge and experience from the multilateral system; increase the impact of Swedish development policy priorities as well as provide strategic support to partner organizations, as well as to provide further career opportunities to Sida/MFA staff. The program started 2014; 45 secondees have been recruited so far and 14 have ended their secondment. During 2019 11 new secondees will be recruited and 14 secondees will finalize their secondment during the summer of 2019.

*Programs managed by UHR, financed by Sida:*

**Minor Field Studies (MFS)** targets Swedish university undergraduate students who may apply for a scholarship to travel to and gather material in a low- or middle-income country for their BA/MA thesis. The purpose of the program is to facilitate international experience and a broader understanding of development issues and Agenda 2030, for young people who may later contribute to the resource base. The program has existed for 50 years and during the last 5 years approximately 3 500 students participated.

The **Linnaeus-Palme** program is a program for mutual exchange between students and teachers at university level from Sweden and from low- or middle-income countries. The main objective of the program is to promote and consolidate partnerships between institutions for higher



learning (HEI). The program also seeks to deepen the understanding of the participants regarding development issues and policies. An approximate of 600 teachers and students participate in the exchanges on an annual basis.

**Praktikantprogrammet** targets Sida's framework CSO:s and provides them with a possibility to recruit a trainee for a minimum of four months. The trainee is assigned to one of the CSO's partner organisations or local office in a low- or middle-income country. The main objective of the program is to increase the trainee's understanding of development issues as well as their international experience and inter-cultural competence. The cooperation surrounding the traineeships seek to further consolidate the partnerships between sending and receiving civil society organisation. Around 150 trainees participate annually. The objectives of the resource base programs have been slightly changed during the years, but have essentially been:

- to increase the number of Swedish personnel in prioritized multilateral organisations;
- to increase the impact of Swedish development policy priorities within the multilateral system;
- to broaden and strengthen the Swedish resource base in order to bring back relevant knowledge and experience to Swedish development cooperation actors.

Former participants in the programs shall be regarded as a potential recruitment base for future employment in Sweden.

The total budget for all ongoing programs 2018 was 352 MSEK.

**TABLE 1: Program overview**

| Program                   | Required Work Experience | Required Education                | Age       | Target group                                                                                  |
|---------------------------|--------------------------|-----------------------------------|-----------|-----------------------------------------------------------------------------------------------|
| <b>UNYV</b>               | 0-2 years                | Bachelor                          | Max 28 ys | Young professionals with no or limited work experience                                        |
| <b>JPD</b>                | 1-4 ys                   | Masters                           | No limit  | Young professionals with maximum 4 years relevant work experience.                            |
| <b>BBE</b>                | Maximum 2 ys             | Bachelor                          | Max 32 ys | Young professionals with maximum 2 years relevant work experience.                            |
| <b>JPO</b>                | Minimum 2-4 ys           | Masters                           | Max 32 ys | Young professionals with minimum 2 years relevant work experience.                            |
| <b>SARC</b>               | Minimum 5 ys             | Masters                           | Max 38 ys | Young professionals with minimum 5 years relevant work experience.                            |
| <b>SDP</b>                | Minimum 5 ys             | Masters                           | Max 38 ys | Young professionals with minimum 5 years relevant work experience.                            |
| <b>Senior secondments</b> | 7-10 ys                  | Tillvidareanställning Sida el. RK | No limit  | Senior professionals who holds a position at Sida or the Swedish Ministry for Foreign Affairs |

|                              |              |                        |          |                                                                                               |
|------------------------------|--------------|------------------------|----------|-----------------------------------------------------------------------------------------------|
| <b>National Experts</b>      | Minimum 5 ys | University degree      | No limit | Senior professionals who holds a position at Sida or the Swedish Ministry for Foreign Affairs |
| <b>MFS</b>                   | -            | Enrolled in University | No limit | University Students (BA level)                                                                |
| <b>Linneaus-Palme</b>        | -            | Enrolled in University | No limit | Swedish higher education institutions, higher education institutions in low-income countries. |
| <b>Praktikant-programmet</b> | -            | -                      | 20-30    | Swedish frame organisations can offer an internship to a Swedish person aged 20-30.           |

**Time frame and relevant Swedish cooperation strategies:**

The evaluation shall cover the period 2011-2019. Strategies governing the resource base programs during the evaluation period are: the *Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development (2018-2022)*; *Strategi för kapacitetsutveckling och samverkan 2011-2013*; *Resultatstrategi för Kapacitetsutveckling och utbyten 2014-2017*.

**Target groups** are Swedish university students, Swedish young professionals as well as senior employees within Sida and the MFA.

**Disbursed funds per program (million SEK):**

| Sida/UHR    | Program              | 2018   |
|-------------|----------------------|--------|
| Sida/CAPDEV | UNV                  | 35 101 |
|             | JPD                  | 3 199  |
|             | BBE                  | 45 399 |
|             | JPO                  | 90 200 |
|             | SARC                 | 31 611 |
|             | SDP                  | 4 897  |
| Sida/MULTI  | Sek                  | 66 702 |
|             | NE                   | 13 408 |
| UHR         | MFS                  | 19 440 |
|             | Linneaus-Palme       | 28 946 |
|             | Praktikantprogrammet | 13 305 |

**Geographical area:** The programs are global, although some of them focus mainly on Swedish cooperation countries.

**Specific issues/challenges** that the evaluator should be aware of: It may be difficult to locate and get in touch with individuals who completed their program many years ago, as well as to receive survey answers from all participants.

**Previous evaluations** commissioned by Sida or others:

- Rekryteringspool för internationellt utvecklingssamarbete? Utvärdering av Minor Field Studies, Linnaeus-Palme och Praktikantprogrammet, UHR; 2018
- "Främjandet av svensk närvaro i FN-systemet", Sida, 2017
- Evaluation of Sida's ITP approach for Capacity Development, Sida Decentralized Evaluation, 2017:35 (reference document, for more info see section 5)
- "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling 2013-09-30, **Steg 1**, Programportföljen som genomförs av UHR", and "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling 2013-09-30, **Steg 2**, Biträdande Bilateral Expert", InDevelop AB

The scope of the evaluation and the intervention logic or theory of change of the project/programme shall be further elaborated by the evaluator in the inception report.

## 2. Evaluation rationale

Sida has financed career programs, or resource base programs, for young professionals since the 1960's. Among these programs are Junior Professional Officers (JPO), Bilateral Associate Experts (BAE) and Minor Field Studies (MFS) (see Annex 1 for descriptions of all programs). The main objective of the programs has been two-fold: to increase the number of Swedish staff within prioritized multilateral organisations, as well as to strengthen the capacity of those working with international development cooperation in Sweden or abroad. An important objective of the programs is also to contribute to global development cooperation goals through the provision of skilled human resources in support of our partners mandates.

The resource base programs have been governed by various strategies, the last one being the Strategy for Capacity Development and Exchanges, 2014-2017. This strategy specifically talked about the above programs, and the resource base was mainly viewed as young individuals in the programs. Since of July 2018, the resource base programs are governed by a new strategy: **the Strategy for Capacity Development, Partnerships and Methods for Agenda 2030**. The definition of the term *Resource Base* is much broader in the new strategy than in the previous one, now embracing **all Swedish actors** that potentially could contribute to Agenda 2030; government agencies, private sector companies, civil society organisation, universities and local and regional administration. Due to the change in perspectives, there is a need to evaluate the ongoing resource base programs, their designs and relevance in relation to the new strategy, as well as efficiency, effectiveness and sustainability of results.

## 3. Evaluation purpose: Intended use and intended users

The purpose of the evaluation is to provide Sida with inputs and recommendations for strategic development of new programs and reaching new groups of actors, as well as to provide recommendations to adjust and improve

implementation of existing programs if needed, in order to meet the objectives in the new strategy. The evaluation shall be both forward-looking and assessing previous results.

The primary intended users of the evaluation are Sida's unit for Capacity Development (CAPDEV), the unit for Multilateral Support (MULTI) as well as Sida Partnership Forum (SPF), all of whom are managing ongoing resource base programs. The Swedish Council for Higher Education (UHR) is secondary intended user.

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process. Other stakeholders, such as the Ministry for Foreign Affairs, civil society organisations, UN organisations and other cooperation organisations, will be invited to participate in the reference group.

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

#### **4. Evaluation criteria and questions**

The objective of this evaluation is to evaluate the *relevance*, *efficiency*, *effectiveness* and *sustainability* of the programs and formulate recommendations on future programme development and how to improve and adjust implementation of existing programmes.

The evaluation questions are:

- To which extent are the programs relevant in relation to the Strategy for Capacity Development, Partnerships and Methods for Agenda 2030?
- Can the costs for each of the programs be justified by its results?
- Do other donors have programs with similar objectives? If so, how are these managed and financed? (This question mainly refers to other OECD countries, as Sida's use of the operational appropriation for some of the resource base programs has been questioned by the OECD-DAC.)
- To which extent have the programs contributed to intended outcomes? If so, why? If not, why not?
- To what extent has lessons learned from what works well and less well been used to improve and adjust project/programme implementation?
- How effective is Sida's and UHR's internal system for managing the programs and how well prepared and organized are Sida to develop and maintain new programs? On which grounds and criteria do we assess new program proposals?
- Does Sida have the structures and systems in place to respond to contextual or political changes?
- To what extent do program participants contribute to the implementation of the Agenda 2030, during their participation in the program as well as afterwards?
- Are the participants' experiences and knowledge taken advantage of, upon their return to Sweden? Are they able to make use of their new competencies and experiences?

Questions are expected to be developed in the tender by the tenderer and further developed during the inception phase of the evaluation.

## **5. Evaluation approach and methods for data collection and analysis**

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully developed and presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

Sida's approach to evaluation is utilization-focused, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation. The evaluation should use appropriate selection criteria for informants and data. The tenderer should propose methods for data collections that takes into account the relatively long time frame of the evaluation and the potential difficulties to locate and get in touch with individuals who completed their program many years ago, as well as to receive survey answers from all participants.

The evaluation should take a participatory approach, involving Sida and other stakeholders in workshops and other activities along the way.

The evaluation may begin with a desk study, examining international experience of similar programs/methods as well as research in relevant fields and other relevant documentation such as reports and evaluations. The desk study may also take into account the evaluation of Sida's ITP approach for Capacity Development, conducted in 2017, to draw upon lessons learned regarding capacity development of individuals and organisations.

To gather information of the programs, data shall be collected partly through a survey, in order to receive basic data from a large group of participants in the resource base programs. In addition, in-depth interviews shall be conducted with at least 5 participants from each program. Informants should represent a spread of the different programs, i.e. placement with new and older receiving organisations, paths chosen after participating in the programs, participants who recently completed their program and participants who completed their program earlier in the evaluation period. A representative selection of receiving organisations (UN, CSO:s etc.) shall also be interviewed. Sida will provide contact details to relevant individuals as well as to relevant organisations.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

## 6. Organisation of evaluation management

This evaluation is commissioned by Sida's unit for Capacity Development. The intended users are Sida's unit for Capacity Development, the unit for Multilateral Support and Sida Partnership Forum. The Swedish Council for Higher Education (UHR) has contributed to the ToR and will be provided with an opportunity to comment on the inception report as well as the final report, but will not be involved in the management of the evaluation. Hence the commissioner will evaluate tenders, approve the inception report and the final report of the evaluation.

The evaluators shall hold two separate start-up meetings and debriefing/validation workshops; one with the Sida team and one with UHR.

Sida will form a steering group, consisting of representatives from the Unit for Capacity Development, the Unit for Multilateral Support and Sida Partnership Forum. A reference group will also be formed, consisting of representatives from UHR, the MFA, Swedish authorities, UN organisations, CSO:s and private sector companies.

Sida does not foresee a need for field visits, but travels within Sweden will be necessary. Most work can be carried out in **Stockholm**, but 1-2 visits to **Härnösand** and **Visby** will also be required, **approximately 2-4 days per visit**.

## 7. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation<sup>1</sup>. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>2</sup>. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

## 8. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out between **May-November 2019**. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase.

The table below lists key deliverables for the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

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<sup>1</sup> DAC Quality Standards for development Evaluation, OECD, 2010.

<sup>2</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

| <b>Deliverables</b>                                                | <b>Participants</b>                                                                                                                                                  | <b>Deadlines</b>     |
|--------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|
| 1. Start-up meeting, Sida Stockholm/Skype                          | Unit for Capacity Development: Program Managers<br><br>Unit for Multilateral Support: Program Managers<br><br>Sida Partnership Forum: Head of Unit + Program Manager | 20 May               |
| 2. Start-up meeting, UHR, Visby/Skype                              | Head of the Global Unit; + responsible manager for monitoring and coordination, Global Unit                                                                          | 20 May               |
| 3. Draft inception report                                          |                                                                                                                                                                      | Tentative 3 June     |
| 4. Inception meeting, Sida Stockholm/Skype                         | Unit for Capacity Development: Program Managers<br><br>Unit for Multilateral Support: Program Managers<br><br>Sida Partnership Forum: Head of Unit + Program Manager | Tentative 10 June    |
| 5. Comments from intended users to evaluators                      |                                                                                                                                                                      | Tentative 14 June    |
| 6. Final inception report                                          |                                                                                                                                                                      | Tentative 19 June    |
| 7. Draft evaluation report (excluding recommendations)             |                                                                                                                                                                      | Tentative 2 October  |
| 8. Draft final evaluation and recommendations co-creation workshop | Unit for Capacity Development: Program Managers<br><br>Unit for Multilateral Support: Program Managers<br><br>Sida Partnership Forum: Head of Unit + Program Manager | Tentative 16 October |

|                                                        |                                                                                                                                       |                       |
|--------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------|-----------------------|
|                                                        | UHR: Head of the Global Unit;<br>+ responsible manager for monitoring and coordination, Global Unit<br><br>Reference group: see annex |                       |
| 9. Comments from intended users to evaluators          |                                                                                                                                       | Tentative 21 October  |
| 10. Final evaluation report, including recommendations |                                                                                                                                       | Tentative 4 November  |
| 11. Seminar Sida Stockholm/Skype                       | Same as pt. 8                                                                                                                         | Tentative 20 November |

**The inception report** will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

**The final report** shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be **maximum 3 pages**. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be **no more than 45 pages** excluding annexes (including Terms of Reference and Inception Report). The



evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation<sup>3</sup>.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to [sida@nordicmorning.com](mailto:sida@nordicmorning.com), always with a copy to the Sida Programme Officer as well as Sida's Chief Evaluator's Team ([evaluation@sida.se](mailto:evaluation@sida.se)). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ980601S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas.

## 9. Resources

The contact person at Sida/Swedish Embassy is Carin Morin, program manager, Unit for capacity Development, Department for Partnerships and Innovation. The contact person should be consulted if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by Carin Morin, Program Manager, Unit for Capacity Development/Department for Partnerships and Innovation, Sida.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by Carin Morin, Program Manager, Unit for Capacity Development/Department for Partnerships and Innovation, Sida.

The evaluator will be required to arrange the logistics regarding booking interviews, preparing visits etc. including any necessary security arrangements.

Evaluators shall ensure that any of its employees, agents and subcontractors, as well as any informant to an evaluation, whose personal data are transferred to Sida, promptly receive and take note of the information provided in Sida's Privacy Policy: <https://www.sida.se/English/About-us/about-the-website/privacy-notice/>.

Evaluators shall promptly inform any of its informants if their names and organisational affiliation will be included and published in the final report of an evaluation, which will be made available in Sida's publication database and in Open Aid, a web-based information service about Swedish international development cooperation.

## 10. Budget

The total maximum budget, including fees and reimbursable costs, of the evaluation shall not exceed **1.500.000 SEK**.

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<sup>3</sup> Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

## 11. Requirements

The proposal shall include a description of the team composition, a tentative overall time- and work plan; the approach and methods to be used; and draft evaluation questions.

The evaluation shall be carried out by a team of **2-4 consultants**. One team member shall have the role as the Team Leader (Core consultant, level 1) with the overall responsibility for the evaluation. In addition to the requirements formulated in the Framework Agreement, the following qualifications are required:

- All team members; must have full proficiency in **English**, at least level 2 according to Sida Language Level Definition,
- At least one of the team members must have full proficiency in **Swedish**, at least level 2 according to Sida Language Level Definition.

It is important that the competencies of the individual team members are complimentary.

*The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.*

## 12. Evaluation of call-off responses

The call-off response shall include following:

1. Suggested personnel for the assignment, and short explanation of suggested persons' suitability for the assignment and previous performed similar assignments, including CV according to the CV template, see **Annex C**.

The proposed personnel/team will be evaluated in response to its expertise and:

- Experience of facilitating workshops, dialogue and co-creating processes, in order to gather information and experience from all representatives in the multifaceted reference group, as well as various stakeholders. **(20p)**
- Experience of and/or knowledge of resource base programs (including experience and/or knowledge of resource base programs in other donor countries), and/or experience of evaluating resource base programs. **(15p)**
- Experience of and/or knowledge of capacity development programs, and/or experience of evaluating capacity development programs. **(5p)**

2. Short description of how the assignment will be designed and implemented; appropriate method, the organisation of the assignment incl. time- and work plan. **(45p)**

3. Total cost for the assignment (divided into fees/hour per person, other costs/reimbursable costs and total cost for the assignment). All types of costs shall be given in SEK, excluding VAT. The total cost for the assignment must not exceed **1 500 000 SEK**, including reimbursable costs. **(15p)**

Sida will use the following criteria for choosing the best proposal.

| Criteria                                  |                                                                    | Max point/criteria |
|-------------------------------------------|--------------------------------------------------------------------|--------------------|
| 1.                                        | Personnel's suitability                                            | 40                 |
| 2.                                        | Appropriate method, organisation of the assignment incl. time plan | 45                 |
| <b>Total max point technical criteria</b> |                                                                    | <b>85</b>          |

The scale of grades that will be used when assessing the criteria (except price evaluation) are:

|                                                                                                                                                                                                                                                                                                                                            |                                                                                                              |       |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|-------|
| The number of points that can be awarded under each of the technical evaluation criteria. For example, if a maximum of 20 points can be awarded for a given criterion, "Good" will mean $0.8 \times 20 = 16$ points. (In the evaluation, the levels (in %) will have fixed values, which means that there will be no intermediate values). | Poor <sup>4</sup>                                                                                            | 0 %   |
|                                                                                                                                                                                                                                                                                                                                            | Not entirely satisfactory <sup>5</sup>                                                                       | 40 %  |
|                                                                                                                                                                                                                                                                                                                                            | Satisfactory <sup>6</sup>                                                                                    | 60 %  |
|                                                                                                                                                                                                                                                                                                                                            | Good <sup>7</sup>                                                                                            | 80 %  |
|                                                                                                                                                                                                                                                                                                                                            | Very Good <sup>8</sup>                                                                                       | 100 % |
| Minimum score to proceed to price-evaluation                                                                                                                                                                                                                                                                                               | The call-off response must achieve a minimum of <b>55 points</b> as a condition for further price evaluation |       |

## Price-Evaluation

Price will be assessed according to the following model:

The call-off response that submitted the lowest call-off price achieves maximal price points. The other call-off responses achieve points according to percentage difference between the individual call-off price and call-off with the lowest price.

<sup>4</sup> Not addressed or not sufficient

<sup>5</sup> Sufficient in some aspects but not as a whole

<sup>6</sup> Sufficient but lacks substantial advantages or has uneven quality

<sup>7</sup> Adequate and well suited to the purpose

<sup>8</sup> Gives added value and shows high quality on the whole

Price point = (Lowest call-off price / Individual call-off price) \* Max point price criterion

| Criterion |                                        | Max point/criterion |
|-----------|----------------------------------------|---------------------|
| 3.        | Total cost of the assignment           | 15                  |
|           | <b>Total max point price criterion</b> | <b>15</b>           |

### 13. DECISION regarding contract award

All consultants that have submitted a call-off response will be informed of the decision regarding the contract awarded by email/via Kommers.

### 14. Annexes and Electronic sources

#### Annex A: List of key documentation

General information on the programs can be found here:

<https://www.sida.se/Svenska/engagera-dig/internationella-tjanster/>  
<https://www.utbyten.se/program/>

#### **Strategies:**

**Strategi för Kapacitetsutveckling, Partnerskap och Metoder som stödjer Agenda 2030 ([Länk](#))**

**Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017 ([Länk](#))**

**Strategi för kapacitetsutveckling och utbyten 2014-2017 ([Länk](#))**

**Evaluations** (will be distributed to winning tenderer):

- Rekryteringspool för internationellt utvecklingssamarbete? Utvärdering av Minor Field Studies, Linnaeus-Palme och Praktikantprogrammet
- "Främjandet av svensk närvaro i FN-systemet", Sida, 2017
- Evaluation of Sida's ITP approach for Capacity Development, Sida Decentralized Evaluation, 2017:35 (reference document, for more info see section 5)
- "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling 2013-09-30, **Steg 1**, Programportföljen som genomförs av UHR", and "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling 2013-09-30, **Steg 2**, Biträdande Bilateral Expert" InDevelop AB.

**Annex B: Data sheet on the evaluation object**

| <b>Information on the evaluation object (i.e. project or programme)</b> |                                                                               |
|-------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| Title of the evaluation object                                          | Resource Base Programs                                                        |
| ID no. in PLANIt                                                        | N/A                                                                           |
| Dox no./Archive case no.                                                | N/A                                                                           |
| Activity period (if applicable)                                         | N/A                                                                           |
| Agreed budget (if applicable)                                           | N/A                                                                           |
| Main sector <sup>9</sup>                                                | N/A                                                                           |
| Name and type of implementing organisation                              | Multilateral organisations, Swedish embassies, Sida cooperation organisations |
| Aid type                                                                | Donor Country Personnel                                                       |
| Swedish strategy                                                        | Strategy for Capacity Development, Partnerships and Methods for Agenda 2030   |

| <b>Information on the evaluation assignment</b>                     |                               |
|---------------------------------------------------------------------|-------------------------------|
| Commissioning unit/Swedish Embassy                                  | Unit for Capacity Development |
| Contact person at unit/Swedish Embassy                              | Carin Morin                   |
| Timing of evaluation (mid-term, end-of-programme, ex-post or other) | Other                         |
| ID no. in PLANIt (if other than above).                             | 13358A0101                    |

**Annex C: CV Template**


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# Annex 2: Evaluation Framework

| Evaluation questions<br><i>What do you want to know</i>                                                                                          | Indicators to be used in Evaluation -<br><i>How will you know</i>                                                                                                                                                                                                                                                                                                                                                             | Methods - <i>How will the data be gathered</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | Sources - <i>Where can the data be obtained</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                 |
|--------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Relevance (answers overarching question 2)                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                 |
| EQ1: To which extent are the programmes relevant in relation to the Strategy for Capacity Development, Partnerships and Methods for Agenda 2030? | <ol style="list-style-type: none"><li>1. How do the 11 programmes complement each other to ensure a broadened, diversified, deepened, well maintained and vibrant resource base?</li><li>2. In what ways are the 11 programmes' designs, objectives, implementation and results in line with the KAPAME strategy?</li><li>3. What would be needed for these programmes content-wise to be more in line with KAPAME?</li></ol> | <ol style="list-style-type: none"><li>1. Evidence of sequencing and/or progression in programme participation</li><li>2. Number and type of resource base actors under the programmes over time.</li><li>3. Participants' perceptions of usefulness of programmes in relation to KAPAME goals.</li><li>4. The degree to which the resource programmes' objectives and implicit ToC are aligned to those in the KAPAME strategy.</li><li>5. The degree to which the resource programmes' design and implementation are aligned to those in the KAPAME strategy.</li></ol> | <ol style="list-style-type: none"><li>1. Document review and analysis</li><li>2. Application of computer based natural language processing (NLP).</li><li>3. Analysis of financial statistics</li><li>4. Analysis of time statistics</li><li>5. Quantitative analysis (data on participation, focus, etc.)</li><li>6. Analysis/aggregation of programmes' results</li><li>7. Analysis/aggregation of past surveys of participants perceptions</li><li>8. Analysis of the design and implementation of the programmes</li><li>9. Analysis of the follow-up efforts of the programmes</li><li>10. Analysis of survey results of Swedish resource base actors</li></ol> | <ol style="list-style-type: none"><li>1. Strategies and related documentation</li><li>2. Strategy result reports</li><li>3. Financial and statistical data (BISI analytical reports)</li><li>4. Programme documentation (appraisals, decisions, programme strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</li></ol> |

## ANNEX 2: EVALUATION FRAMEWORK

|                                                                        |                                                          |    |                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
|------------------------------------------------------------------------|----------------------------------------------------------|----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                        |                                                          |    | <ul style="list-style-type: none"> <li>11. Organisational SWOT analysis (electronic and participatory workshop)</li> <li>12. Interviews</li> <li>13. Visits</li> <li>14. Webscraping</li> </ul> | <ul style="list-style-type: none"> <li>5. Programme Evaluations</li> <li>6. Survey of Swedish resource base actors (organisations, authorities, companies)</li> <li>7. Key informants at Sida, UD and in the Swedish resource base</li> <li>8. Former participants informants</li> <li>9. External/recipient organisation informants</li> <li>10. Visit to NORAD Knowledge Bank</li> <li>11. Visit to SPF Härnösand</li> <li>12. Visit to UHR Visby</li> <li>13. Web data</li> <li>14. Electronic SWOT and workshop</li> </ul> |
| <b>Effectiveness (answers overarching question 1)</b>                  |                                                          |    |                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <b>EQ2: To what extent have the programmes contributed to intended</b> | 2.1 What intended outcomes have each programme achieved? | 1. | More Swedes employed in EU/multilateral system                                                                                                                                                  | 1. Document review and analysis<br><br>1. Programme documentation (appraisals, decisions, programme                                                                                                                                                                                                                                                                                                                                                                                                                            |

## ANNEX 2: EVALUATION FRAMEWORK

|                                               |                                                                                                                                                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|-----------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>outcomes? If so, why? If not, why not?</p> | <p>2.2 In what ways are the 11 programmes' results in line with the outcomes in the respective strategies?</p> <p>2.3 How well are participants of the MSS and BBE programmes matched to organisations' needs (demand)</p> <p>2.4 How well aligned to Swedish priorities are selections on organisations, geographic and thematic focus? (focus on MSS and BBE programmes)</p> | <ol style="list-style-type: none"> <li>2. Increase in number and quality of JPO candidates</li> <li>3. Increased knowledge and experience from the UN in Swedish resource base and knowledge is drawn upon by resource base</li> <li>4. Increased knowledge and experience from the EU development efforts in Swedish resource base</li> <li>5. Office of the Resident Coordinator and the coherence of the UN System at country level <b>strengthened</b></li> <li>6. UNDP country offices supported in the Agenda 2030 implementation</li> <li>7. Multilateral agencies provided with effective support in strategic areas by participants</li> <li>8. Evidence of Swedish policy concerns and values gaining traction in UN agencies</li> <li>9. Evidence of Swedish policy concerns and values gaining traction in EU development work</li> <li>10. Further career opportunities for Sida/MFA</li> </ol> | <ol style="list-style-type: none"> <li>2. Application of computer based natural language processing (NLP).</li> <li>3. Quantitative analysis (data on participation, focus, etc.)</li> <li>4. Analysis/aggregation of programmes' results</li> <li>5. Analysis/aggregation of past surveys of participants perceptions</li> <li>6. Analysis of survey results of Swedish resource base actors</li> <li>7. Interviews</li> <li>8. Visits</li> <li>9. Webscraping</li> </ol> | <p>strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</p> <ol style="list-style-type: none"> <li>2. Programme Evaluations</li> <li>3. Survey of Swedish resource base actors (organisations, authorities, companies)</li> <li>4. Key informants at Sida, UD and in the Swedish resource base</li> <li>5. Former participants informants</li> <li>6. External/recipient organisation informants</li> <li>7. Visit to SPF Härnösand</li> <li>8. Visit to UHR Visby</li> </ol> |
|-----------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|



## ANNEX 2: EVALUATION FRAMEWORK

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|------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                                                                      |                                                                                              | <b>11.</b> Partnerships increased and consolidated between institutions for higher learning<br><b>12.</b> Deepen the understanding of development issues and policies among participants in LP and MSF<br><b>13.</b> Importance of past programme participation among personnel in the Swedish resource base |                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                          |
| <b>EQ3: To what extent have the programmes contributed to unintended positive/negative outcomes?</b> | 3.1 What unintended outcomes have each programme achieved (with focus on BBE and MSS)        | Indicator free                                                                                                                                                                                                                                                                                               | Outcome harvesting inspired approach for a limited number of programmes – BBE, MSS, and LP programmes, to document stories of unintended/additional effects the programmes | <b>1.</b> Programme Evaluations<br><b>2.</b> Survey of Swedish resource base actors (organisations, authorities, companies)<br><b>3.</b> Key informants at Sida, UD and in the Swedish resource base<br><b>4.</b> Former participants informants<br><b>5.</b> External/recipient organisation informants |
| <b>Sustainability (answers overarching question 1)</b>                                               |                                                                                              |                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                          |
| <b>EQ4: Are the participants' experiences and knowledge taken advantage of, upon</b>                 | 4.1 To what extent have the Swedish development cooperation actors benefitted from returning | <b>1.</b> The extent Sida has system in place to contact, network with and draw upon former participants<br><b>2.</b> The extent the Swedish resource                                                                                                                                                        | <b>1.</b> Document review and analysis<br><b>2.</b> Analysis/aggregation of programmes' results                                                                            | <b>1.</b> Programme documentation (appraisals, decisions, programme strategies/målbild,                                                                                                                                                                                                                  |

## ANNEX 2: EVALUATION FRAMEWORK

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|--------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>their return to Sweden? Are they able to make use of their new competencies and experiences?</b></p>               | <p>participants?</p> <p>4.2 To what extent do resource base actors have access to former participants (the recruitment pool)? If so, how proactively do they do so?</p> <p>4.3 To what extent are there opportunities for participants upon return to Sweden?</p> <p>4.4 To what extent are participants making use of their new competences elsewhere and to what extent does this directly or indirectly benefit development/ Agenda 2030/Swedish development cooperation policy priorities?</p> <p>4.5 Can factors be identified that are conducive to win-win long-term effects?</p> | <p>base can contact, network with and draw upon former participants</p> <p>3. Proportion of employees that have at any point participated in Sida's resource base programmes</p> <p>4. Proportion of participants in JPO/SARC/SPD/JPD/MSS/NE that are retained by UN or EU institutions.</p> <p>5. Proportion of participants in JPO/SARC/SPD/JPD/MSS/NE/BBE that return to Sweden and are employed in the development cooperation field.</p> <p>6. Proportion of participants in praktikant/L-P/MFS/UNYV that continue work in development cooperation.</p> | <p>3. Analysis/aggregation of past surveys of participants perceptions</p> <p>4. Analysis of the follow-up efforts of the programmes</p> <p>5. Analysis of survey results of Swedish resource base actors</p> <p>6. Organisational SWOT analysis (electronic and participatory workshop)</p> <p>7. Interviews</p> <p>8. Visits</p> | <p>annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</p> <p>2. Programme Evaluations</p> <p>3. Survey of Swedish resource base actors (organisations, authorities, companies)</p> <p>4. Key informants at Sida, UD and in the Swedish resource base</p> <p>5. Former participants informants</p> <p>6. External/recipient organisation informants</p> <p>7. Electronic SWOT and workshop</p> |
| <p><b>Efficiency and organisational effectiveness (answers overarching question 3)</b></p>                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <p><b>EQ5: To what extent have lessons learnt from what works well and less well been used to improve and adjust</b></p> | <p>5.1 To what extent have lesson learnt informed:</p> <ul style="list-style-type: none"> <li>strategic direction for the programmes;</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                         | <p>Evidence of adjustments and changes made to programmes and processes as a result of monitoring feedback, evaluations, lessons learnt</p> <p>Evidence of programme managers</p>                                                                                                                                                                                                                                                                                                                                                                            | <p>1. Document review and analysis</p> <p>2. Analysis of financial statistics</p> <p>3. Analysis of time statistics</p> <p>4. Quantitative analysis (data on participation, focus, etc.)</p>                                                                                                                                       | <p>1. Financial and statistical data (BISI analytical reports)</p> <p>2. Programme documentation (appraisals,</p>                                                                                                                                                                                                                                                                                                                                                  |

## ANNEX 2: EVALUATION FRAMEWORK

|                                                                                                   |                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|---------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>project/programme implementation?</b></p>                                                   | <ul style="list-style-type: none"> <li>• clear roles and responsibilities within the organisation; and</li> <li>• monitoring and follow-up of the participants, including after their respective postings</li> </ul> <p>5.2 To what extent do the programmes share approaches and methods for effective management across the programmes?</p> | <p>sharing lessons from implementation, management and administration</p>                                                                                        | <p>5. Analysis of the design and implementation of the programmes</p> <p>6. Analysis of programme management and administration processes</p> <p>7. Analysis of the follow-up efforts of the programmes</p> <p>8. Organisational SWOT analysis (electronic and participatory workshop)</p> <p>9. Interviews</p> <p>10. Visits</p> <p>11. Webscraping</p> | <p>decisions, programme strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</p> <p>3. Analysis of Sida and UHR work plans</p> <p>4. Programme Evaluations</p> <p>5. Key informants at Sida</p> <p>6. External/recipient organisation informants</p> <p>7. Visit to SPF Härnösand</p> <p>8. Visit to UHR Visby</p> <p>9. Web data</p> <p>10. Electronic SWOT and workshop</p> |
| <p><b>EQ6 How effective is Sida's and UHR's internal systems for managing the programmes?</b></p> | <p>6.1 Does Sida and UHR have systems in place for an effective dialogue with partner/recipient institutions?</p> <p>6.2 Does Sida and UHR have the structures and systems in place to</p>                                                                                                                                                    | <p>1. The extent Sida and UHR have systems in place to contact, network with and draw upon former participants</p> <p>2. The frequency and level of dialogue</p> | <p>1. Document review and analysis</p> <p>2. Analysis of financial statistics</p> <p>3. Analysis of time statistics</p> <p>4. Quantitative analysis (data on participation, focus, etc.)</p>                                                                                                                                                             | <p>1. Financial and statistical data (BISI analytical reports)</p> <p>2. Programme documentation (appraisals,</p>                                                                                                                                                                                                                                                                                                                                                    |

## ANNEX 2: EVALUATION FRAMEWORK

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|--|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  | <p>ensure the recruitment and preparation of the most suitable participants?</p> <p>6.3 Does Sida and UHR have the structures and systems in place to ensure effective monitoring of the programmes?</p> <p>6.4 Does Sida and UHR have the structures and systems in place to ensure systematic long-term follow-up so that a de facto recruitment pool is accessible?</p> <p>6.5 Does Sida and UHR have the structures and systems in place to respond to contextual and political changes?</p> | <p>that Sida and UHR has with recipient organisations in their respective programmes</p> <ol style="list-style-type: none"> <li>3. Evidence of recruitment guidelines or equivalent, that these are in line with strategic priorities and that they are used in recruitment processes</li> <li>4. Evidence of M&amp;E plans for the respective programmes and that these have been used</li> <li>5. Length of resource base programme decisions and agreements with recipient organisations (ie how long resources are tied by soft/hard contracts/agreements shows how flexible resources and programming are)</li> </ol> | <ol style="list-style-type: none"> <li>5. Analysis of the design and implementation of the programmes</li> <li>6. Analysis of programme management and administration processes</li> <li>7. Analysis of the follow-up efforts of the programmes</li> <li>8. Organisational SWOT analysis (electronic and participatory workshop)</li> <li>9. Interviews</li> <li>10. Visits</li> <li>11. Webscraping</li> </ol> | <p>decisions, programme strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</p> <ol style="list-style-type: none"> <li>3. Analysis of Sida and UHR work plans</li> <li>4. Programme Evaluations</li> <li>5. Key informants at Sida, UD and in the Swedish resource base</li> <li>6. External/recipient organisation informants</li> <li>7. Visit to SPF Härnösand</li> <li>8. Visit to UHR Visby</li> <li>9. Web data</li> <li>10. Electronic SWOT and workshop</li> <li>11. Contracts/agreement with recipient organisations</li> </ol> |
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## ANNEX 2: EVALUATION FRAMEWORK

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| <p><b>EQ7 How efficient is the management of the 11 programmes? To what extent would streamlining and/or enhancing the management processes lead to more optimised results and better alignment with KAPAME?</b></p> | <p>7.1 Are there opportunities for streamlining processes to achieve more with less?</p> <p>7.2 To what extent would additional management resources enhance the ability of Sida to ensure that the programmes broaden, deepen, diversify and maintain the Swedish resource base?</p> <p>7.3 To what extent do the programmes share approaches and methods for efficient administration across the programmes?</p> | <p>Coherence between strategic direction for the programmes through the strategy and strategic/operational plans.</p> <p>The extent that roles and responsibilities within the organisations' and between Sida and UHR is clear.</p> <p>Distribution of time and resources per programme and/or programme officer over time (time spent on administration, management, dialogue, strategic tasks)</p> | <ol style="list-style-type: none"> <li>1. Document review and analysis</li> <li>2. Analysis of financial statistics</li> <li>3. Analysis of time statistics</li> <li>4. Quantitative analysis (data on participation, focus, etc.)</li> <li>5. Analysis of programme management and administration processes</li> <li>6. Organisational SWOT analysis (electronic and participatory workshop)</li> <li>7. Interviews</li> <li>8. Visits</li> </ol> | <ol style="list-style-type: none"> <li>12. Financial and statistical data (BISI analytical reports)</li> <li>13. Programme documentation (appraisals, decisions, programme strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings)</li> <li>14. Analysis of Sida and UHR work plans</li> <li>15. Programme Evaluations</li> <li>16. Key informants at Sida,</li> <li>17. External/recipient organisation informants</li> <li>18. Visit to SPF Härnösand</li> <li>19. Visit to UHR Visby</li> <li>20. Web data</li> <li>21. Electronic SWOT and workshop</li> </ol> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

## ANNEX 2: EVALUATION FRAMEWORK

|                                                                                                                      |                                                                                                             |                |                                      |                               |
|----------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------|----------------|--------------------------------------|-------------------------------|
| EQ 8 Do other (bilateral) donors have programmes with similar objectives? If so, how are these managed and financed? | How is Norway's Knowledge Bank organised? What have been the strengths? Challenges? Results? Opportunities? | Indicator free | Interviews with Norad Knowledge Bank | Visit to NORAD Knowledge Bank |
|                                                                                                                      | What can be learnt from the evaluations of other countries' JPO programmes?                                 |                | Evaluation reports                   |                               |

# Annex 3: Evaluation Methodology

## 1. OVERALL APPROACH

The evaluation applied a combined deductive and inductive approach. A set of assumptions about the Swedish resource base programmes (see section XX below) provided a framework with relationships and links for the team to test. At the same time, the empirical findings uncovered by the evaluation team guided where to probe deeper and seek supplementary interviews. The team triangulated the findings from different sources, to identify regularities, relationships, and results that could provide the basis for findings, conclusions, lessons learnt, and recommendations.

To promote both utility and learning, the team applied an open and inclusive approach to the evaluation process. This involved including stakeholders in discussions, analysis and assessments, and stimulating a critically reflective discussion amongst them.

The overall approach of the evaluation is illustrated in Figure 1.

**Figure 0.1: Overall approach to evaluating the Swedish resource base programmes**



## 1.1 PHASES OF THE EVALUATION

The evaluation was conducted in four phases. These are summarised below.

### 1.1.1 Scoping exercise

During the start-up meeting of the evaluation in June 2019, which Sida's relevant units attended, it became apparent that there were different needs and expectations of the evaluation. Furthermore, the existence and availability of data also needed to be established. In consultation with Sida, the team undertook an extended inception phase that consisted of a scoping exercise to align the evaluation's scope with the time and resources available to ensure utility and quality.

During the scoping exercise, explorative interviews were held with a few key stakeholders to better understand the expectations and discuss practicalities related to data availability and collection. A total of 10 interviews were held with 14 key stakeholders at Sida (CAPDEV, MULTI, SPF, CIVSAM, EURO/LATIN), the Ministry for Foreign Affairs (IU and UN), and with UHR. The team also conducted a stakeholder analysis for the resource base programmes and began the conceptualisation of what the resource base is. A scoping report was prepared by the team and agreed upon by Sida stakeholders.

### 1.1.2 Inception

The inception phase consisted of the following:

1. **Initial document review.** The team accessed databases for Sida statistics and financial data<sup>1</sup> and sourced and reviewed the content of over 250 documents<sup>2</sup> which were retrieved from Sida's contribution management system (Planit and TRAC) and from websites,<sup>3</sup> and provided by Sida and UHR staff. Relevant documents include project documents, annual reports, evaluations, ToR of positions, minutes of meetings, work plans, strategies, etc. This extensive document review was necessary in order to understand the amount and type of data that is available in relation to the questions we want answered in the evaluation.
2. **An initial mapping** of the Swedish resource base and Sida's resource base programmes was conducted, followed by an analysis of the financial and programme statistics. This was undertaken to inform the choice of methodologies for the evaluation and determine the sampling criteria. The results of the mapping of the Swedish resource base and Sida's resource base programmes are provided in Annex 4.
3. **Preliminary theor(ies) of change** for the Swedish resource programme were established that were further developed during the analysis phase of the evaluation.
4. **The evaluation framework, approach and methods** were elaborated. Based on the agreed scope and evaluation questions, the team refined the questions. The methods were selected to respond to concerns and needs of key stakeholders; address the evaluation questions; take into consideration the availability of data; ensure triangulation; and balance allocated resources with the scope of the evaluation. Data collection tools were

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<sup>1</sup> Analytical reports from Sida's BISI, accessed August 2019

<sup>2</sup> Number of documents accessed for quick reviews are as follows: JPO, SARC, SDP (22); JPD (24); BBE (13); MSS and NE (74); UNYV (30); SPF (7); UHR programmes (19); Past evaluations and other reports (17); Strategy related reports (51).

<sup>3</sup> Including: <http://www.utbyten.se>; <http://www.jposc.undp.org>; <https://norad.no/en/front/the-knowledgebank/>;



prepared, including a survey conceptualisation and preparation of the questionnaire for the survey.

5. **A plan for the data collection phase** was established considering data gaps, the types of documents to focus on for each resource programme and a tentative list of people and institutions to meet. An evaluation work plan with key milestones and dates was also prepared.

### 1.1.3 Data collection phase

The data collection phase ran from October 2019 to January 2020. It was agreed with Sida to apply a differentiated data gathering approach to the 11 programmes because of their different objectives, stages of development, and needs;. The MSS and BBE programmes were selected as priority programmes for the evaluation team to gather primary data on, analyse and assess.

The table below illustrates the approach in relation to the three overarching evaluation questions:

The data collection phase ran from October 2019 to January 2020. It was agreed with Sida to apply a differentiated data gathering approach to the 11 programmes because of their different objectives, stages of development, and needs;. The MSS and BBE programmes were selected as priority programmes for the evaluation team to gather primary data on, analyse and assess.

The table below illustrates the approach in relation to the three overarching evaluation questions:

| Programme | Q1 Policy relevance | Q2 Results                                                                                           | Q3 Organisational effectiveness |
|-----------|---------------------|------------------------------------------------------------------------------------------------------|---------------------------------|
| UNYV      | Light touch         | No                                                                                                   | Primary and secondary data      |
| JPO       |                     | Secondary data<br>Survey of core resource base                                                       |                                 |
| SARC      |                     | Secondary data<br>Survey of core resource base                                                       |                                 |
| SDP       |                     | No                                                                                                   |                                 |
| MSS       | Strong focus        | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |                                 |
| JPD       | Light touch         | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 |
| NE        |                     | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 |

|                            |              |                                                                                                      |  |
|----------------------------|--------------|------------------------------------------------------------------------------------------------------|--|
| <b>BAE/ BBE</b>            | Strong focus | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |  |
| <b>MFS</b>                 | Medium focus | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |  |
| <b>Linnaeus-Palme (LP)</b> | Medium focus | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |  |
| <b>Praktikant</b>          | Medium focus | Secondary data<br>Survey of core resource base<br>Interviews with implementing organisations         |  |

For the programmes given strong or medium focus, primary data was collected to analyse and assess effectiveness. This required selecting a sample. For the **BBE programme**, the team selected a mix of participants and recipient organisations that represented different types of recipient (embassy/partner organisation), different time periods and a wide geographic distribution. Based on the mapping of the support conducted during the inception phase, the following organisations and embassies were included in the sample: organisations in Maputo, Bangkok, Phnom Penh, Lusaka, Nairobi, Paris; embassies in Maputo, Lusaka, Bogota, Bangkok, the regional Sexual and Reproductive Health Rights (SRHR) team in Lusaka and the Permanent Mission of Sweden to the United Nations in New York. In total, ten semi-structured interviews were held, respectively, with organisation and embassy representatives, and with BBE participants.

For the MMS programme, the team selected participants and recipient organisations that allowed for a mix of:

- a) when the participant was seconded (participants from the first years of the programme, as well as participants that were recently seconded);
- b) type of seconding organisation (Sida, MFA or other department/authority);
- c) where the participant was seconded to (HQ and field offices); and
- d) type of multilateral organisation (specialised agency or fund/programme).

At the MSS returnee seminar on September 26, 2019, the team agreed with Sida that by interviewing secondees to UNDP/RCO, UNICEF and FAO, all criteria would be met. In total, 15 interviews were conducted with MSS participants and 22 interviews with other MSS stakeholders in Sweden and from partner organisations.

For the UHR programmes, the team conducted interviews with seven tertiary level education institutions that were a mix of large, medium-sized and small institutions. The selection deviated from the one proposed in the inception report to be able to capture the perspectives of universities that had engaged with UHR in a pilot project related to the LP programme.

The methods used to collect primary and secondary data included the following:

1. **Documents** were reviewed and analysed (programme documents, decision documents, strategy documents, work plans, past evaluations, past surveys, participant reports, annual reports etc.). Over 1000 different electronic documents were included.
2. An **electronic survey** was launched that targeted the Swedish resource base population (please see Annex 5 for detailed methodology). Around 400 people responded to the survey.
3. **Interviews** were conducted with key stakeholders. In the inception report, the team planned to carry out a maximum of 57 interviews. In the end, the team undertook interviews with **140 informants**. This included interviews with Sida staff, UHR staff, UHR application evaluators, staff at Sweden's government offices, former programme participants, Swedish embassies, partner organisations, multilateral organisations, Swedish universities, civil society organisations, and resource persons. Annex 8 provides a list of people interviewed.
4. Additional financial and participant **data** and human resources statistics were gathered and analysed.
5. The team conducted three participatory **SWOT workshops** with Sida HQ, Sida Partnership Forum (SPF), and UHR, respectively. The workshops included a participatory verification session with the three key stakeholder groups (Sida HQ, SPF and UHR). Preceding each workshop, participants were asked to anonymously respond to an electronic SWOT survey. The data was analysed and presented in the workshop, during which it was discussed and verified. The SWOT survey administered to relevant Sida staff also contained a section on time spent on the resource base programmes. In total, 24 Sida staff members responded.
6. The team **visited** SPF in Härnösand, UHR in Visby, Norad's Knowledge Bank, and Sida in Stockholm.
7. The team attended several related **events and workshops**. This included the MSS homecoming seminar on September 19, 2019; UHR's annual event for LP and MFS stakeholders, with roughly 90 representatives from Swedish academic institutions, held at Sida on November 21, 2019; FUF's "Vägarna till utvecklingsjobben" – a seminar for young people interested in careers in international development cooperation – hosted at Sida on November 28, 2019; and "Sveriges röst i EU:s bistånd" – a seminar facilitated by CONCORD Sweden, with participation from Swedish parliamentarians and government officials, that

discussed how to increase Swedish voice and influence in the EU institutions, held on November 29, 2019.

8. Data collection focused mostly on BBE and MSS. The MSS programme involved interviews with 15 former or current secondees; mid-term or end-of-deployment reports from 22 other secondees; 10 interviews with partner organisations; and 8 interviews with staff and Sida and Swedish government ministries.

#### 1.1.4 Analysis and synthesis phase

In January, the team collated, analysed, and synthesised the data collected. The hypotheses and assumptions underpinning the Swedish resource base programmes were re-evaluated. This work was used to devise a theory of change for KAPAME. Key findings and preliminary conclusions were also identified. At the end of January, the team conducted a workshop with Sida (CAPDEV, MULTI, HRKOM, SPF) and UHR at Sida. The theory of change was presented, along with preliminary findings and conclusions in relation to effectiveness, sustainability, efficiency, and relevance.

## 1.2 ASSUMPTIONS CONCERNING THE SWEDISH RESOURCE BASE

Devising a theory of change for KAPAME and the 11 resource programmes proved fairly challenging. As a first step, the team formulated hypotheses and underlying assumptions that stem from the strategy and the respective objectives of the programmes. These are provided below.

### 1.2.1 Overall Hypothesis about the resource base

The implicit assumptions of KAPAME leads to the following overall hypothesis:

1. *If Sweden develops (broadens, deepens, diversifies and energises) its resource base and its capacity and facilitate partnerships and mutual learning, **then** Sweden will more effectively contribute to the implementation of Agenda 2030; create conditions for broader and more sustainable relations beyond aid; and strengthen the impact of Swedish development policy priorities **because** this will unlock potential capacities of the Swedish resource base that can fill gaps in the effort to achieve the global goals.*

This hypothesis leans on Sweden's policy for global development (PGU), which underlines that the responsibility and opportunities for global development reaches beyond the traditional development actors to line ministries, public agencies, universities and civil society. It is also aligned with SDG 17, which refers to the need for partnerships, resources and knowledge.

The hypothesis assumes that Sweden has organisations that have important knowledge and expertise that can be applied to support development processes through, for instance, technical assistance and capacity development. The

reference to “partnership and mutual learning” (taken from KAPAME) captures an important phenomenon in development cooperation, namely, the cross-cultural encounter and the reciprocity that can be achieved. Indeed, Swedish actors engaging in development initiatives often mention that they learn as much from engaging in the initiative and interacting with people from developing countries as the intended beneficiaries. While this might be considered an unintentional and incidental effect of the development initiative, it could be seen as a critical factor in the SDG implementation.

Developing the Swedish resource base in this hypothesis is understood as consisting of four elements: i) *broadening* (involving more actors); ii) *diversifying* (involving more types of actors – civil society, public sector, private sector and academia); iii) *deepening* (further developing the knowledge and skills of the entities); and iv) promoting conditions that allow the entities to interact in a way that is *dynamic and vibrant, and adds further value*.

A task for the evaluation team will be to determine the extent any of the resource base programmes can be developed from a personnel-focus to an actor-focus programme and thus contribute to partnership and mutual learning among institutions.

### 1.2.2 Assumptions about the (personnel-based) resource base programmes

The reality is that the Swedish resource base – i.e., the Swedish institutional *actors* that are involved in international development cooperation, barely participate, if at all, in the resource base *programmes*, with the exception of Sida itself and MFA. Since the programmes are focused on individuals, the following set of assumptions take departure in their participation:

2. ***If Swedes<sup>4</sup> participate in the Swedish resource base programmes, then the Swedish resource base (actors) for international development cooperation will be stronger, because a critical mass of experienced and knowledgeable participants will return to Sweden and have an opportunity to work in the Swedish resource base – i.e., the Swedish government, public sector institutions, CSOs, academia and private sector companies.***
3. ***If Swedes participate in the Swedish resource base programmes, then the Swedish government will become a more effective international development actor, because a critical mass of participants that have gained essential experience and competencies needed to implement Agenda 2030 will have an opportunity to continue a career within the government and its agencies; and bring with them insight, knowledge,***

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<sup>4</sup> For some programmes, foreigners with Swedish residency can apply.

experience, and networks that will enhance Swedish government capacities.

4. *If Swedes participate in the Swedish resource base programmes, **then** they are likely to continue a career within developing cooperation in the EU and the multilateral system, **because** there is a match between the participants' competencies and the need for such within these entities.*
5. *If Swedes participate in the Swedish resource base programmes, **then** Sweden will be able to contribute internationally experienced Swedes to international processes and high-level positions, **because** the participants continue to work in development and form a competence pool from which the government can draw upon when specific experts are needed.*

The above assumes that a competence pool can exist without people knowing they are actually a part of it, and that the development actors within the public sector can access this pool when specific types of internationally experienced development experts are needed.

6. *If Swedes participate in the Swedish resource base programmes, **then** the multilateral system will more effectively address Swedish global priorities and thus increase the impact of Swedish development policy priorities, **because** the Swedes will bring Swedish values and priorities with them to workplaces abroad and promote them.*
7. *If Swedes participate in the Swedish resource base programmes, **then** members of the Swedish taxpaying public that the participants come in contact with will be more informed about, and more positive towards, development cooperation, **because** they will more easily visualise the Swedish development effort ("biståndsvilja").*

### 1.2.3 Programme-specific assumptions

The final set of assumptions take into consideration the objectives of the specific programmes:

8. *If young Swedes participate in the BBE programme, **then** the Swedish resource will be broadened with young professionals who understand development cooperation **because** a critical mass of young professionals who may not have had development cooperation as their career path will have the necessary skills, knowledge and experience to apply their technical skills in a development context*

This assumes that the BBE programme has systematically targeted Swedish young professionals who may have limited development cooperation experience but have skills that are relevant to Swedish development cooperation priorities. It also assumes that they will have employment opportunities within the Swedish resource base upon their return and/or that they have applied their skills in their work after participating in the programme.

9. *If young Swedes participate in the JPO, SARC, SDP and JDP programmes, **then** there will be more Swedes in the multilateral/EU system over time, **because** a critical mass of these participants will have the necessary skills, knowledge and experience to secure positions and a career within the multilateral system.*

The above assumes that there are job opportunities for the young/mid-level professionals to apply to within the UN. In the UN, competition is fierce at P3 level, which is the level JPOs would be applying for. For young professionals to obtain a position in the EU, an entrance exam is required. Going directly from a JDP to a fixed position would therefore not be possible.

10. *If young Swedes participate in the MFS/Praktikant programmes, **then** they are likely to consider a career in international development **because** the programme opens them to new perspectives, ideas, challenges, and intercultural competence which make them interested in pursuing a career in international development cooperation.*

Given the large number of former MSF participants that work with development issues today, it would seem that at least in the past, this assumption has held true. However, it is possible that attitudes have changed among Swedish youth, making the programme less relevant. For instance, young people in Sweden today are well informed on global issues compared to those in many other countries. The global goals are well known as a concept and there is strong climate consciousness. Swedish companies maintain that when recruiting young Swedes, applicants tend to ask to what extent companies are concerned with sustainability issues. Indeed, to attract the best talent, Swedish companies feel they must showcase their efforts to contribute to a sustainable world. On the other hand, if today's youth are more open and well-informed, MFS as a bridge to a career in international development may constitute an even more important tool for youth to obtain practical experience.

11. *If young Swedes participate in the UNYV programme, **then** Sweden will have better candidates for the JPO programme, **because** the participants will gain relevant skills, knowledge, experience, intercultural competence, broader understanding of development issues and Agenda 2030, will understand the*

*UN principles and values of volunteerism, and will want to continue an international career.*

12. *If academics (teachers and students) participate in Linnaeus-Palme programme, **then** Swedish academic institutions will consolidate partnerships with institutions for higher learning in developing countries and engage in efforts to implement Agenda 2030, **because** they will have staff with deepened understanding of development issues and policies.*



13. *If Swedes participate in the Swedish secondment programmes (MSS and NE), then, within just a few years, the Swedish government will have a competence pool of senior experts to draw from that have insights, knowledge, and broadened networks, because the secondees will return to jobs within the Swedish public sector.*

The above assumes that there are attractive positions for the secondees to return to in which they can use their new competencies.

### 1.3 THEORY OF CHANGE

Based on the hypotheses above, the data gathered, and analyses undertaken, the following theory of change was developed for KAPAME. The participants of the preliminary findings workshop endorsed the theory.

Figure 1 Full KAPAME Theory of Change

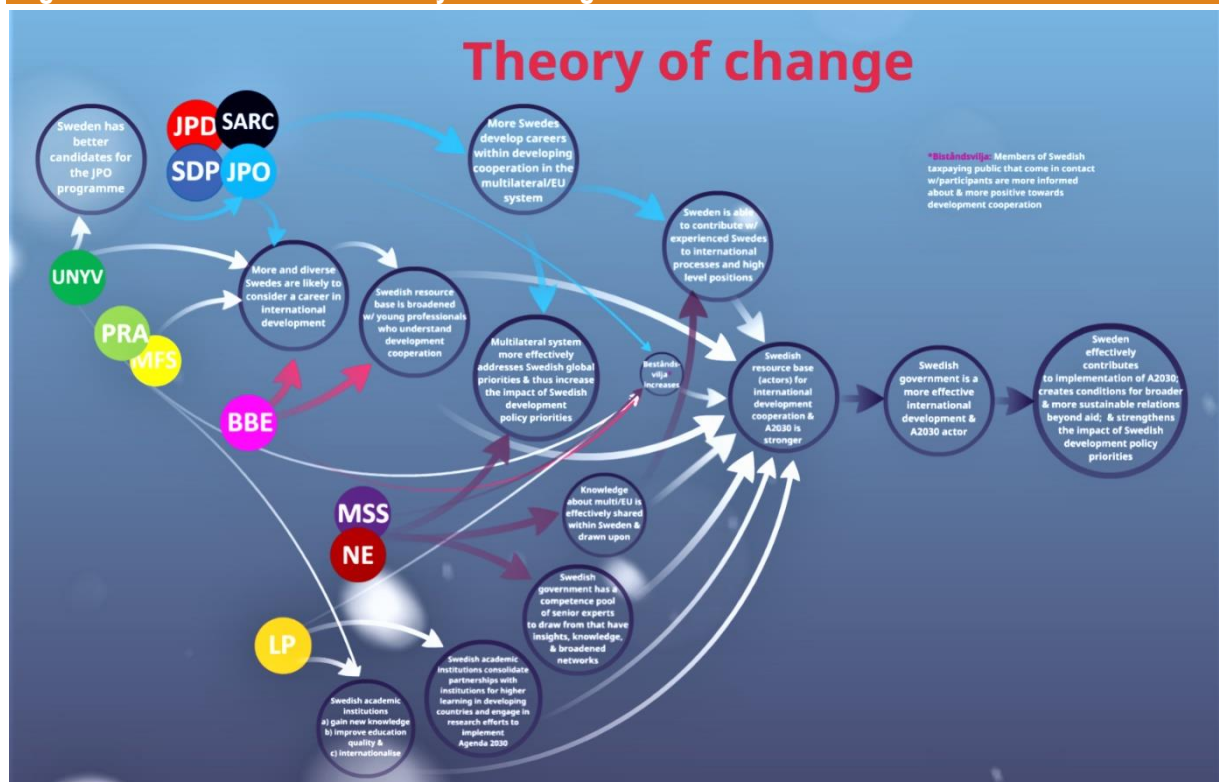




Figure 2 KAPAME Theory of Change - top left closeup

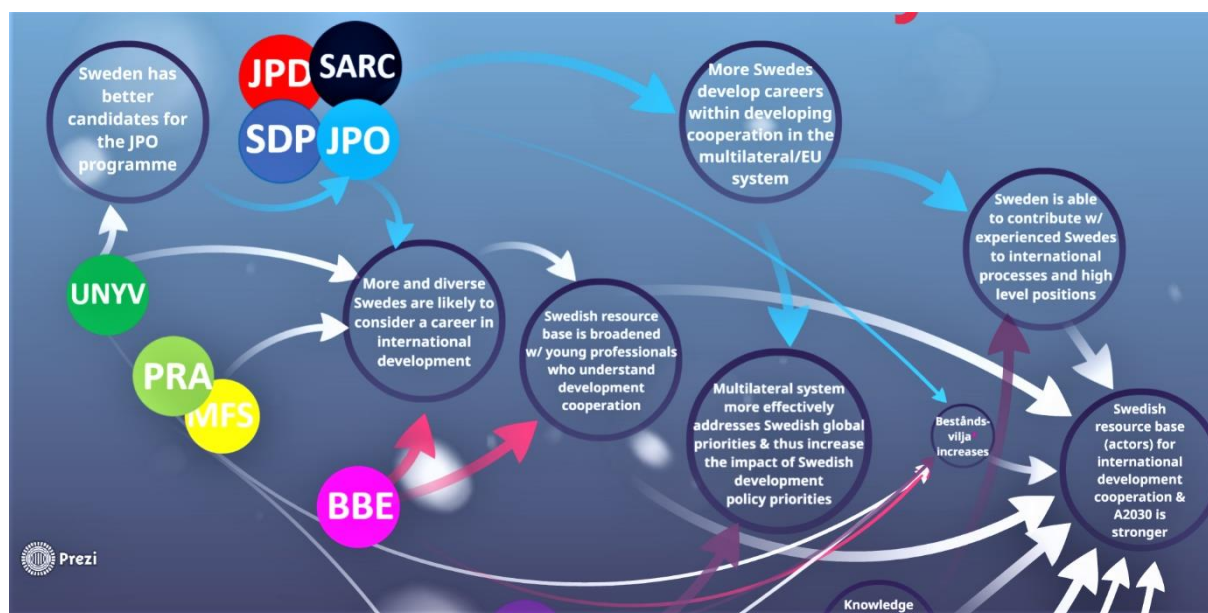


Figure 3: KAPAME Theory of Change – bottom left closeup

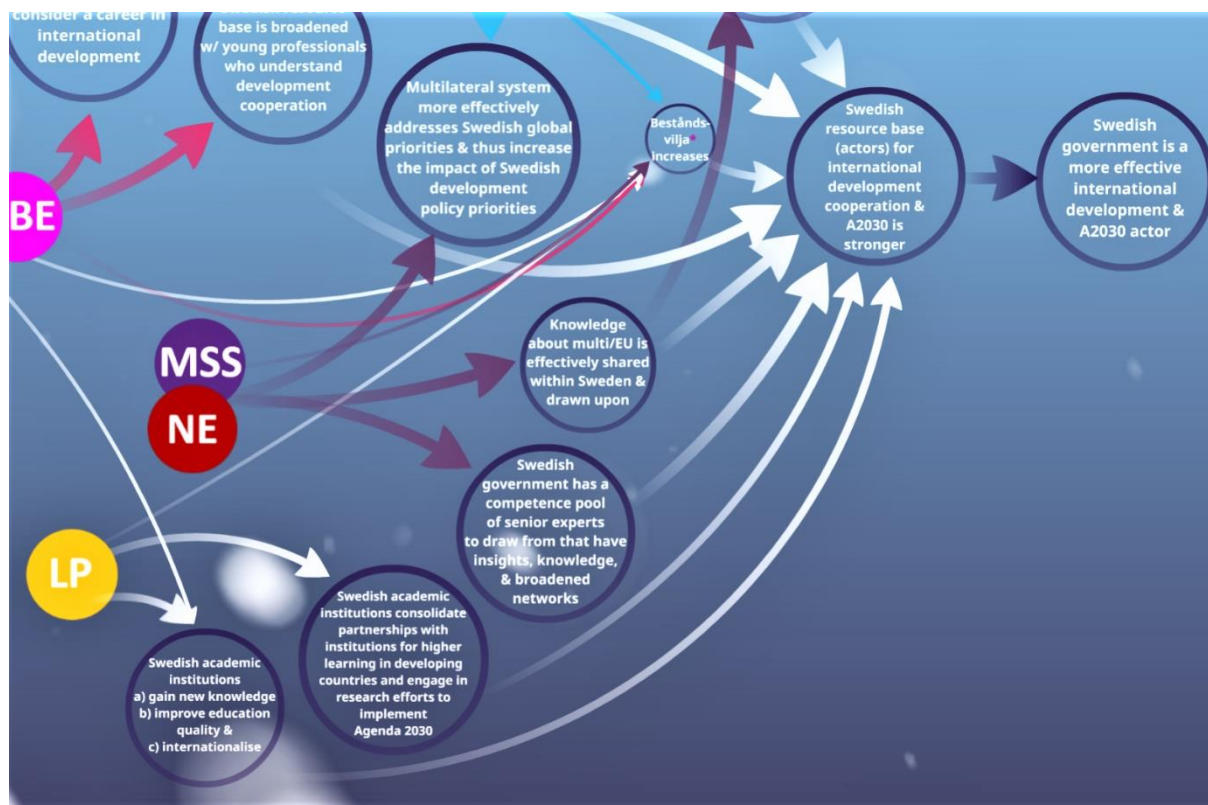
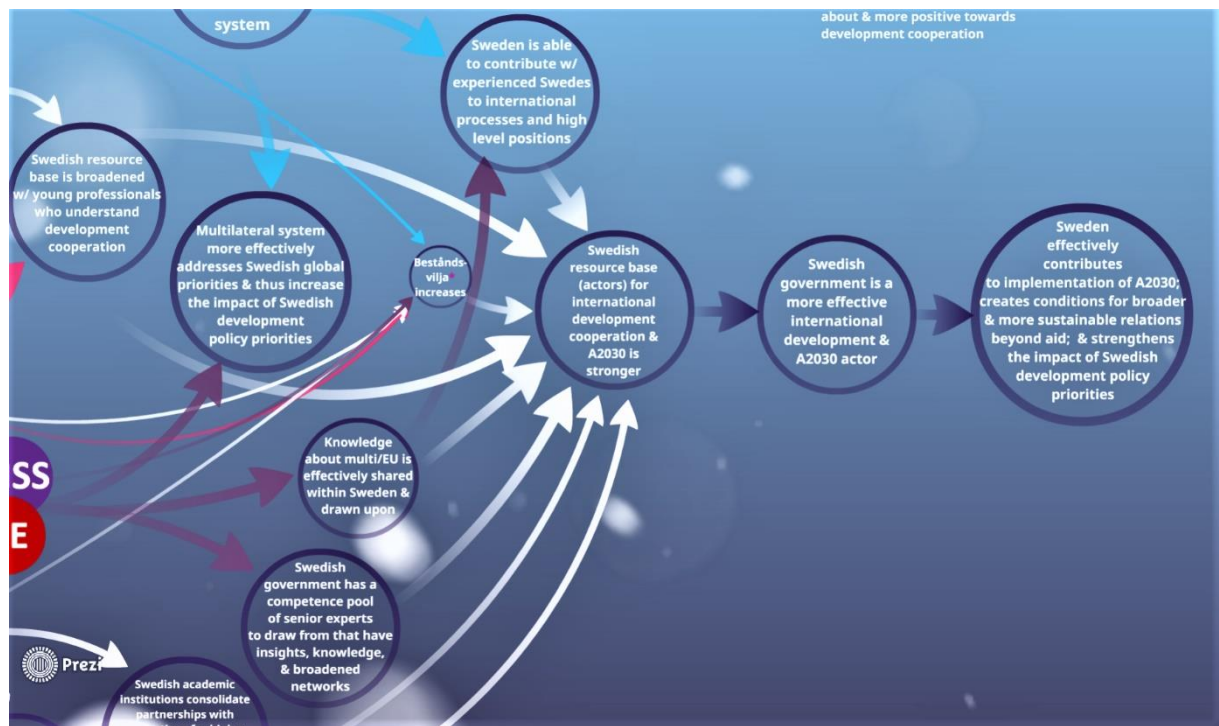


Figure 4: KAPAME Theory of Change – left side closeup



## 1.4 LIMITATIONS AND CHALLENGES

While the evaluation approach of differentiating the data gathering between the 11 programmes corresponded to user needs, it has expectedly resulted in overall data being richer for programmes such as BBE and MSS, and more superficial for programmes such as SARC.

Second, the survey of the Swedish resource base also faced limitations in its design as it restricted its scope to 25 organisations (public, civil society and private) at the core of the Swedish resource base.

Third, the team dedicated more limited resources to the evaluation question concerning the comparison with other bilateral donors. In the initial proposal, NIRAS proposed that analysing how Denmark works to strengthen its resource base could be relevant. During the inception phase, data suggested that Norway had undertaken more innovative work in this area. Review of documentation, interviews and a visit to Norway revealed that Norway believed it had as much to learn from Sweden as vice versa. Likewise, the review of JPO evaluations undertaken by other countries indicated that the opportunity to significantly learn from the efforts of most other countries was rather minimal. Interviews, particularly with multilateral staff, suggested that approaches applied in Germany have been successful in increasing the number of their nationals in the UN. However, the team was also informed that the German investments have been vastly greater. Thus, the team deemed that reallocating limited resources to pursuing comparisons in depth with the German experience may not have resulted in sufficiently useful findings for Sida and would have left less

resources for data collection and analysis in relation to the other evaluation questions.

A key challenge at the start of the evaluation was the disparate expectations and needs of the key intended users of the evaluation. This was addressed by undertaking a scoping study before the inception work began. The team also discovered that the understanding of what the Swedish resource base is, how KA-PAME should be interpreted and how the programmes lead to change varied among the key stakeholders. Considerable time was dedicated, particularly in the initial phase, to understanding these differences.

The evaluation also faced the following challenges in data collection:

- **Locating and accessing documentation:** The team spent considerable time searching for documentation. A challenge for data collection was that the bulk of documents was not easily downloadable from the Sida contribution or archive systems. This hampered the initial ambition to take full advantage of computer-based processing of natural language processing (NLP). Moreover, archiving of the documentation relating to the 11 programmes varied among programmes and from year to year. In some cases, data that included personal information was been deleted to comply with GDPR. Despite identifying over 1000 documents related to these programmes, the team noticed gaps in documentation.
- **Past surveys:** Many of the past surveys were not as useful as hoped, having either insufficient scope, response rate and/or reliability issues. Nevertheless, past evaluations and surveys have provided some valuable information that has supported the team's triangulation process.
- **Survey of the Swedish resource base:** The chosen approach to disseminating the survey – sending a hyperlink to contact persons at 25 target organisations – did not allow the evaluation team to send reminders or obtain the exact number of people that the survey actually reached. The response rate and confidence level could, therefore, not be calculated. In the end, however, people from 14 organisations responded, amounting to nearly 400 respondents, which surpassed initial expectations. The survey does not purport to be definitive, but rather to provide a snapshot, which the team deems it does credibly.
- **Stakeholder access:** The evaluation team was not able to contact certain stakeholders who may have provided additional insight. However, over 100 interviews with a wide range of stakeholders have provided a broad set of perspectives and useful data.
- **Institutional memory:** Memories of events and processes among stakeholders had sometimes faded because of the passage of time and staff turnover. However, triangulation with other interviews and documentation was usually possible and all findings in this report rely on more than one data source.

Overall, the team believes that the quality, breadth, detail and accuracy of the data gathered has been sufficient to ensure reliable and valid analysis and assessment.

# Annex 4: Mapping of the 11 Swedish resource base programmes

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## SUMMARY

### General

- Other countries (Denmark, Netherlands, Germany and France) have comparatively more citizens employed in selected UN organisations than Sweden, in relation to population size and/or financial contribution provided.
- Sweden's relative importance as a large donor is not reflected by a similarly large number of Swedish staff employed in UN organisations.
- The budgets of the resource base programmes have remained steady at approximately 60 percent of the total portfolio disbursement for the three respective strategies. The total resources allocated to the KAPAME strategy portfolio increased significantly in 2018, from SEK 485 million to SEK 682 million.

### The multilateral resource base programmes (UNYV, JPO, SARC/SDP, MSS)

- The JPO, MSS, and UNYV programmes have grown significantly under the current strategy.
- The JPO programme has by far the largest number of participants. Each year approximately 30 new JPOs are recruited.
- The MSS programme is the most senior of the UN resource base programmes, with positions filled at P4 to P5 levels. This is also the costliest programme per participant, even when compared to the EU National Expert programme that carries equivalent seniority.
- MSS are more often posted at headquarters. UNDP and UNFPA has the largest number of MSS placements.

### The EU (JPD and NE) programmes

- Participant numbers have remained steady at a low level.
- Average cost per participant for the JPD programmes is low. The JPD programme is equivalent to paid internships positions. Every other year Sweden finances seven positions, and EEAS and COM finance three positions, hence the low costs per participant.
- National Experts are primarily seconded to the EC Directorate for Development (DG DEVCO). Only a few have gone to Delegations, ECHO, NEAR, and EEAS.

### The Swedish bilateral programme, BBE

- Participant numbers have remained stable during the period 2014 to 2018, at approximately 25 participants per year.
- A shift in focus from placements at embassies to placements predominantly at partner organisations took place around 2016/2017.
- The programme's regional focus is on Africa (>50%).
- 72 percent of BBE positions go to recurring embassy positions, with the embassies in Maputo and Lusaka as top receivers. A large majority (86%) of BBE positions in partner organisations are single occurrence.
- Previously, BBes at embassies were mostly used to assist in operationalising B4D, ICT4D, and Demo/MR programmes at country level. Currently, among active BBE positions, there is greater focus on gender equality,

environment, and climate change – which is in line with the current overarching Swedish priorities for development cooperation.

- BBE programmes cost approximately 30 percent more than the equivalent UN programmes (JPO/SARC/SPD). Costs for BBE placements at embassies are higher than placements at partner organisations.

**The UHR managed programmes (MFS, Praktikant, Linneaus-Palme)**

- The Sida-funded UHR programmes make up approximately 25 percent of the total budget for the resource base programmes.
- In 2016, UHR programmes faced unexpected budget reductions. The Athena and ‘Sidastipendie’ programmes were discontinued and the funds for the MFS, Praktikant and Linneaus-Palme (LP) programmes were reduced by almost 40 percent.
- Thirty-eight tertiary institutions have received funds from the LP and MFS programmes since 2015. The data indicates that large universities have proportionally more MFS grantees. The large universities also have a higher share of approved LP programmes compared to smaller institutions (86% for large universities compared to 70% for small institutions).



# Mapping of the Swedish Resource base and Sida's programmes

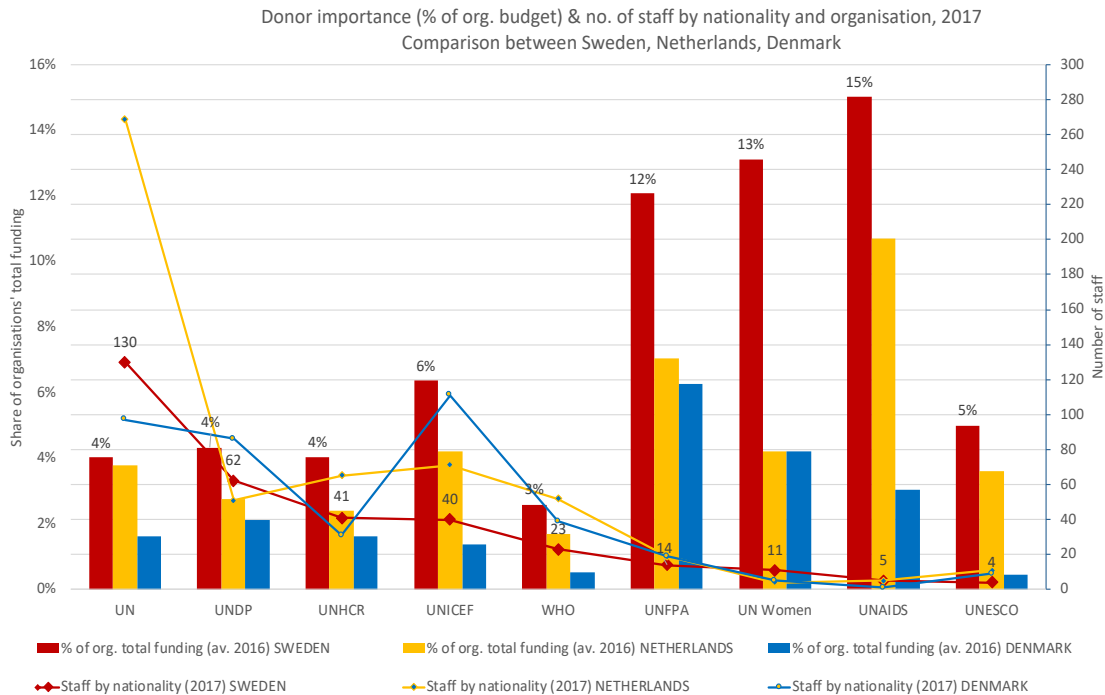
## 1. SWEDISH HUMAN RESOURCES IN THE MULTILATERAL SYSTEM

To illustrate the environment in which the Swedish resource programmes are implemented, we briefly assessed the multilateral context, in terms of human resources and financial statistics, comparing a selection of organisations and donor member states. Being a large donor to a UN organisation does not, in any way, mean the country will secure positions within the organisation for their nationals. Although nationality and gender are given some consideration to ensure overall balance, particularly for management level positions, UN recruitment is essentially merit-based. Nevertheless, in theory, as a large donor it would be relatively easier to gain insight into and thus respond to the human resource needs of the organisation. However, Figure 1, below<sup>5</sup>, shows that for Sweden there is little relationship between its relative importance<sup>5</sup> as a donor for a UN organisation and the **number of Swedish staff employed there**.

---

<sup>5</sup> Donor importance is measured as the size of the donor's share of the organisation's total budget.

**Figure 1: Donor importance (% of organisational budget) and number of staff by nationality and organisation, 2017**



Sweden is the second largest donor to UNAIDS (funding 15 percent of the overall budget in 2017), and is the largest donor to UN Women (providing 13 percent of the overall budget), but the number of Swedes working in these organisations are relatively few. Also, the levels of Swedish staff in UNFPA would be expected to be higher given Sweden's importance as a donor. Figure 1, above, shows the organisations that have the highest numbers of Swedish staff are the UN Secretariat, UNDP and UNHCR.

The data suggests that **other countries<sup>6</sup> have comparatively more staff in selected UN organisations than Sweden**, in relation to population size and/or financial contribution provided. There could be several reasons for these differences, such as the assertiveness of a country's resource base strategies, political priorities, the particular suitability of academic degrees offered in the country, labour market issues, or the location of a UN headquarters within its borders (e.g. UNICEF in Copenhagen and UNESCO in Paris). Data from UNESCO illustrates this well:

- Sweden contributes 4.99 percent to the budget; 4 employees are Swedish.
- Germany contributes 4.89 percent; 47 employees are German.

<sup>6</sup> All of the countries in the table have relatively small-sized populations and are politically like-minded to some extent.



- France contributes 4.04 percent 351 employees are French.

Sweden was the tenth largest donor to the UN system between 2014 and 2016 in aggregate terms, and the second biggest donor per capita. Yet Sweden has a comparatively small share of nationals working in the system, as shown in Table 1.

**Table 1: Per capita contribution to the entire UN System and number of nationals employed by the UN System**

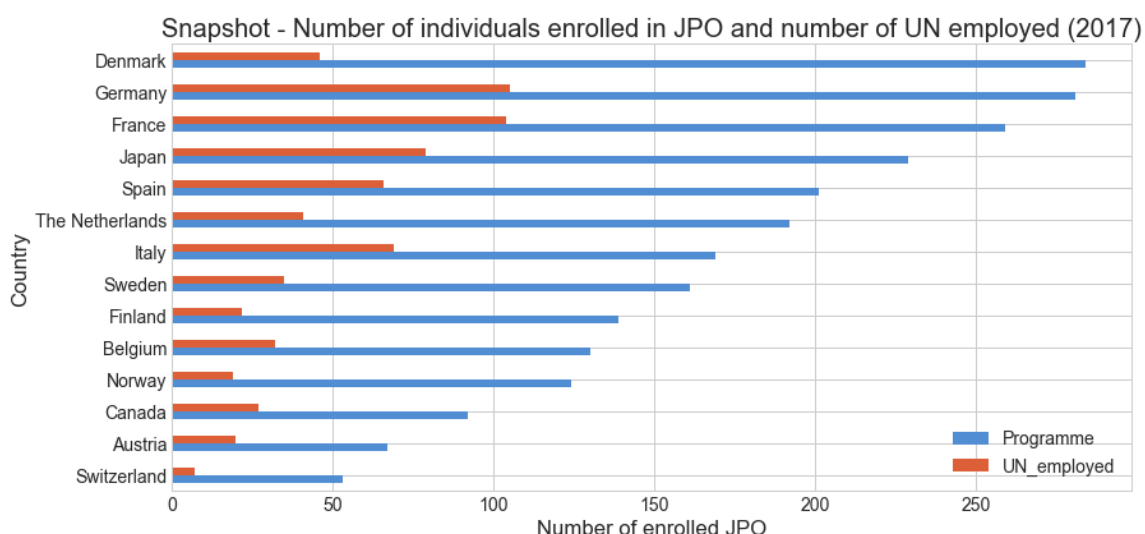
| Country     | Rank per capita donor to UN system <sup>7</sup> | No. of nationals employed in the UN system |
|-------------|-------------------------------------------------|--------------------------------------------|
| Sweden      | 2                                               | 451                                        |
| Denmark     | 3                                               | 516                                        |
| Netherlands | 7                                               | 778                                        |
| Germany     | 13                                              | 1642                                       |
| France      | 17                                              | 4332                                       |

There are some indications that UN agencies are making an effort to improve representativity of nationalities. For instance, in April 2019, members of UNESCO's board requested the Director-General to take further measures to ensure equitable geographical representation at all levels, by giving priority to qualified candidates from non-represented and under-represented countries.

The UN JPO Service Center, in Copenhagen, drafted an alumni list of more than 2800 people enrolled in the JPO programme until 2017. The list indicated name, nationality, year of enrolment, and current employer (2017). This data shows that Germany and France have the largest share of former JPOs in UN agencies. In terms of total number of JPO deployments, Sweden ranked in the midrange in 2017. In the same year, it ranked in the lower range in terms of the number of former JPOs retaining employment in the UN system. Data for countries with more than 50 JPO deployments are illustrated in the Figure 2, below.

---

<sup>7</sup> *Who funds which multilateral organizations?* John W. McArthur and Krista Rasmussen, the Brookings Institution, GLOBALVIEWS no. 8 December 2017, Based on Avg. per capita direct annual contributions to 53 multilaterals, by funder, 2014-16 estimated (USD).

**Figure 2: Number of individuals enrolled in JPO and number of UN employed**

## 2. THE SWEDISH RESOURCE BASE PROGRAMMES

The table at the end of this section provides basic details of the resource base programmes that are included in this evaluation.

Figure 3<sup>8</sup> provides an overview of the participation in the Swedish resource base programmes between 2014 and 2018. **National Experts** (NE) gradually increased from four to nine participants per year between 2014 and 2018. The EU **Junior Professional in Delegation** (JPD) programme resumed in 2014, after a short break during which the programme transitioned from the previous JED (Junior Expert to Delegation) programme. The current JPD is shaped more as a trainee programme than the JED. The number of **BBE participants** has remained stable at an average around 25 annually.<sup>9</sup>

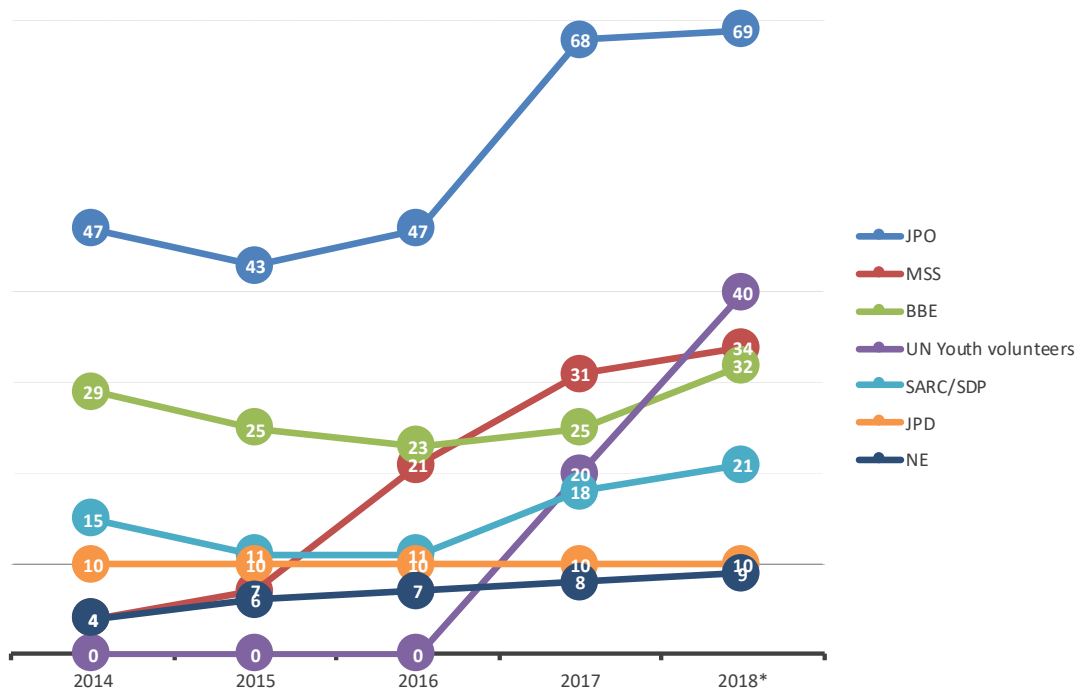
Among the **multilateral resource base programmes** (UNYV, JPO, SARC, SDP and secondments), the JPO programme has increased significantly in this period. The JPO programme is one of the longest running programmes, and Swedish engagement dates to the 1960s. On average, Sweden recruits 30 new JPOs each year. In 2017, Sida sent out a survey to all Swedish UN staff to map the pathways to a UN career and inquire how Sweden can attract more Swedish nationals to join the UN. The survey showed that one in five of the Swedish UN staff had previously been JPOs and that the JPO programme continues to be perceived as an important vehicle to get more Swedes into the UN system.

<sup>8</sup> Strategirapport 2017 för Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017. For 2018 estimates from the BISl analytical reports

<sup>9</sup> In 2016 there was a temporary decrease (only 5 new recruitments were made) due to a reduction in the appropriation from the government.

The SARC/SDP programmes have remained relatively stable, averaging around 15 participants per year. In terms of the number of secondments (MSS) there has been a large increase, from four to over 30 in the four-year period. Swedish participation in the UNYV programme began in 2017. The first group of UNYVs will be in the final stages, or have completed their posting, during the course of this evaluation. Each cohort of UNYV consists of 20 persons.

**Figure 3: The number of participants per resource base programmes managed by Sida 2014-2018**



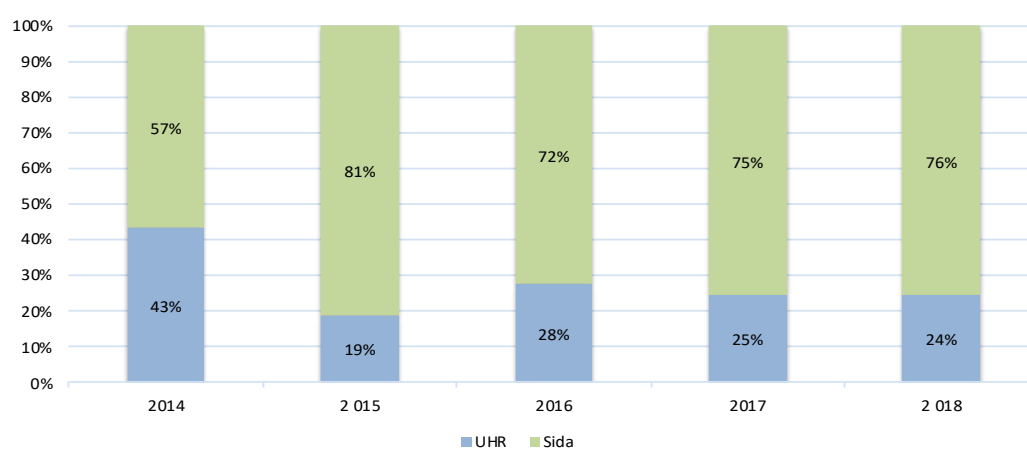
**UHR programmes'** participant data shows that in total, 38 higher-level educational institutions have received funds under the LP and MFS programmes since 2015. The LP programme has granted support to more than 3000 participants, the MFS programme had roughly 2500 grantees, and Praktikprogrammet (managed by UHR) had roughly 600 participants in the same period of time.<sup>11</sup>

Predictably, the total programme expenditure shows the same trend as the number of participants, with significant increases within the multilateral programmes and reductions within the UHR managed programmes, as shown in Table 2, below.

**Table 2 Total expenditure per programme, 2014-2018<sup>10</sup>**

|          | 2014               | 2 015              | 2016               | 2017               | 2 018              |
|----------|--------------------|--------------------|--------------------|--------------------|--------------------|
| JPO      | 49 233 373         | 44 872 298         | 63 200 000         | 69 000 000         | 89 800 000         |
| UHR      | 109 800 000        | 91 300 000         | 52 000 000         | 73 000 000         | 78 118 000         |
| MSS      | 21 100 000         | 29 800 000         | 48 300 000         | 55 500 000         | 66 702 000         |
| BBE      | 50 919 652         | 45 743 480         | 36 000 000         | 37 100 000         | 45 339 000         |
| UNYV     |                    |                    |                    | 15 500 000         | 35 101 000         |
| SARC/SPD | 10 757 269         | 12 995 342         | 19 100 000         | 19 500 000         | 35 700 000         |
| NE       | 7 304 220          | 8 534 443          | 8 200 000          | 8 700 000          | 13 408 000         |
| JPD      | 3 362 385          | 2 296 019          | 1 800 000          | 3 200 000          | 3 199 000          |
| Total    | <b>252 476 899</b> | <b>235 541 582</b> | <b>228 600 000</b> | <b>281 500 000</b> | <b>367 367 000</b> |

Figure 4, below, illustrates that the proportion of programme resources managed respectively by UHR and Sida has shifted since 2016, from a 60/40 to a 75/25 ratio of total volume for the 11 programmes. This follows reductions in the UHR programme budgets in 2015/2016, as shown in the table below. The overall reduction in funding to UHR seems to have largely been reallocated to other resource base programmes within Sida (see table 2, above).

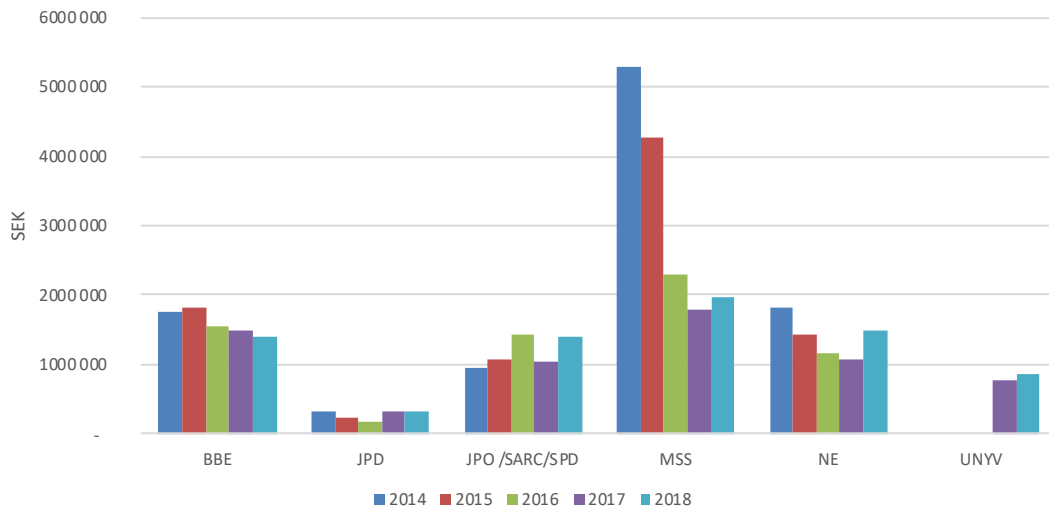
**Figure 4: Proportion of total programme budget UHR & Sida, 2014-2018****Table 3: Sida allocations to UHR for MFS, Praktikant and Linneaus-Palme programmes, 2011-2018, SEK 1000**

|                | 2011   | 2012   | 2013   | 2014   | 2015   | 2016   | 2017   | 2018   | 2019   |
|----------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|
| MFS            | 22 500 | 21 000 | 21 000 | 24 000 | 24 000 | 14 817 | 18 000 | 24 000 | 21 400 |
| Praktikant     | 14 176 | 23 000 | 15 000 | 16 000 | 16 000 | 10 986 | 12 200 | 15 350 | 14 000 |
| Linneaus-Palme | 42 324 | 41 000 | 42 000 | 42 000 | 40 500 | 22 586 | 25 000 | 32 000 | 28 500 |

<sup>10</sup> Source: Data on expenditure (planned and actual) obtained from Sida and SPF (for UHR programmes), August 2019 .

Figure 5, below, provides an overview of the average cost per participant for each resource base programme. However, we are cautious to draw immediate conclusions about the cost effectiveness of the programmes given their different size, nature, and levels of seniority of the participants.

**Figure 5: Average cost per participant per programme, 2014-2017**



It is, nevertheless, noteworthy that the average cost per participant for the BBE, JPO, SARC, and SPD programmes, which target a comparable group of participants (i.e., early/mid-level professionals), differs significantly, with the BBE programmes costing approximately 30 percent more than the equivalent UN programmes. In general, Sida estimates the costs for a BBE placed at an embassy to be at SEK 2,5 million per person per year. When a BBE is placed at a partner organisation the cost is around SEK 1,3 million. The slightly higher costs per BBE participant in 2014 and 2015 reflects that there were more embassy placements in those years, which pushed up the averages.

The average cost per participant for the JPD programmes is also comparatively low (estimated at SEK 300,000 per participant per year) in relation to other programmes, including the UNYV programme. The JPD programme is equivalent to a paid internship position, with a low remuneration level of EUR 1,300 per month, plus basic allowances. Sweden finances seven positions, and EEAS and COM finance three positions – hence the low costs per participant. In total, 10 participants from Sweden are recruited.

The MSS programme is the most senior of the resource base programmes, with positions filled at P4 to P5 levels. This is also the most costly programme per participant, even compared to the EU National Expert programme that carries equivalent seniority. In general, Sida estimates that the secondments to the UN and World Bank Group organisations cost, in total, between SEK 2,5 million to SEK 3,5 million annually. In Figure 5, the first two years of the MSS programme show much higher costs per participant. The reason for this deviation is that in these years disbursements to the

organisations were made upfront for two years. In combination with low participant numbers in 2014 and 2015, this increased the average per participant costs. The cost per participant has since levelled out as the programme has developed.

**Table 4: Overview of Swedish resource base programmes**

| Manager      | Programme | Objective                                                                                                                                                                                                                                                                                                                        | Level           | Start       | Disbursed 2018 MSEK | Target group                                                                                                                |
|--------------|-----------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-------------|---------------------|-----------------------------------------------------------------------------------------------------------------------------|
| Sida /CAPDEV | UNYV      | Increase engagement in volunteerism among people under 30, and to increase recruitment pool for JPO programme                                                                                                                                                                                                                    | Entry           | 2017        | 35,1                | Young professionals aged 18-28, with limited or no work experience, wishing to pursue a career in international cooperation |
|              | JPO       | Increase the number of Swedes in the multilateral system, as well as to increase knowledge and experience from the UN in Sweden                                                                                                                                                                                                  | P2              | Since 1960s | 90,2                | Young professionals below the age of 33, with at least two years' professional experience                                   |
|              | SARC      | Enhance the capacity of coordination of the Office of the Resident Coordinator and strengthening the coherence of the UN System at country level                                                                                                                                                                                 | P3              | 2005        | 31,6                | young professionals below the age of 39 with more than five years relevant professional experience                          |
|              | SDP       | Support UNDP country offices in the Agenda 2030 implementation.                                                                                                                                                                                                                                                                  | P3              |             | 4,9                 | Similar to SARC, currently tied to UNDP                                                                                     |
|              | BAE/BBE   | Broaden and strengthen the Swedish resource base, as well as to bring back the knowledge to actors within Swedish development cooperation                                                                                                                                                                                        | Early/mid-level | 1985        | 45,4                | BAE:s are young professionals under the age of 33, with maximum two years of relevant work experience.                      |
|              | JPD       | Enable young people to gain a first-hand experience in the work of Delegations and an in-depth understanding of their role in the implementation of EU external policies. Can apply for two years' service at an EU delegation, either EEAS (for political and press functions) or EC (for aid management, economic issues etc.) | Entry           | 2014        | 3,2                 | Young professionals with maximum four years' experience                                                                     |
| Sida/ MULTI  | NE (EU)   | Contribute to development cooperation and development policy within the EU, to bring back knowledge and experience from EU institutions to Sida and the MFA and to increase the impact of                                                                                                                                        | Senior levels   | 2014        | 13,4                | Senior Sida/MFA staff. Assigned to prioritized EU institutions (DG DEVCO, DG NEAR, DG ECHO and EEAS) - 2-4 years            |

|     |                       |                                                                                                                                                                                                                                                                           |                                               |          |      |                                                                                                                                             |
|-----|-----------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------|----------|------|---------------------------------------------------------------------------------------------------------------------------------------------|
|     |                       | Swedish development policy priorities.                                                                                                                                                                                                                                    |                                               |          |      |                                                                                                                                             |
|     | MSS (UN)              | Increase knowledge and experience from the multi-lateral system; increase the impact of Swedish development policy priorities as well as provide strategic support to partner organizations, as well as to provide further career opportunities to Sida/government staff. | P4-D1                                         | 2014     | 66,7 | Senior Sida/government staff                                                                                                                |
| UHR | MFS                   | Facilitate international experience and a broader understanding of development issues and Agenda 2030, for young people who may later contribute to the resource base.                                                                                                    | Academic qualification                        | 50 years | 19,4 | Swedish university undergraduate students who may apply for a scholarship to travel to and gather material in a LMIC for their BA/MA thesis |
|     | Linnaeus-Palme        | Promote and consolidate partnerships between institutions for higher learning (HEI); deepen the understanding of development issues and policies among participants.                                                                                                      | Academic qualification                        |          | 28,9 | Students and teachers at university level from Sweden and from LMICs                                                                        |
|     | Praktikant-programmet | Increase the trainee's understanding of development issues as well as their international experience and inter-cultural competence.                                                                                                                                       | Entry (stepping-stone between study and work) |          | 13,3 | Swedish frame organisations (CSOs) can offer an internship to a Swedish person aged 20-30.                                                  |

### 3. MAPPING OF PROGRAMMES

The programmes that the evaluation team have been asked to focus its data collection on (MSS and BBE) are discussed in more detail in the following sections.

#### 3.1 BBE

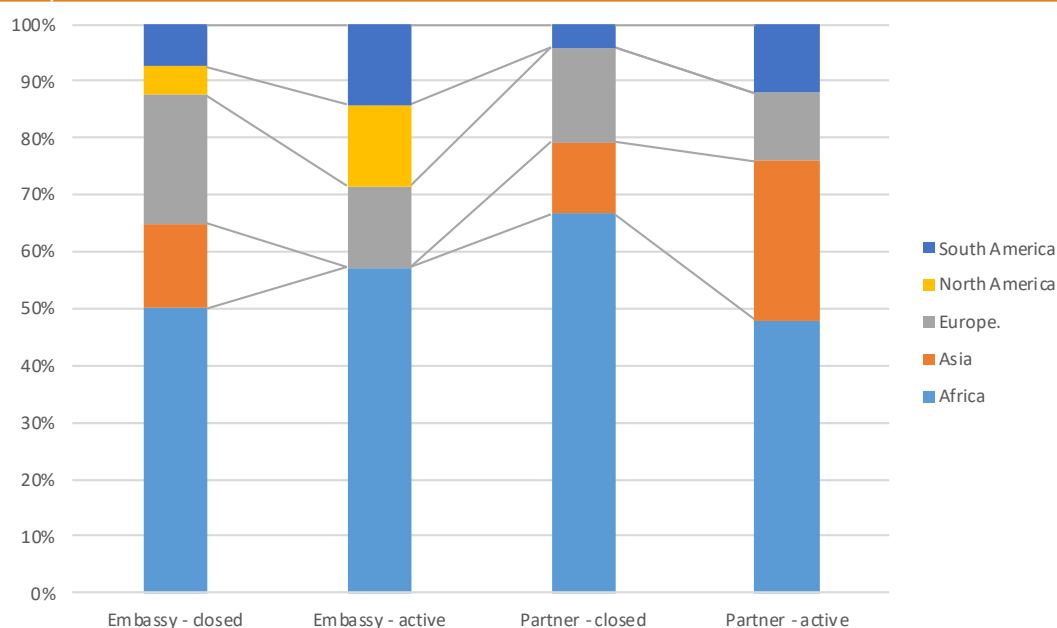
A total of **102 BBE placements** have been supported by Sida over the period that this evaluation covers. Seventy of these have been completed and 32 are currently active. No new recruitments have been conducted since December 2018, following a decision by Sida to freeze the programme until the full review of the resource base development programmes has been completed.<sup>11</sup> Approximately equal numbers of BBEs have been placed at embassies (47) and at partner organisations (49). Partner organisations include international and local CSOs, international organisations, and government authorities in partner countries.

<sup>11</sup> One recruitment was conducted in 2019, but this was a decision carried over from 2018.

**Table 5: BBEs by region**

| Region        | Embassy | Partner | Consultancy | Blank | Grand Total |
|---------------|---------|---------|-------------|-------|-------------|
| Africa        | 24      | 28      | 3           | 2     | 57          |
| Asia          | 6       | 10      |             | 1     | 17          |
| Europe        | 10      | 7       |             |       | 17          |
| North America | 3       |         |             |       | 3           |
| South America | 4       | 4       |             |       | 8           |
| Grand Total   | 47      | 49      | 3           | 3     | 102         |

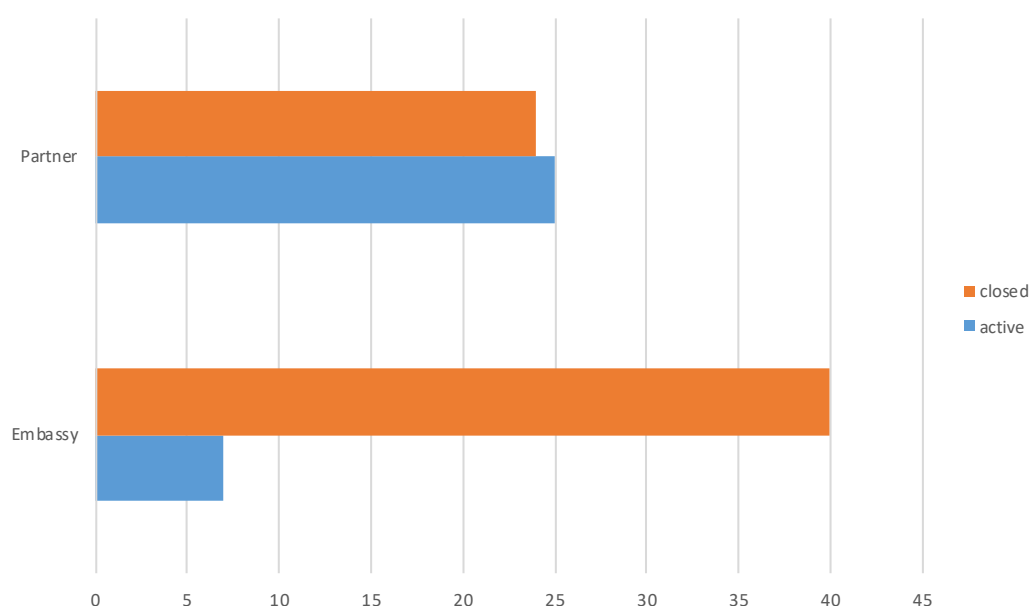
The figure below illustrates that, overall, there is a regional focus on Africa, although the proportion of the total number of BBEs placed at partner organisations in Africa has decreased, somewhat, in recent years. With the overall reduction in the number of BBEs placed at embassies, there is now fewer placements in Europe. Currently, there is an increase of placements in Asia-based partner organisations.

**Figure 5: Regional focus of BBE placements (% of totals by type and status)**

There has been a significant shift over time from BBEs being placed at embassies to BBEs placed at partner organisations (CSOs, ministries, etc.).<sup>12</sup> The figure below illustrates the proportions between the active and closed contributions and shows this shift.

<sup>12</sup> Sida offers all BBEs placed at partner organisations the option to change to an embassy or other organisation for their third and final year. Most choose to change both location and type of organisation.



**Figure 6: Number of BBE placements by type of recipient organisation and contribution status (active/closed)**

In terms of repeat placements (when recipient organisations have received a BBE on more than one occasion), **72% of BBEs are placed at recurring embassy positions**, with the embassies in Maputo and Lusaka topping the list. Meanwhile, **almost all partner organisation BBE positions are single occurrence (86%)**.<sup>13</sup>

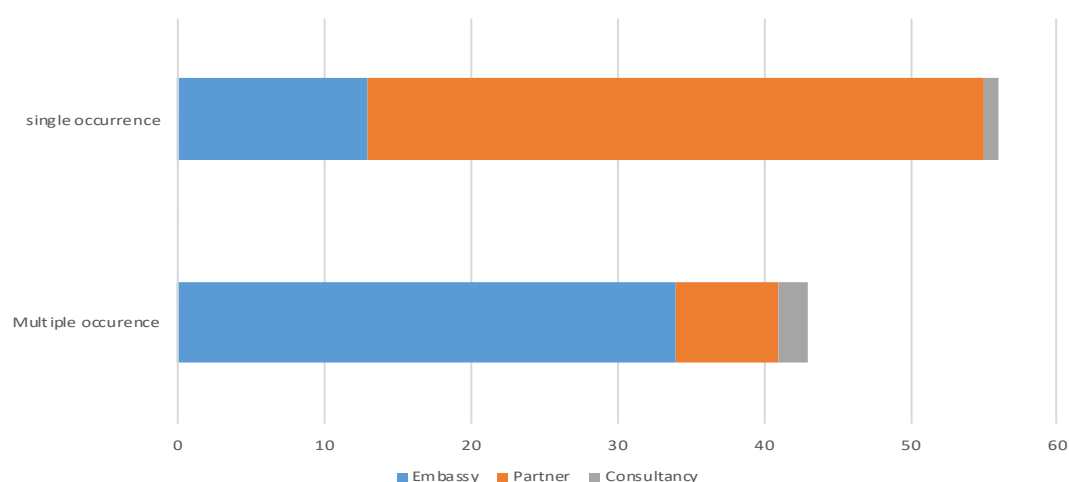
**Table 6: Recipient organisations with multiple or single BBE placements**

| Recipient organisation   | Embassy | Partner | Consul-tancy | Grand Total | Of which ac-tive | Of which closed |
|--------------------------|---------|---------|--------------|-------------|------------------|-----------------|
| <b>AMB Lusaka</b>        | 6       |         |              | <b>6</b>    | <b>1</b>         | <b>5</b>        |
| <b>AMB Maputo</b>        | 6       |         |              | <b>6</b>    | <b>2</b>         | <b>4</b>        |
| <b>AMB Nairobi</b>       | 3       |         |              | <b>3</b>    | <b>0</b>         | <b>3</b>        |
| <b>UN Representation</b> | 3       |         |              | <b>3</b>    | <b>1</b>         | <b>2</b>        |
| <b>OECD DAC</b>          |         | 3       |              | <b>3</b>    | <b>1</b>         | <b>2</b>        |
| <b>AMB Ankara</b>        | 3       |         |              | <b>3</b>    | <b>1</b>         | <b>2</b>        |
| <b>AMB Chisinau</b>      | 3       |         |              | <b>3</b>    | <b>0</b>         | <b>3</b>        |
| <b>AMB Addis</b>         | 2       |         |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>AMB Dar Es Salaam</b> | 2       |         |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>Restless dev</b>      |         | 2       |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>SEI</b>               |         | 2       |              | <b>2</b>    | <b>2</b>         | <b>0</b>        |
| <b>We effect</b>         |         |         | 2            | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>AMB Bangkok</b>       | 2       |         |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>AMB Bogota</b>        | 2       |         |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |
| <b>AMB Tbilisi</b>       | 2       |         |              | <b>2</b>    | <b>0</b>         | <b>2</b>        |

<sup>13</sup> Sida notes that one reason partner placements have not reoccurred may, in part, be due to the shift in policy to place more BBEs at partner organisations not being in place long enough for multiple placements.

|                          |    |    |   |     |    |    |
|--------------------------|----|----|---|-----|----|----|
| <i>single occurrence</i> | 13 | 42 | 1 | 59  | 24 | 35 |
| Grand Total              | 47 | 49 | 3 | 102 | 32 | 70 |

**Figure 7: Multiple or single BBE placements by type of recipient organisations**



In terms of thematic areas, the tables below show that, **previously, BBEs at embassies were mostly taken on to operationalise B4D, ICT4D and Demo/MR programmes at country-level.** The high numbers of B4D and ICT4D placements reflects a conscious effort by Sida in 2012 to prioritise these areas. Current BBEs placed at embassies cover a range of Swedish priority areas, including: democratic governance and human rights; peace and security; women; peace and security; environment and climate change; SRHR; and multilateral cooperation.

BBEs placed at partner organisations have covered a range of thematic areas in the past, but no particular area of focus can be discerned from the data. **However, among the active BBE positions, there is currently a stronger thematic focus on positions involving gender equality, environment, and climate change,<sup>14</sup> which aligns with the current overarching Swedish priorities for development cooperation.**

<sup>14</sup> Since 2017 Sida has made a conscious effort to increase the numbers of BBEs in the areas of environment and climate change.

**Table 7: BBE placements by type of organisation, thematic area and status**

| Active                       | AMB      | ORG       | Grand Total | Closed                 | ?        | AMB       | KON      | ORG       | Grand Total |
|------------------------------|----------|-----------|-------------|------------------------|----------|-----------|----------|-----------|-------------|
| Antikorrupption              |          | 2         | 2           | Agriculture            |          | 1         |          |           | 1           |
| Bredare relationer/handel    | 1        |           | 1           | Antikorrupption        |          |           |          | 3         | 3           |
| Demo/MR                      |          | 1         | 1           | B4D                    | 1        | 15        |          | 2         | 18          |
| DEMO/MR, fred & säkerhet     | 1        |           | 1           | CSR                    |          | 1         |          |           | 1           |
| Fred och säkerhet            |          | 1         | 1           | Demo/MR                |          | 10        |          | 2         | 12          |
| Gender                       |          | 5         | 5           | Ekotillväxt            |          |           |          | 2         | 2           |
| Hållbar utveckling av städer |          | 2         | 2           | Fred och säkerhet      | 2        | 1         |          | 1         | 4           |
| Jordbruk/Energi/WASH/ICT     |          | 1         | 1           | Gender                 |          |           |          | 3         | 3           |
| Jordbruk/marknadsutveckling  |          | 1         | 1           | HIV/AIDS               |          | 1         |          | 1         | 2           |
| Konflikt/HUM/gender          |          | 1         | 1           | ICT4D                  |          | 3         |          | 3         | 6           |
| Kvinnor/fred/säkerhet        | 1        | 2         | 3           | Innovation             |          | 2         |          |           | 2           |
| Miljö/klimat                 | 2        | 7         | 9           | Klimat/Miljö           |          | 1         |          |           | 1           |
| Multi/Bi                     | 1        |           | 1           | Kunskap/hälsa          |          |           |          | 1         | 1           |
| SRHR                         | 1        | 2         | 3           | Miljö                  |          |           | 3        | 4         | 7           |
| <b>Grand Total</b>           | <b>7</b> | <b>25</b> | <b>32</b>   | MR                     |          | 1         |          |           | 1           |
|                              |          |           |             | Multi/Bi               |          | 2         |          |           | 2           |
|                              |          |           |             | Privatsektorutveckling |          | 1         |          | 1         | 2           |
|                              |          |           |             | Rural Development      |          | 1         |          |           | 1           |
|                              |          |           |             | Sysselsättning/ungdom  |          |           |          | 1         | 1           |
|                              |          |           |             | <b>Grand Total</b>     | <b>3</b> | <b>40</b> | <b>3</b> | <b>24</b> | <b>70</b>   |

### 3.2 MSS programme

This programme fills a dual purpose: strengthening the multilateral knowledge and capacity of Swedish civil servants (from both the Government Offices and public agencies); and influencing and contributing to change processes of multilateral organisations in line with Swedish priorities and areas where Sweden has specific expertise.

Sida aims to provide 13 to 15 secondees each year to the UN system and multilateral development banks, with a maximum of 30 to 35 secondment contracts running simultaneously.

To successfully match secondment positions with candidates, Sida considers both the *demand for the position by the organisation* and assesses the *recruitability* of the position, i.e., if there is a sufficient number of persons within Sida, relevant Swedish agencies and the Government Offices who could, potentially, apply for the position. .

The distribution of secondments is based on an overall assessment<sup>15</sup> of:

- Swedish priorities for each multilateral organisation
- Size of development cooperation with the organisation
- The organisation's importance as an actor in the global, regional and/or national arena and the volume of Sweden's support
- The opportunities and regulations of the multilateral organisation
- Swedish thematic priorities
- Balance between headquarters, regional and national placements

<sup>15</sup> Sida ppt, MSS hemkomstseminarium, 2019-09-26

- The expressed needs of the organisation
- In addition, 10 percent of the placements should be for administrative positions such as human resources, finance, controller functions, evaluation and results based management positions.

Sida's guidelines for MSS recruitments ('målbild')<sup>16</sup> details a prioritised list of multi-lateral organisations and includes an estimated target number for secondments.<sup>19</sup> For example, currently organisations are prioritised as follows:

- Group 1: 6-7 secondments per year (for the full group): WB, UNDP, UNICEF
- Group 2: 5-6 secondments per year (for the full group): FAO, ILO, IOM, UNFPA,
- UNHCR, WFP, WHO, UNWOMEN
- Group 3: 2-3 secondments per year (for the full group): EBRD, GAVI, GEF, GFATM, IFAD, OECD/DAC, UNAIDS, UNCDF, UNESCO, UNODC, UNOPS, UNCTAD, GCF

The MSS programme has been operational since 2014. In the first two years of the programme the numbers of seconded staff were low. As seen in Figure 3, above, **the number of seconded staff has more than tripled between 2015 and 2018.** The number of secondments by organisation is provided in the table below, with **UNDP and UNFPA topping the list.** Sweden is also one of the largest donors to both agencies. Despite the relative importance of Sweden as a donor to these organisations, the number of Swedish staff employed is small. (See Figure 1 above)

**Table 8: Swedish multilateral secondments**

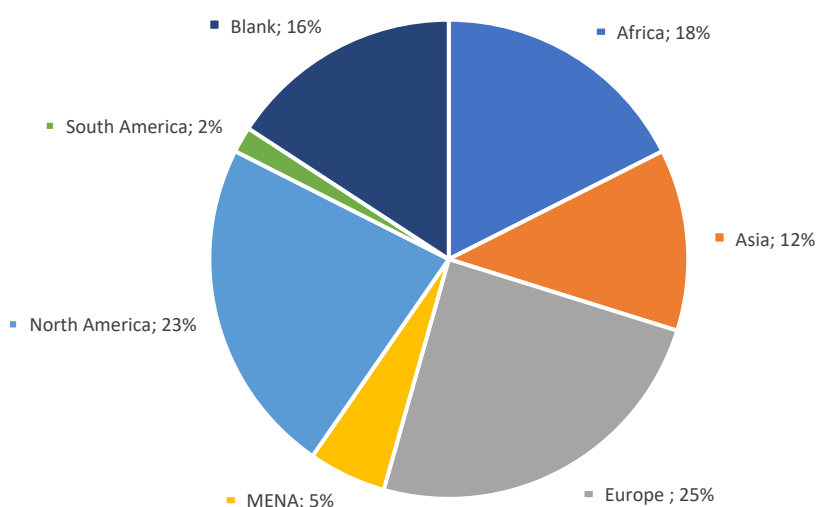
| Organisation | No. seconded |
|--------------|--------------|
| UNDP         | 9            |
| UNFPA        | 9            |
| UNDP/RCO     | 5            |
| ILO          | 4            |
| UNHCR        | 4            |
| UNICEF       | 4            |
| World Bank   | 4            |
| FAO          | 3            |
| UN Women     | 3            |
| OECD         | 2            |
| UNESCO       | 2            |
| WHO          | 2            |
| EBRD         | 1            |
| FAO/UN-Redd  | 1            |

<sup>16</sup> Sida, PM, Reviderad målbild för sekonderingar på mellan och senior nivå 2019-

20 <sup>19</sup> These priorities are revisited yearly and can be changed as needed.

|                    |    |
|--------------------|----|
| Green Climate Fund | 1  |
| IFAD               | 1  |
| IOM                | 1  |
| UNCDF              | 1  |
| Grand Total        | 57 |

Regional distribution of seconded staff 2014-2018



In terms of **regional distribution**, staff are frequently seconded to headquarter posts, which are located mostly in Europe and North America. This is a result of Sida's priority to place secondees in P5 positions that work with administrative or normative issues at headquarters, where it is deemed that they can have the greatest strategic impact/influence.

The **thematic distribution** is wide. A small number of positions have been in human resources and finance, but the majority have consisted of technical positions across a wide range of areas, including land tenure, forestry, gender equality, SRHR, aid effectiveness, humanitarian assistance, financial instruments for development and more.

### 3.4 UHR programmes (Linnaeus-Palme, MFS and Praktikprogrammet)

In total, **38 schools and universities have applied for funds under the LP and MFS programmes** since 2015. The LP programme has granted support to more than 3000 participants, the MFS programme has supported roughly 2500 grantees and

Sida's Praktikprogram (managed by UHR) supported roughly 600 grantees in the same period of time.<sup>17</sup>

The table below provides data on LP and MFS for 2018-2019. In total, 19 universities received funds from the two programmes. The universities have been organised into categories based on size (in relation to number of students). The total amount of funds is, relatively, evenly distributed among three categories: large universities (34% of total funds for both programmes); medium-sized universities (27%); and small universities (38%). The data also shows that the **large universities have more MFS grantees per university**; and suggests that the **large universities have a higher share of approved LP programme applications** compared to the other two categories (86% for large universities to be compared with 70% for smaller universities.)

**Table 9. The Swedish universities and recipients of funds for Linnaeus-Palme and Minor Field Study 2018-2019**

| Swedish universities and recipients of funds from UHR (MFS & LP 2018-2019) |                        |                                 |                                                  |                                     |                                  |  |
|----------------------------------------------------------------------------|------------------------|---------------------------------|--------------------------------------------------|-------------------------------------|----------------------------------|--|
|                                                                            | Number of universities | Number of LP applications 18/19 | Number of LP rejections of LP applications 18/19 | Share of approved LP programs 18/19 | Number for MFS 18                |  |
| Large university                                                           | 4                      | 44                              | 6                                                | 86%                                 | 210                              |  |
| Medium university                                                          | 5                      | 40                              | 7                                                | 83%                                 | 143                              |  |
| Small university                                                           | 10                     | 64                              | 19                                               | 70%                                 | 160                              |  |
|                                                                            | Total funds LP 18/19   | Approved funds MFS 18           | Total funds                                      | Share of total funds                | Share of total funds per student |  |
| Large university                                                           | 11 197 500 SEK         | 6 300 000 SEK                   | 17 497 500 SEK                                   | 34%                                 | 156 SEK                          |  |
| Medium university                                                          | 9 573 000 SEK          | 4 290 000 SEK                   | 13 863 000 SEK                                   | 27%                                 | 200 SEK                          |  |
| Small university                                                           | 14 809 800 SEK         | 4 800 000 SEK                   | 19 609 800 SEK                                   | 38%                                 | 319 SEK                          |  |

### 3.5 Basic data for JPO, SARC, SDP and NE <sup>18</sup>

The section below provides an overview of some basic information relating to the JPO, SARC, SDP, and NE programmes.

In total Sida funded approximately 140 JPOs between 2014 and 2018. The largest recipients of Swedish JPOs are UNICEF, UNDP, and UNFPA – which aligns with overall Swedish priorities for multilateral development cooperation.

<sup>17</sup> Resultatorienterad rapport för UHR:s Sida-finansierade program 2016-2018.

<sup>18</sup> For the JPD and UNYV programmes, these are documented through group decisions (10 JPD positions per decision and 10-20 per UNYV decision) therefore details on, for example, geographic distribution of the participants is not easily extracted from the data files on contributions in BISI.

Table 10: JPO distribution by recipient organisation

| Agency           | JPOs |
|------------------|------|
| UNICEF           | 20   |
| UNDP             | 18   |
| UNFPA            | 12   |
| World Bank Group | 10   |
| UN Secretariat   | 9    |
| UN Women         | 9    |
| WHO              | 7    |
| OCHA             | 6    |
| UNEP             | 6    |
| UNHCR            | 6    |
| WFP              | 5    |
| ILO              | 4    |
| OHCHR            | 4    |
| UNAIDS           | 4    |
| FAO              | 3    |
| Other (<3)       | 17   |

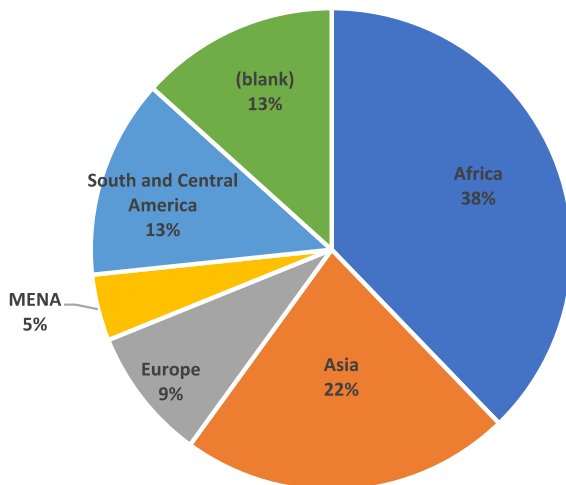
  

|                   |   |
|-------------------|---|
| IOM               | 2 |
| UNOPS             | 2 |
| DPKO              | 1 |
| IFAD              | 1 |
| IUCN              | 1 |
| UN Democracy Fund | 1 |
| UN HABITAT        | 1 |
| UN-Water          | 1 |
| UNCDF             | 1 |
| UNESCO            | 1 |
| UNHABITAT         | 1 |
| UNRWA             | 1 |
| UNWRA             | 1 |
| WBG/GEF           | 1 |
| WBG/UNHCR         | 1 |

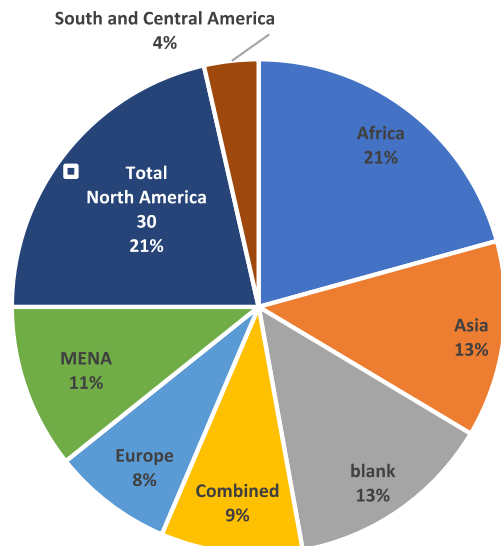
In terms of geographic distribution, JPOs are predominantly deployed to field offices in Africa and Asia. Less than 10 percent were combination placements, in which the JPO was posted both in a country office and later in a headquarters office.

Figure 10: regional distributions of JPO, SARC and SDP 2014-2018

Regional distribution of SARC &amp; SDP 2014-2018



Regional distribution of JPOs 2014-2018



Approximately 45 and 5 participants have been recruited to **SARC and SDP** positions, respectively, during the period 2014 to 2018. Of these, 60 percent have been placed in Africa and Asia. Given the nature of the SARC and SDP programmes, no one was placed at headquarters. This differs from JPOs where over 20 percent were placed at headquarters.

Between 2014 and 2018, Sida seconded 19 positions to the EU as part of the **EU National Expert Programme**. Of these, the largest number of secondment was to the European Commission Directorate General for International Cooperation and Development (DEVCO), with 12 placements; followed by 4 placements in EU delegations (Ukraine, Myanmar, Colombia and Tanzania); and one each in DGs ECHO, NEAR, and EEAS. In terms of thematic areas, the data does not indicate any specific trends, rather, this is very dispersed.

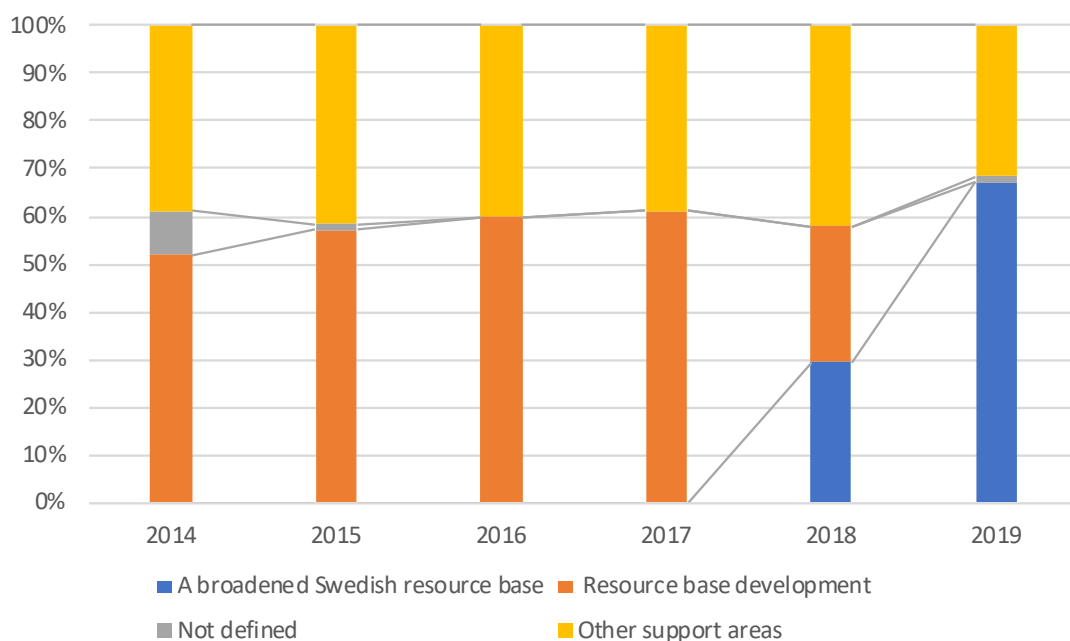
## 4. THE STRATEGIES GOVERNING THE RESOURCE BASE PROGRAMMES

Three strategies, covering three time spans, constitute the governing policy framework for the evaluation. These are:

- 'Strategi för kapacitetsutveckling och samverkan' 2011-2013;
- 'Resultatstrategi för Kapacitetsutveckling och utbyten' 2014-2017;
- Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development 2018-2022 (referred to as KAPAME).

As illustrated in Figure 11<sup>22</sup>, below, the allocations of funds to the resource base programmes have remained steady at approximately 60 percent of the total portfolio disbursement for the three respective strategies. The blue and orange bars in Figure 11 represent the change from the one strategy to another, with the result area “*a broadened resource base*” gradually replacing “*resource base development*” from 2018 onward.

**Figure 11: Resource base disbursement as % of total strategy**





The total resources to the KAPAME strategy portfolio increased significantly in 2018, from SEK 485 million to SEK 682 million. This increase is largely a result of the government's decision to increase overall ODA levels for 2018.

## Annex 5: Report of the survey of the Swedish resource base

## Annex 5: Mapping of the Swedish Resource Base and Sida Programmes.

This report analyses data collected from an electronic survey that was conducted between 25 November to 13 December 2019. The respondents included 396 individuals employed in 14 different organisations that make up part of the core of the Swedish resource base for international development cooperation. The survey is part of a larger independent evaluation of the Swedish resource base programmes. The main purpose of the survey have been to shed light on key stakeholders' views and opinions concerning Sida's resource base programmes,<sup>1</sup> as well as to provide a rough estimate or snapshot of the (employment) whereabouts of former participants of the programmes. The analysis below does not assess potential underlying causes for specific observations or patterns.

### 1. Survey questions

The survey contained five background questions (age, employer, etc.) and 11 questions relating to the resource base programmes. The survey was in Swedish<sup>2</sup> and included only closed-ended multiple choice or checkbox questions. Four questions also provided space for optional comments.

### 2. Dissemination method

After discussions with Sida, employees at 25 organisations were selected to receive the survey. These 25 organisations were deemed as constituting part of the core of the Swedish resource base. This selection consisted of a mix of organisations: Sida, Ministry for Foreign Affairs (MFA), other Swedish public sector agencies, CSOs, and private sector actors.<sup>3</sup>

To access individuals working in these organisations, Sida identified a contact person in each organisation and sent an initial communication about the survey and a request to spread a link to the survey to colleagues working with international development cooperation. The survey was launched to

| Estimated response rate                                         |       |
|-----------------------------------------------------------------|-------|
| Estimated total target group                                    | 1789  |
| Organisations with target group data                            | 14    |
| Reported target group (14 organisations, including Sida and UD) | 1002  |
| Total number of organisations                                   | 25    |
| Estimated average target group                                  | 72    |
| Recorded responses                                              | 396   |
| Estimated response rate                                         | 22,1% |

responding organisations via organisation-specific hyperlinks (i.e. each organisation received a specific invitation to the survey with instructions for internal dissemination to relevant staff). Contact persons at 15 of the 25 organisations responded and helped disseminate the survey. The 15<sup>4</sup> included 7 public agencies, 3 private sector companies, 4 CSOs, and MFA/Swedish embassies.<sup>5</sup>

While this dissemination approach had clear advantages and succeeded in obtaining nearly 400 responses, it did not permit the evaluation team to fully control the actual size and scope of the target group. Since the actual number of survey recipients is not known, calculating the response rate and confidence level has not been possible. However, based on feedback from the participating

<sup>1</sup> Bilateral Biträdande Experter (BBE) / Bilateral Associate Expert (BAE) 2) Multilateral Senior Secondment (MSS), 3) EU: Junior Expert in Delegation (JED), 4) EU: Junior Professionals in Delegations (JPD), 5) EU: National Expert Programme (NE), 6) FN: Junior Professional Officer (JPO), 7) FN: Special Assistant to Resident Coordinator (SARC), 8) FN: Specialist Development Programme (SDP), 9) FN: UN Volunteers Programme (UNV), 10) FN: UN Youth Volunteers Programme (UNYV), 11) Linnaeus-Palme programmet för universitetsutbyten, 12) Minor Field Studies (MFS) stipendier, 13) Praktikantprogrammet för civilsamhällsorganisationer

<sup>2</sup> For the sake of transparency, several of the below presented graphs have labels in Swedish.

<sup>3</sup> See final section in this annex for the list of sampled organisations.

<sup>4</sup> Sida, UD/MFA, NIRAS, FCG, NCG, Forum Syd, Riksrevisionen, EBA, MSB, SI, UHR, SKL International, Plan International, Diakonia och NIR.

<sup>5</sup> The the seven embassies that administer the largest proportion of the development cooperation budget were targeted, along with the following departments within MFA: UD-AF, UD-FN, UD-GA, UD-IU and UD-KH.

organisations, the evaluation team estimates that the responses represent about 22.1% of the development cooperation resource base in the 14 organisations.

## 3. Analysis

### 3.1 Background data on survey respondents

#### (a) Employer

Close to 36% of the respondents worked at Sida, as illustrated in Figure 2. Almost 30% of the respondents worked at other Swedish public institutions, 14% were CSO representatives, 13,5% worked at the Ministry for Foreign Affairs and 7% were employed in the private sector consulting companies.

#### (b) Age

The most common age of the respondents, presented in Figure 3, was between 36 and 45 years; while 28,5% were between 46-55 years, 17% between 25-35 and 14,5% between 56-65 years of age.

Figure 2.

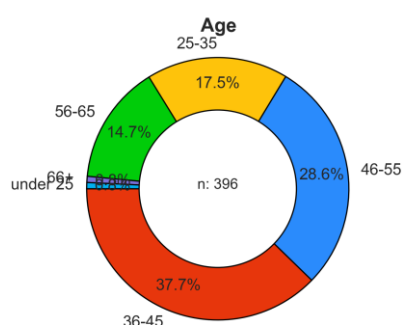


Figure 3.

#### (c) Gender

Figure 4 show that women constituted 70% of the respondents.

#### (d) Citizenship

The purpose of this question relating to citizenship was to i) know how many of the respondents would not have been illegible as candidates for the programmes (most of them require Swedish citizenship); and ii) provide an idea of the diversity of past participants of the programmes, based on the assumption that respondents that were naturalised Swedes were mostly from non-European countries. The absolute majority of respondents were Swedish citizens as shown in Figure 5.

Figure 4.

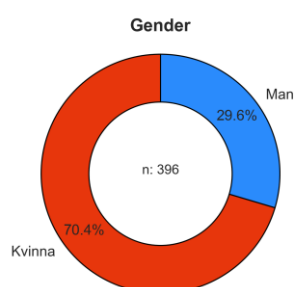
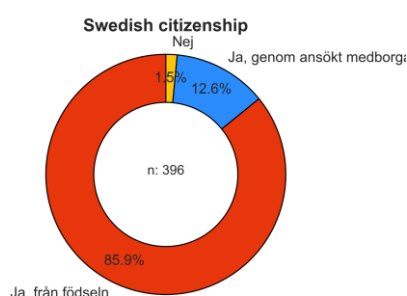


Figure 5.



### (e) Previous employers

The survey included a question on previous employers to give a sense of where the respondents have worked earlier in their careers.

Figure 6.

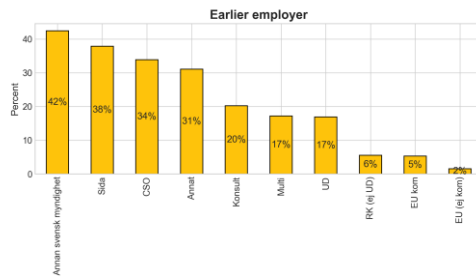


Figure 6 show that close to 42% of the respondents stated that they had worked for a Swedish government agency at some point. The second largest response category is Sida (38%), followed by CSOs (34%). One in five (20%) responded that they had worked as consultants, 17% that they had been part of a multilateral organisation, and additional 17% answered that they had worked for the Ministry

for Foreign Affairs. Another large response category was “other” which was composed of a wide variety of employers, including different private sector companies.

### 3.2 Awareness of Sida’s various resource base programmes

Close to 9 in 10 (89%) of respondents were aware of the existence of one or more of the resource base programmes. Figure 7 shows the share of respondents that was aware of each programme. The most known resource base programmes are, in descending order, MFS (82%), JPO (78%) and BBE (65%). Figure 8 illustrates the same data in relative terms for the respondents by employer.

Figure 7.

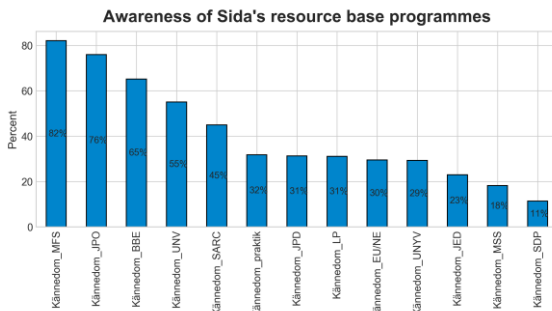
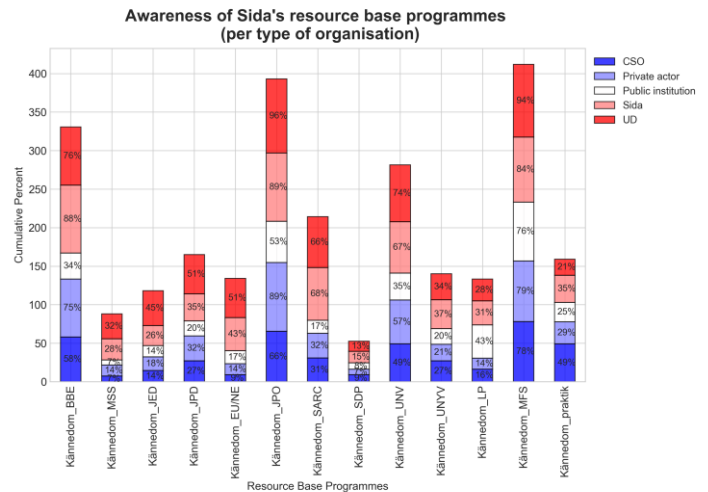


Figure 8.



### 3.3 Application to Sida’s various resource base programmes

Half (50%) of all respondents had applied to one or more programme. One person applied to seven programmes. MFS (26%), JPO (25%) and BBE (17%) were the programmes most commonly applied to as shown in figure 9. Figure 10 show the same data in relative terms for type of employer.

Figure 9.

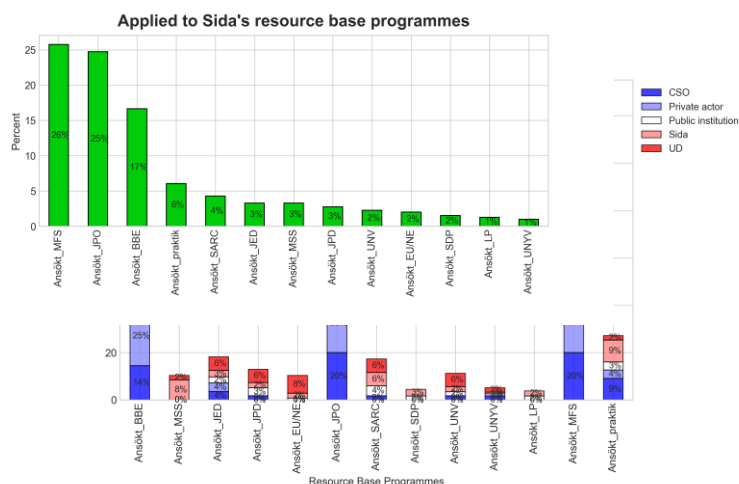


Figure 10.

### 3.4 Acceptance to Sida's resource base programmes

A little more than one-third (134 or 34%) of all respondents were accepted to one or more programmes. The record number of admissions for a single person was four programmes. MFS was the programme with most admissions – 23% of all respondents had been accepted to it. Seven percent were accepted to the JPO programme, and 5% were accepted to the BBE and internship programme for CSOs.

Figure 12 show the same data in relative terms by type of employer.

Figure 11.

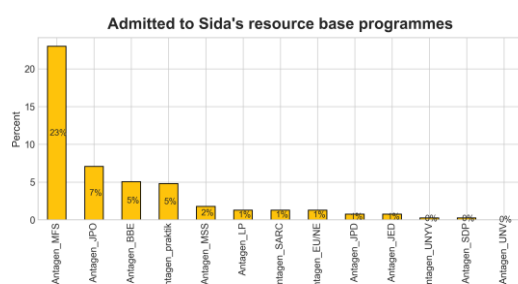
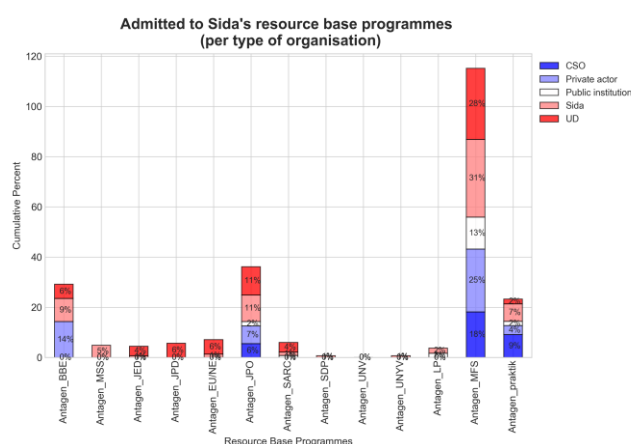


Figure 12.

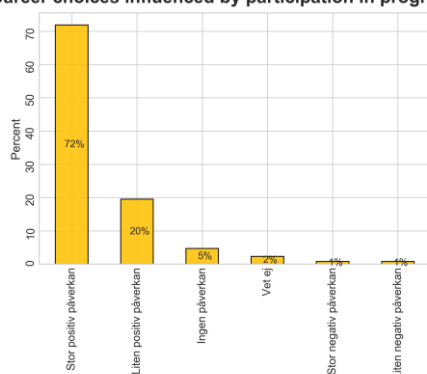


### 3.5 Perceived utility of Sida's resource base programmes

The follow-up questions on perceived utilities or effects of the programmes only targeted respondents that answered that they had participated in one or more of the programmes. The first question was designed to assess the programmes' influence on the respondents career choices.

Figure 13.

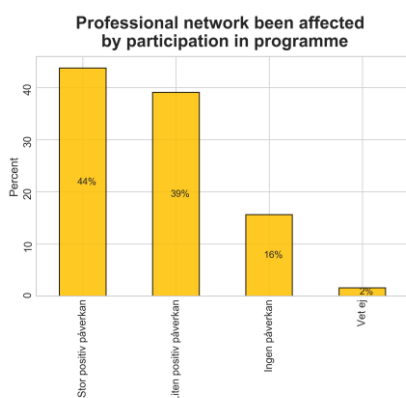
**Career choices influenced by participation in programme**



Nine in 10 (91%) of the respondents stated that their career choices had been positively (19%) or very positively affected (72%) as a consequence of their participation in a resource base programme. There are some variations among the programmes <sup>6</sup>. Former participants in BBE (84%), JPO (82%) and SARC (80%) responded that their participation had a very positive influence on their future career choices. Responses of former MFS participants (33%) deviated from the general response pattern with a larger share that stated that the programme had a small positive influence. Forty percent

and 14 percent of the former participants of NE and MSS respectively stated that their programme participation did not influence their career choice.

**Figure 14.**



Forty-four percent stated that their participation had a very positive effect on their professional networks. Thirty-nine percent responded that it had a small positive effect, while 16% answered that participation did not have any effect in this regard. Respondents who had participated the professional level programmes were particularly positive in their responses: SARC (80%), BBE (68%), Sida's internship programme (66%) and JPO (63%) found participation to be "very positive" for expanding their networks. Respondents who had participated in the secondment programmes were more likely to have benefitted less from expanded networks:

former NE (80%) and MSS (43%) participants responded that the programmes had a small positive effect on their professional network. Former participants of MFS (19%) and Sida's internship programme (11%) made up a large proportion of those who answered that participation had no effect on their networks.

**Figure 15.**

**Professional utility of participation in programme**

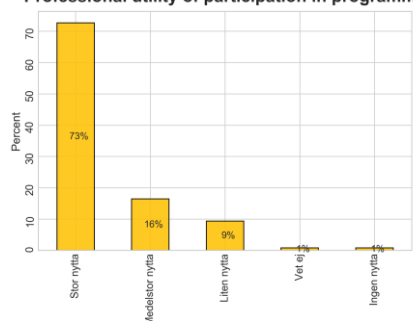


Figure 15, shows the respondents' perceived utility of their participation in the programmes for their future career.

Close to 3 in 4 (74%) of the respondents' answered that their participation had great utility for their career. 16% stated that it had medium utility, and 9% that it has little utility. Only one percent responded that it did not have any utility BBE (89%), JPO (89%), and Sida's internship programme (89%) had large shares of former participants stating that their programme participation had great utility for their careers. Meanwhile, NE (40%) and LP (20%) had relatively larger shares of former participants who answered that participant was of little utility

for their future careers.

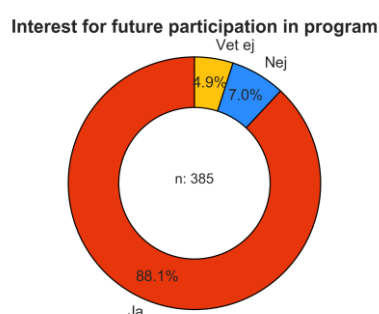
<sup>6</sup> Programmes with less than four unique respondents have been excluded for this analysis.

### 3.6 Programme completion, year and place of participation

The survey also collected data on programme completion and year and place of participation. Close to 9 in 10 (88%) among those who were accepted to participate in a resource base programme responded that they completed the full term of the programme. Seven percent had participated in more than one programme and had completed all of them. Three percent had been accepted to a programme but never started and 3% did not complete the full term of their programme. The timespan for participation in the programmes ranged from 1986 to 2019. Seventy-two percent of the respondents participated in a low-income country, 23% in a middle-income country and the 12% in a high-income country.

### 3.6 Interest in Sida's various resource base programmes

Figure 15.



Close to 9 in 10 (88%) of the 396 respondents stated that they would be interested in participating in one of the programmes in the future. The greatest interest, as shown in figure 16, was for MSS (31%), NE (26%), SDP (22%) and BBE (21%). Figure 17 show the same data disaggregated by type of employer.

Figure 16.

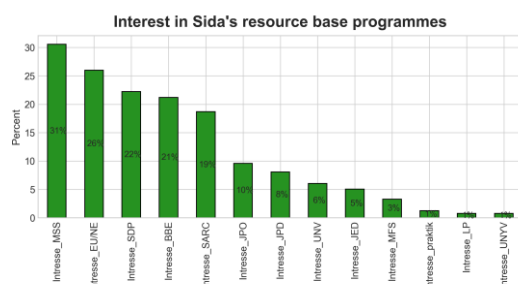
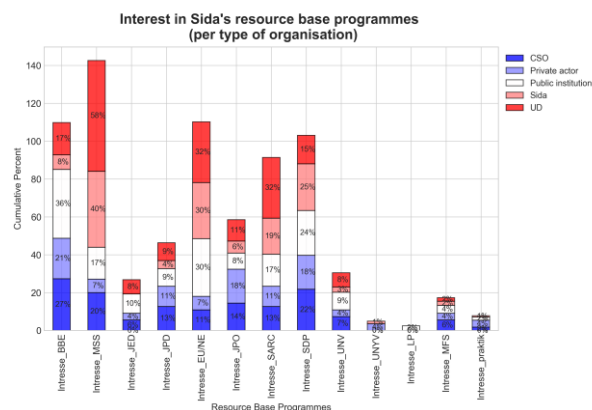


Figure 17.





### 3.7 Awareness of, former applicants to, expression of interest in SRB programmes per various sub-groups

| Awareness of, former applicants to, and expression of interest in Sida's Resource Base Programmes by type of employer |      |      |      |      |       |      |      |      |      |      |      |      |         |
|-----------------------------------------------------------------------------------------------------------------------|------|------|------|------|-------|------|------|------|------|------|------|------|---------|
| Awareness of the various resource base programmes                                                                     |      |      |      |      |       |      |      |      |      |      |      |      |         |
|                                                                                                                       | BBE  | MSS  | JED  | JPD  | EU/NE | JPO  | SARC | SDP  | UNV  | UNYV | LP   | MFS  | Praktik |
| CSO                                                                                                                   | 58,2 | 7,3  | 14,5 | 27,3 | 9,1   | 65,5 | 30,9 | 9,1  | 49,1 | 27,3 | 16,4 | 78,2 | 49,1    |
| Private actor                                                                                                         | 75   | 14,3 | 17,9 | 32,1 | 14,3  | 89,3 | 32,1 | 7,1  | 57,1 | 21,4 | 14,3 | 78,6 | 28,6    |
| Public institution                                                                                                    | 33,9 | 6,8  | 14,4 | 19,5 | 16,9  | 53,4 | 16,9 | 8,5  | 34,7 | 20,3 | 43,2 | 76,3 | 25,4    |
| Sida                                                                                                                  | 88   | 27,5 | 26,1 | 35,2 | 43    | 88,7 | 68,3 | 14,8 | 66,9 | 37,3 | 31   | 84,5 | 35,2    |
| UD                                                                                                                    | 75,5 | 32,1 | 45,3 | 50,9 | 50,9  | 96,2 | 66   | 13,2 | 73,6 | 34   | 28,3 | 94,3 | 20,8    |
| Applied to the various resource base programmes                                                                       |      |      |      |      |       |      |      |      |      |      |      |      |         |
|                                                                                                                       | BBE  | MSS  | JED  | JPD  | EU/NE | JPO  | SARC | SDP  | UNV  | UNYV | LP   | MFS  | Praktik |
| CSO                                                                                                                   | 14,5 | 0    | 3,6  | 1,8  | 0     | 20   | 1,8  | 0    | 1,8  | 1,8  | 0    | 20   | 9,1     |
| Private actor                                                                                                         | 25   | 0    | 3,6  | 0    | 0     | 25   | 0    | 0    | 0    | 0    | 0    | 28,6 | 3,6     |
| Public institution                                                                                                    | 7,6  | 0    | 2,5  | 3,4  | 0,8   | 19,5 | 4,2  | 1,7  | 1,7  | 0,8  | 1,7  | 16,1 | 3,4     |
| Sida                                                                                                                  | 23,9 | 8,5  | 2,8  | 2,1  | 2,1   | 28,9 | 5,6  | 2,8  | 2,1  | 0,7  | 2,1  | 33,8 | 9,2     |
| UD                                                                                                                    | 15,1 | 1,9  | 5,7  | 5,7  | 7,5   | 30,2 | 5,7  | 0    | 5,7  | 1,9  | 0    | 30,2 | 1,9     |
| Admitted to the various resource base programmes                                                                      |      |      |      |      |       |      |      |      |      |      |      |      |         |
|                                                                                                                       | BBE  | MSS  | JED  | JPD  | EU/NE | JPO  | SARC | SDP  | UNV  | UNYV | LP   | MFS  | Praktik |
| CSO                                                                                                                   | 0    | 0    | 0    | 0    | 0     | 5,5  | 0    | 0    | 0    | 0    | 0    | 18,2 | 9,1     |
| Private actor                                                                                                         | 14,3 | 0    | 0    | 0    | 0     | 7,1  | 0    | 0    | 0    | 0    | 0    | 25   | 3,6     |
| Public institution                                                                                                    | 0    | 0    | 0    | 0    | 0     | 1,7  | 0,8  | 0    | 0    | 0    | 1,7  | 12,7 | 1,7     |
| Sida                                                                                                                  | 9,2  | 4,9  | 0,7  | 0    | 1,4   | 10,6 | 1,4  | 0,7  | 0    | 0,7  | 2,1  | 31   | 7       |
| UD                                                                                                                    | 5,7  | 0    | 3,8  | 5,7  | 5,7   | 11,3 | 3,8  | 0    | 0    | 0    | 0    | 28,3 | 1,9     |
| Interest of the various resource base programmes                                                                      |      |      |      |      |       |      |      |      |      |      |      |      |         |
|                                                                                                                       | BBE  | MSS  | JED  | JPD  | EU/NE | JPO  | SARC | SDP  | UNV  | UNYV | LP   | MFS  | Praktik |
| CSO                                                                                                                   | 27,3 | 20   | 5,5  | 12,7 | 10,9  | 14,5 | 12,7 | 21,8 | 7,3  | 0    | 0    | 5,5  | 1,8     |
| Private actor                                                                                                         | 21,4 | 7,1  | 3,6  | 10,7 | 7,1   | 17,9 | 10,7 | 17,9 | 3,6  | 3,6  | 0    | 3,6  | 3,6     |

|                    |      |      |      |     |      |      |      |      |     |     |     |     |     |
|--------------------|------|------|------|-----|------|------|------|------|-----|-----|-----|-----|-----|
| Public institution | 36,4 | 16,9 | 10,2 | 9,3 | 30,5 | 8,5  | 16,9 | 23,7 | 9,3 | 0   | 2,5 | 4,2 | 1,7 |
| Sida               | 7,7  | 40,1 | 0    | 4,2 | 29,6 | 6,3  | 19   | 24,6 | 2,8 | 1,4 | 0   | 2,1 | 0,7 |
| UD                 | 17   | 58,5 | 7,5  | 9,4 | 32,1 | 11,3 | 32,1 | 15,1 | 7,5 | 0   | 0   | 1,9 | 0   |

**Awareness of, former applicants to, and expression of interest in Sida's Resource Base Programmes  
by Sex**

**Awareness of the various resource base programmes**

|        | BBE  | MSS  | JED  | JPD  | EU/NE | JPO  | SARC | SDP  | UNV  | UNYV | LP   | MFS  | Praktik |
|--------|------|------|------|------|-------|------|------|------|------|------|------|------|---------|
| Female | 64,1 | 15,9 | 20,3 | 30,8 | 28,6  | 76,1 | 44,6 | 11,2 | 58   | 33,3 | 31,5 | 83,3 | 31,5    |
| Male   | 67,2 | 23,3 | 29,3 | 32,8 | 31,9  | 75,9 | 46,6 | 11,2 | 48,3 | 20,7 | 30,2 | 79,3 | 31      |

**Applied to the various resource base programmes**

|        | BBE  | MSS | JED | JPD | EU/NE | JPO  | SARC | SDP | UNV | UNYV | LP  | MFS  | Praktik |
|--------|------|-----|-----|-----|-------|------|------|-----|-----|------|-----|------|---------|
| Female | 14,5 | 2,2 | 2,5 | 3,3 | 1,4   | 23,9 | 3,3  | 1,4 | 1,8 | 1,4  | 1,4 | 27,2 | 5,8     |
| Male   | 22,4 | 5,2 | 5,2 | 1,7 | 2,6   | 26,7 | 6,9  | 1,7 | 3,4 | 0    | 0,9 | 23,3 | 6,9     |

**Admitted to the various resource base programmes**

|        | BBE | MSS | JED | JPD | EU/NE | JPO | SARC | SDP | UNV | UNYV | LP  | MFS  | Praktik |
|--------|-----|-----|-----|-----|-------|-----|------|-----|-----|------|-----|------|---------|
| Female | 5,4 | 1,4 | 0,7 | 0,7 | 1,1   | 7,2 | 1,1  | 0   | 0   | 0,4  | 1,4 | 23,9 | 4,7     |
| Male   | 4,3 | 2,6 | 0,9 | 0,9 | 1,7   | 6,9 | 1,7  | 0,9 | 0   | 0    | 0,9 | 21,6 | 5,2     |

**Interest of the various resource base programmes**

|        | BBE  | MSS  | JED | JPD | EU/NE | JPO  | SARC | SDP  | UNV | UNYV | LP  | MFS | Praktik |
|--------|------|------|-----|-----|-------|------|------|------|-----|------|-----|-----|---------|
| Female | 21,7 | 29,3 | 3,6 | 8   | 25    | 10,1 | 18,8 | 23,2 | 7,2 | 0,7  | 1,1 | 4,3 | 1,4     |
| Male   | 20,7 | 32,8 | 8,6 | 8,6 | 27,6  | 8,6  | 18,1 | 19,8 | 3,4 | 0,9  | 0   | 0,9 | 0,9     |

**Awareness of, former applicants to, and expression of interest in Sida's Resource Base Programmes  
by Age**

**Awareness of the various resource base programmes**

|       | BBE   | MSS   | JED   | JPD   | EU/NE | JPO   | SARC  | SDP   | UNV   | UNYV  | LP    | MFS   | Praktik |
|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|---------|
| < 25  | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| 25-35 | 56,5  | 11,6  | 21,7  | 47,8  | 14,5  | 78,3  | 44,9  | 11,6  | 50,7  | 47,8  | 29    | 81,2  | 37,7    |
| 36-45 | 63,1  | 16,1  | 31,5  | 36,2  | 28,2  | 79,9  | 47    | 12,1  | 57    | 29,5  | 27,5  | 83,2  | 34,9    |
| 46-55 | 71,7  | 21,2  | 16,8  | 20,4  | 38,9  | 70,8  | 44,2  | 8     | 51,3  | 17,7  | 31,9  | 80,5  | 22,1    |

|                                                         |       |       |       |       |       |       |       |       |       |       |       |       |         |
|---------------------------------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|---------|
| 56-65                                                   | 69    | 24,1  | 12,1  | 19    | 31    | 74,1  | 41,4  | 12,1  | 62,1  | 25,9  | 39,7  | 84,5  | 32,8    |
| 66+                                                     | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| <b>Applied to the various resource base programmes</b>  |       |       |       |       |       |       |       |       |       |       |       |       |         |
|                                                         | BBE   | MSS   | JED   | JPD   | EU/NE | JPO   | SARC  | SDP   | UNV   | UNYV  | LP    | MFS   | Praktik |
| < 25                                                    | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| 25-35                                                   | 23,2  | 1,4   | 1,4   | 7,2   | 1,4   | 21,7  | 0     | 0     | 2,9   | 5,8   | 0     | 29    | 21,7    |
| 36-45                                                   | 19,5  | 1,3   | 8,1   | 3,4   | 1,3   | 33,6  | 10,1  | 1,3   | 4,7   | 0     | 2,7   | 30,2  | 5,4     |
| 46-55                                                   | 13,3  | 7,1   | 0     | 0,9   | 2,7   | 20,4  | 1,8   | 2,7   | 0     | 0     | 0,9   | 24,8  | 0       |
| 56-65                                                   | 10,3  | 3,4   | 0     | 0     | 3,4   | 13,8  | 0     | 1,7   | 0     | 0     | 0     | 15,5  | 0       |
| 66+                                                     | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| <b>Admitted to the various resource base programmes</b> |       |       |       |       |       |       |       |       |       |       |       |       |         |
|                                                         | BBE   | MSS   | JED   | JPD   | EU/NE | JPO   | SARC  | SDP   | UNV   | UNYV  | LP    | MFS   | Praktik |
| < 25                                                    | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| 25-35                                                   | 4,3   | 0     | 0     | 4,3   | 0     | 1,4   | 0     | 0     | 0     | 1,4   | 0     | 27,5  | 17,4    |
| 36-45                                                   | 6     | 1,3   | 2     | 0     | 0,7   | 6     | 3,4   | 0,7   | 0     | 0     | 2,7   | 26,2  | 4       |
| 46-55                                                   | 4,4   | 3,5   | 0     | 0     | 1,8   | 9,7   | 0     | 0     | 0     | 0     | 0,9   | 21,2  | 0       |
| 56-65                                                   | 5,2   | 1,7   | 0     | 0     | 3,4   | 10,3  | 0     | 0     | 0     | 0     | 0     | 15,5  | 0       |
| 66+                                                     | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| <b>Interest of the various resource base programmes</b> |       |       |       |       |       |       |       |       |       |       |       |       |         |
|                                                         | BBE   | MSS   | JED   | JPD   | EU/NE | JPO   | SARC  | SDP   | UNV   | UNYV  | LP    | MFS   | Praktik |
| < 25                                                    | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |
| 25-35                                                   | 40,6  | 26,1  | 18,8  | 31,9  | 20,3  | 46,4  | 36,2  | 26,1  | 20,3  | 4,3   | 1,4   | 8,7   | 2,9     |
| 36-45                                                   | 21,5  | 30,2  | 4     | 4     | 26,2  | 2,7   | 18,8  | 21,5  | 3,4   | 0     | 0     | 3,4   | 0,7     |
| 46-55                                                   | 14,2  | 38,1  | 0,9   | 2,7   | 33,6  | 0,9   | 14,2  | 26,5  | 1,8   | 0     | 1,8   | 1,8   | 1,8     |
| 56-65                                                   | 12,1  | 24,1  | 0     | 0     | 19    | 0     | 8,6   | 13,8  | 5,2   | 0     | 0     | 0     | 0       |
| 66+                                                     | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit | Limit   |

## Annex 6: Inception Report



# Evaluation of Sida's Resource Base Programmes

Inception report

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31 OCTOBER 2019**

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## Abbreviations and acronyms

|          |                                                                                                                                 |
|----------|---------------------------------------------------------------------------------------------------------------------------------|
| BBE      | Bilateral Associate Experts                                                                                                     |
| CAPDEV   | Unit for Capacity Development, Department for Partnership and Innovation, Sida                                                  |
| CSO      | Civil society organisation                                                                                                      |
| GDPR     | General Data Protection Regulation                                                                                              |
| JPD      | Junior Professionals in Delegations                                                                                             |
| JPO      | UN Junior Professional Officer Programme                                                                                        |
| KAPAME   | Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development (2018-2022) |
| LP       | Linnaeus Palme Programme                                                                                                        |
| MFA      | Ministry for Foreign Affairs                                                                                                    |
| MFS      | Minor Field Study Programme                                                                                                     |
| MSS      | Multilateral Senior Secondment                                                                                                  |
| NE       | National Expert Programme                                                                                                       |
| NLP      | Natural Language Processing                                                                                                     |
| SARC     | Special Assistant to the Resident Coordinator                                                                                   |
| SDP      | Specialist Development Programme                                                                                                |
| SPF      | Swedish Partnership Forum                                                                                                       |
| ToR      | Terms of Reference                                                                                                              |
| UHR      | The Swedish Council for Higher Education                                                                                        |
| UN JPOSC | UNDP JPO Service Centre                                                                                                         |
| UNDP     | United Nations Development Programme                                                                                            |
| UNYV     | United Nations Youth Volunteers Programme                                                                                       |

## EXECUTIVE SUMMARY

The Evaluation of the Swedish Resource Base concerns 11 personnel-based and scholarship programmes, covering the period from 2011 to 2019, with a focus on 2014 to 2018. The expenditure for these programmes between 2014 and 2018 amounted to SEK 1 365 million.

The **purpose of the evaluation** is to provide Sida with inputs and recommendations:

- For strategic development of new programmes and reaching new groups of actors,
- To adjust and improve implementation of existing programmes if needed, in order to meet the objectives in the *Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development*. (KAPAME)

Three Swedish strategies, covering three time spans, constitute the governing policy framework for the evaluation. These are:

- 'Strategi för kapacitetsutveckling och samverkan' 2011-2013;
- 'Resultatstrategi för Kapacitetsutveckling och utbyten' 2014-2017;
- Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development 2018-2022 (referred to as KAPAME).

In Swedish policy documents, the use of the term "Swedish resource base" appears to have changed over the years. While it seems that the term was never formally defined, from 2011 to 2017 it referred to a recruitment pool of Swedes that have worked internationally in the development cooperation context. The concept was more of a notion than something concrete, as no personnel roster seems ever to have been established.

KAPAME refers to the resource base as being "the broad range of existing and potential Swedish actors in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030". With this definition, Sida interprets the current KAPAME strategy as significantly departing from the earlier strategies. It suggests that the resource base consists of both organisational entities working in development and those entities that have a potential to contribute to development cooperation. With this interpretation, the connection between most of resource base programmes and the strategy is more tenuous since the programmes are *personnel based*, with focus on building the competence of Swedish *individuals*, while KAPAME would aim to develop the capacity of Swedish *actors*. For most programmes, the participants do not typically represent specific actors of the Swedish resource base and therefore there is no direct link back to the Swedish resource base once the programme has been completed. There thus appears to be a degree of mismatch between most of the current programmes and Sida's interpretation of KAPAME's objectives.

The team has identified assumptions that underlie the KAPAME strategy and the respective objectives of the programmes. The team will apply these assumptions when assessing effectiveness and relevance of the programmes. The team's overall hypothesis for KAPAME is:



***If** Sweden develops (broadens, deepens, diversifies and energises) its resource base and its capacity and facilitate partnerships and mutual learning, **then** Sweden will more effectively contribute to the implementation of Agenda 2030; create conditions for broader and more sustainable relations beyond aid; and strengthen the impact of Swedish development policy priorities **because** this will unlock potential capacities of the Swedish resource base that can fill gaps in the effort to achieve the global goals.*

After undertaking a rigorous scoping exercise together with the key stakeholders of the evaluation, the evaluation team and Sida have agreed that the evaluation scope is framed by the following overarching questions:

**1. To what extent are the programme objectives, theory of change, and results relevant to KAPAME? (relevance)**

- What would be needed for these programmes to be more in line with KAPAME content-wise?

**2. What results have each programme achieved? (effectiveness)**

- What intended and unintended outcomes have each programme achieved?

**3. How are the programmes managed and what would be needed to better fulfil KAPAME? (efficiency)**

These questions suggest a forward-looking **relevance** perspective, based on a “backward” perspective on **results** and a current perspective on **organisational effectiveness**. In effect, the team will identify the potential “gap” between what the programmes, as a group, are today, and what they need to be to best support the strategy.

In relation to **results**, Sida and the evaluation team have agreed during the scoping exercise that the evaluation team:

- Analyse, synthesise and assess **secondary data** (monitoring reports, surveys, evaluations, assessments) on results for the 11 programmes, even if not recent.
- Gather primary data on **Multilateral Senior Secondment (MSS)** (because it is ripe for its first evaluation) and **Bilateral Associate Experts (BBE)** (because it fully owned by Sida and can be redesigned) through interviews and possible short surveys of former participants and sampled recipient institutions;
- Gather primary data on the extent that **core Swedish resource actors** (MFA, Sida, Swedish agencies, framework organisations, consulting companies) rely on staff with backgrounds from the resource base programmes Minor Field Study Programme (MSF), Linnaeus Palme programme (LP), Praktikant Programmet, Junior Professional Officer (JPO), Special Assistant to the Resident Coordinator (SARC), Specialist Development Programme (SDP), National Experts (NE), Junior Professionals in Delegations (JDP), Bilateral Associate Experts (BBE) **by surveying staff**.
- Interview a sample of **Swedish academic institutions** involved in LP and MFS;
- Gather primary data on praktikant programmes by interviewing a sample of the organisations that receive participants from the resource base programmes.

In relation to **organisational effectiveness**, the team will:

- Gather primary and secondary data on Sida's and the Swedish Council for Higher Education's (UHR) organisational effectiveness
- Conduct electronic SWOTs with Sida, Sida Partnership Forum (SPF) and UHR followed by a participatory verification session
- Gather primary and secondary data on the resource base programmes of a like-minded country (Norway).

Sida and the team have agreed that a differentiated approach to the 11 programmes would be most useful because of their different objectives, stages of development, and needs. This is illustrated in the table below in relation to the three overarching evaluation questions:

| Pro-gramme            | Q1 Results                                                                                                  | Q3 Organisa-tional effec-tiveness | Q2 Policy relevance |
|-----------------------|-------------------------------------------------------------------------------------------------------------|-----------------------------------|---------------------|
| <b>UNYV</b>           | No                                                                                                          | Primary and sec-ondary data       | Light touch         |
| <b>JPO</b>            | Secondary data<br>Survey of core resource base                                                              |                                   | Strong focus        |
| <b>SARC</b>           | Secondary data<br>Survey of core resource base                                                              |                                   |                     |
| <b>SDP</b>            | Secondary data<br>Survey of core resource base                                                              |                                   |                     |
| <b>MSS</b>            | Secondary data<br>Interviews with participants and recipient organ-isations<br>Survey (tdb)                 |                                   |                     |
| <b>JPD</b>            | Secondary data<br>Survey of core resource base                                                              |                                   | Light touch         |
| <b>NE</b>             | Secondary data<br>Survey of core resource base                                                              |                                   | Strong focus        |
| <b>BBE</b>            | Secondary data<br>Interviews with participants and recipient organ-isations<br>Survey of core resource base |                                   |                     |
| <b>MFS</b>            | Secondary data<br>Survey of core resource base<br>Interviews with universities and recipient organi-sations |                                   | Medium focus        |
| <b>Linnaeus-Palme</b> | Secondary data<br>Survey of core resource base<br>Interviews with universities and recipient organi-sations |                                   | Medium focus        |
| <b>Prakti-kant-</b>   | Secondary data<br>Survey of core resource base                                                              |                                   | Medium focus        |

For both utility and learning, the team will apply an **open, participatory and inclusive approach** to the evaluation process. This involves including stakeholders in discussions, analysis and assessments and stimulating a critically reflective discussion amongst them.

The evaluation will apply a combined deductive and inductive approach. The assumptions about the Swedish resource base programmes will provide a framework with relationships and links for the team to test. At the same time, the team will apply an exploratory inductive approach, allowing empirical findings to guide the evaluation team to probe deeper and seek supplementary interviews and data through 'snow-balling'.

The team will collect data using the following methods:

1. Document review and analysis (programme documents, strategy documents, work plans, past evaluations, past surveys, etc.)
2. Electronic survey targeting the Swedish resource base population
3. Interviews with key stakeholders, former participants (MSS and BBE), recipient organisations, and resource persons
4. Quantitative analysis of financial and participant data; and human resources statistics
5. Electronic SWOT/with participatory verification session with the three key stakeholder groups (Sida HQ, SPF and UHR)
6. Visit to Norad's Knowledge Bank
7. Web scraping
8. Co-creation and feedback loops - Interim debriefings as needed; a preliminary findings sessions with Sida and UHR; and A co-creation recommendations workshop with Sida after the first draft evaluation report has been submitted.

The data collection phase will run through October and December. After a key findings and validation session with Sida, the team will draft a report that will be submitted in January. A co-creation approach will be applied to identify useful and relevant recommendations. The final report will be prepared in February 2020.

# 1. Background to the evaluation

Since 2011, thousands of Swedish university students, young professionals, and senior employees from the Ministry for Foreign Affairs, Sida and other ministries and government authorities have taken part in 11 programmes focused on developing the Swedish resource base in relation to international development cooperation. These are managed by:

- **Sida's unit for Capacity Development (CAPDEV)** that manages six of the resource base programmes, namely the UN Young Volunteers (UNYV), Junior Professional Officers (JPO), Special Assistant to the Resident Coordinator (SARC), Specialist Development Program (SDP), Bilateral Associate Experts (BAE/BBE) and the Junior Professionals in Delegations (JPD);
- **Sida's Swedish Partnership Forum (SPF)** that manages the contribution to the Swedish Council for Higher Education (UHR) within Sida and undertakes different forms of trainings for the "stepping stone" programmes (MFS, LP, UNYV and JDP); and the professional programmes (JPO, SDP, SARC and BBE).
- **Sida's unit for multilateral support (MULTI)** that manages two of the ongoing resource base programmes, namely the senior secondment programme to multilateral organisations (MSS) and the National Expert (NE) secondment programme to the European Commission and European External Services; and
- **the Swedish Council for Higher Education (UHR)** that implements three programmes, namely the Linneaus-Palme (LP), Minor Field Studies (MFS) and the Traineeship programme (praktikantprogrammet).

The Evaluation of the Swedish Resource Base will concern the 11 programmes mentioned above, covering the time period from 2011 to 2019, with a focus on 2014 to 2018. In effect, three Swedish strategies, covering three time spans, constitute the governing policy framework for the evaluation. These are:

- 'Strategi för kapacitetsutveckling och samverkan' 2011-2013;
- 'Resultatstrategi för Kapacitetsutveckling och utbyten' 2014-2017;
- Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development 2018-2022 (referred to as KAPAME).

## 1.1 Purpose of the evaluation

The purpose of the evaluation is to provide Sida with inputs and recommendations:

- For strategic development of **new programmes** and reaching **new groups of actors**,
- To adjust and **improve implementation of existing programmes** if needed, in order to meet the objectives in the KAPAME strategy.

## 1.2 Users and stakeholders

The primary intended users of the evaluation are Sida/CAPDEV that "owns" the strategy and directly manages six of the programmes; Sida/MULTI that manages two of the ongoing resource base programmes; and Sida/SPF that manages the contribution to UHR and provides training in relation to most of the programmes.

The Swedish Council for Higher Education (UHR) is considered a secondary intended user by the terms of reference (ToR). An evaluation of the UHR programmes was conducted in mid-2018. This preceded the adoption of the KAPAME strategy governing capacity development and the Swedish resource base programmes.

The Ministry for Foreign Affairs, civil society organisations, UN organisations, and other cooperation organisations constitute important stakeholders.

The broader audience of the evaluation (i.e., those who are interested in learning about the evaluation findings) will include all the stakeholders listed above but may also include the larger community working in Swedish international development co-operation in Sweden and abroad.

### 1.3 Inception and scoping exercise

During the start-up meeting of the evaluation in June 2019, at which Sida's relevant units were in attendance, it became apparent that there were different needs and expectations of the evaluation. Furthermore, what data exists and whether it is available also needed to be established. In consultation with Sida, the team undertook an extended inception phase that first consisted of a scoping exercise to align the evaluation's scope with the time and resources available to ensure utility and quality. Once the scope was agreed, the team has gathered data; undertaken preliminary data analyses; and further developed the evaluation framework and methods.

#### 1.3.1 Step 1: Scoping exercise and scoping report

During the scoping phase **explorative interviews** were held with a few key stakeholders to better understand the expectations and discuss practicalities related to data availability and collection. A total of ten (10) interviews were held with fourteen (14) key stakeholders at Sida (CAPDEV, MULTI, SPF, CIVSAM, EURO/LATIN), the Ministry for Foreign Affairs (IU and UN) and with UHR.

During the scoping exercise the team also conducted a **stakeholder analysis** for the resource base programmes and began the **conceptualisation** of the what the resource base is.

The results of the scoping exercise are discussed in Chapter 4.

#### 1.3.2 Step 2: initial data review, mapping exercise and inception report

Following the approval of the scoping report the following tasks have been undertaken:

1. **Initial document review.** The team has accessed databases for Sida statistics and financial data<sup>1</sup> and sourced and reviewed the content of over 250 documents<sup>2</sup> provided by Sida and UHR staff, retrieved from Sida's contribution management system (Planit and TRAC) and from websites<sup>3</sup>. Relevant documents include project documents, annual reports, evaluations, ToR for positions,

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<sup>1</sup> Analytical reports from Sida's BISI, accessed August 2019

<sup>2</sup> Number of documents accessed for quick reviews are as follows: JPO, SARC, SDP (22); JPD (24); BBE (13); MSS and NE (74); UNYV (30); SPF (7); UHR programmes (19); Past evaluations and other reports (17); Strategy related reports (51).

<sup>3</sup> Including: <http://www.utbyten.se>; <http://www.jposc.undp.org>; <https://norad.no/en/front/the-knowledge-bank/>;

minutes of meetings, work plans, strategies, etc. This extensive document review was necessary in order to understand the amount and type of data that is available in relation to the questions we want answered in the evaluation.

2. **A mapping** of the Swedish resource base and Sida's resource base programmes has been conducted and is based on an analysis of the financial and programme statistics. This was undertaken to inform the choice of methodologies for the evaluation and determine the **sampling criteria** for the programmes that the evaluation will examine more closely, including the BBE and MSS programmes. The results of the mapping of the Swedish resource base and Sida's resource base programmes is provided in Annex 3 and summarised in Chapter 3 below.
3. **Preliminary theor(ies) of change** for the Swedish resource programme have been developed. This will be further elaborated with the key stakeholders in the second half of the evaluation, so that it takes into consideration the underlying assumptions explored by the team and the Swedish capacity development strategy, KAPAME.
4. **The evaluation framework** has been elaborated. Based on the agreed scope and evaluation questions, the team has refined the questions.
5. **Approach and methods** have been elaborated where they can respond to concerns and needs of key stakeholders; address the evaluation questions; take into consideration the availability of data; ensure triangulation; and balance allocated resources with the scope of the evaluation.
6. **Data collection tools** have been determined and prepared, including a survey conceptualisation and preparation of the questionnaire for the survey (attached in Annex 4).
7. **A plan for the data collection phase** has been elaborated considering data gaps, the types of documents to focus on for each resource programme and a tentative list of persons and institutions to meet.
8. **An evaluation work plan** with key milestones and dates.

#### 1.4 Structure of the inception report

This report has six chapters. The following chapter discusses the concept "Swedish resource base" and presents a number of assumptions that underlie the strategy and the objectives of the programmes. Chapter 3 summarises the key findings from the initial quantitative analysis of the 11 resource base programmes. Chapter 4 is a condensed version of the team's Scoping Report that was submitted to Sida in June and subsequently approved. Chapter 5 is also based on the Scoping Report. It discusses the agreed evaluation questions. Chapter 6 presents the teams overall approach, methodology, and proposed methods. It discusses data availability, the team sampling approach, summarises key tasks ahead and milestones. A work plan is included.

Annex 1 provides the ToR to the evaluation. Annex 2 contains the evaluation matrix that the team has developed. Annex 3 consists of the quantitative mapping and analysis of the 11 resource base programmes. Annex 4 includes the draft survey questionnaire. Annex 5 consists of a table that outlines the different evaluations and surveys that the team has preliminarily analysed. Annex 6 contains the list of persons the team has consulted during the inception phase. Annex 7 consists of a preliminary list of Swedish resource base organisations that may be targeted in the survey.

## 2. Conceptualising the Swedish “Resource Base”

### 2.1 The Resource Base Programmes

An overview of the 11 so-called ‘Resource Base Programmes’ is provided in **Error! Reference source not found.** in the following chapter. All programmes are directed at Swedish individuals (or in some cases, people with Swedish residency permits). All the programmes consist of providing work experience abroad, except MSF and LP which provide scholarships to individuals. The programmes address the range of different career stages – direct out of school, during university studies, during post graduate work, direct after tertiary education, junior level, mid-level and senior level.

Seven of these programmes are wholly or mostly designed and controlled by the recipient organisations - the EU and the multilateral agencies. Sida thus has no or only marginal influence over these programmes. Nevertheless, Sida had two important “levers” to the programmes which can help it enhance relevance, effectiveness and efficiency:

- i) The criteria and process for recruitment and preparation of individuals to the programmes; and
- ii) Follow-up and management of the ensuing competence pool after participants had completed the programmes.

While preliminary data shows that Sida has used the first lever to enhance the effectiveness of the programmes – for instance, through the type of preparation and training it offers the candidates, documentation suggests that despite intentions, Sweden has never been particularly successful in finding ways to use the second level.

### 2.2 The Swedish resource base

Understanding what is meant by the “Swedish resource base for developing cooperation” is critical for this evaluation. Indeed, for many working within development cooperation in Sweden, the term is unclear. An analysis of policy documentation shows that the term has been used differently over time. This section discusses the concept.

#### 2.2.1 Resource base as a “competence pool”

The past strategies (2011-13 and 2014-2017) and related documents from 2010 to 2017 do not define the concept of a resource base but seem to refer to a “recruitment base” (rekryteringsbas)<sup>4</sup> or “competence pool”. By recruiting individuals to different work or study experiences in the international development context, the 11 resource base programmes were expected to contribute to the *competence pool*.

The documentation suggests that the competence pool has been assumed to be tangible enough that it can be drawn on as needs arise. However, exactly how to efficiently access it has never been clearly specified. Without systematically applying the second lever discussed in the section above, the pool becomes a highly theoretical concept.

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<sup>4</sup> See Strategi för kapacitetsutveckling och samverkan 2011-2013; Resultatstrategi för kapacitetsutveckling och 2014-2017; Nyttandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster (Anders Nordström, UD, 2010.10.01)

Who exactly make up the competence pool has also not been clearly specified. From preliminary documentation review and interviews, the team assumes it is made up of Swedes with international development experience – both those that have participated in the Swedish resource base programmes or not. They may be working in Sweden (MFA, Sida, Swedish CSOs, universities the international sections of line ministries and some public agencies/authorities including the Folke Bernadotte Academy) or internationally (INGOs, the UN system, the development banks, the EU/Devco and international consulting companies).

If one is part of the competence pool, would one know this? There is little to suggest that Swedes that have participated in the programmes or otherwise might be considered part of the resource base and identify as being part of it.

Meanwhile, there are other Swedish competence pools with development experts that are more concrete. For example, FUF, the Swedish Association for Development Issues, has a network and a mentorship program for young professionals. The Folke Bernadotte Academy (FBA) has a roster for its peace and election observation missions. Likewise, the Swedish Civil Contingencies Agency (MSB) has a database of experts for emergency interventions in developing countries. The international global health group that is coordinated by MFA includes all the main actors of this thematic area and the group also serves as a de facto resource pool. Meanwhile, a Swedish social entrepreneurship initiative has led to the establishment of Impactpool (previously UNjobfinder), a fast-growing Stockholm-based online career platform. Impactpool was founded by former Sida and UN human resource personnel. By using artificial intelligence, it offers services to both job searchers and international development institutions to match individuals with positions. It appears that a number of governments have started using the services as a one-stop-shop to identify candidates for development cooperation positions. There appears to be no coordination among any of these pools.

### **2.2.2 Resource base as actual and potential Swedish development actors**

In 2018, the resource base was referred in the KAPAME strategy as “a wider group of *Swedish actors* in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030” (p 6, our italics). This suggest that the resource base consists of both organisational entities working in development and those entities that have a potential to contribute to development cooperation. With this interpretation, the connection between the 11 resource base programmes and the strategy could be considered more tenuous since the programmes are *personnel based*, with focus on building the competence of Swedish *individuals* (with the possible exception of Linnaeus Palme that focuses on academic institutions and partnerships among them), while KAPAME, as understood by Sida, aims to develop the capacity of Swedish *actors*.

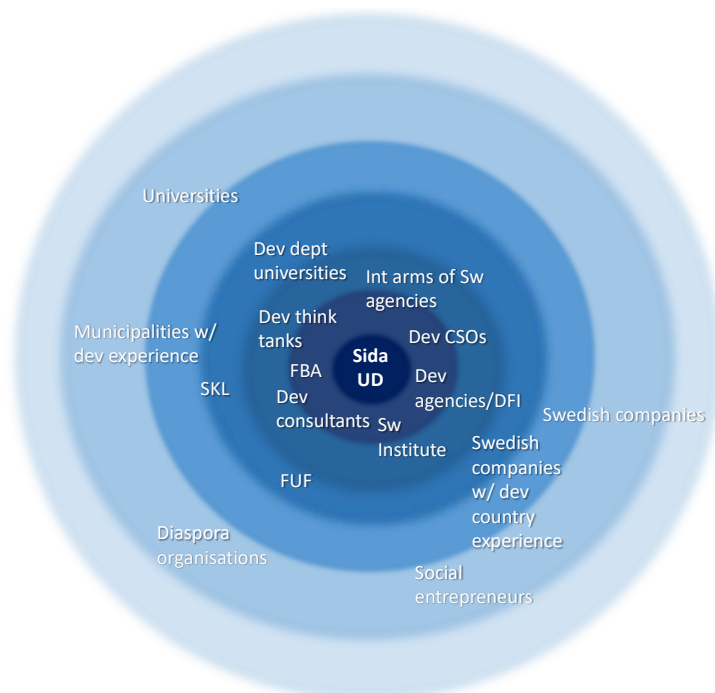
During the scoping exercise, the team developed a visual representation of the actual and potential Swedish resource base and shared it with the stakeholders. The darker centre of the image represents the core of the Swedish resource base for international development cooperation and Agenda 2030, with MFA and Sida at the centre as the primary implementers of Swedish development cooperation policy. The outer light coloured rings represent the potential resource base (currently less or not engaged).



Most stakeholders found the visual representation to be accurate. However, the representation does not fit as well with MFA's objective to make use of Swedish competence in the multilateral system, which is more focused on individuals.<sup>5</sup>

With KAPAME referring to the resource base being "the broad range of existing and potential Swedish actors", in which actors are understood as organisations, the current KAPAME strategy significantly departs from the earlier strategies. Moreover, while the earlier strategies referred to the specific resource base programmes, KAPAME only mentions the secondment programmes. It underlines the importance of increasing Swedish representation (both in terms of number of Swedes and the organisations they represent) with the aim of having greater effect on the multilateral organisations of which Sweden is a member. Although a few of the other nine resource base programmes (JPO, SARC, UNYV, SDP, JDP) may be vehicles for increasing the number of Swedes and promoting some level of Swedish priorities in the multilateral organisations, these are mostly junior level positions offering limited scope for influence. Moreover, the participants do not typically represent specific actors of the Swedish resource base and therefore there is no direct link back to the Swedish resource base once the programme has been completed. There appears thus to be a degree of mismatch between most of the current programmes and Sida's interpretation of KAPAME's objectives.

**Figure 1: Actual and potential actors of the Swedish resource base**



<sup>5</sup> See for instance, *Strategi för Sveriges samarbete med UNDP 2017-2021* and *Nyttjandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster*, UD 2010 which is still regarded as valid today.

## 2.3 Definitions

Since KAPAME has changed the definition of Swedish resource base within Sida, and there appears to be confusion and inconsistency in the use of the phrase, the team will apply the following definitions:

- **Swedish resource base:** For this evaluation, the team will use the term “Swedish resource base” in line with Sida’s interpretation of the KAPAME strategy – a wider group of Swedish actors in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030. This includes Swedish government institutions, CSOs, private sector companies, academic institutions that are currently engaged in development cooperation, as well as those with potential to engage.
- **Competence pool:** This refers to individual Swedes with international development experience – both those that have participated in the Swedish resource base programmes or not. They may be working in Sweden or internationally. These Swedes form a “pool”, but it is not formalised in the form of a roster or network. The way the term “Swedish resource base” was used in the earlier strategies amounts to what the evaluation team calls the “competence pool”.

The team has also noted that there is inconsistencies within Sida how the programmes are grouped. For clarity, the team will group the programmes as follows:

1. **Secondment programmes:** NE and MMS (most senior level and with salary)
2. **Professional programmes:** JPO, BBE, SARC, SDP (junior and middle level and with salary)
3. **Stepping stone programmes:** Praktikant, LP, MFS, UNYV, JDP (traineeships, volunteering, exchanges, and studies funded with stipend or grant).

## 2.4 Preliminary assumptions concerning the Swedish resource base

The team has been working on devising a theory of change for KAPAME and the 11 resource programmes. This is proving to be fairly challenging. In addition to the programmes having many potential pathways, the mismatch mentioned above makes the connections vague. Thus, as a first step, the team has formulated hypotheses and underlying assumptions that stem from the strategy and the objectives of the programmes. The team will apply these assumptions when assessing effectiveness and relevance of the programmes.

### 2.4.1 Overall Hypothesis about the resource base

The implicit assumptions of KAPAME leads to the following overall hypothesis:

4. ***If** Sweden develops (broadens, deepens, diversifies and energises) its resource base and its capacity and facilitate partnerships and mutual learning, **then** Sweden will more effectively contribute to the implementation of Agenda 2030; create conditions for broader and more sustainable relations beyond aid; and strengthen the impact of Swedish development policy priorities **because** this will unlock potential capacities of the Swedish resource base that can fill gaps in the effort to achieve the global goals.*

This hypothesis leans on Sweden’s Policy for Global development (PGU), which underlines that the responsibility and opportunities for global development reaches beyond the traditional development actors to line ministries, public agencies, universities and

civil society. It is also aligned with SGD 17, which concerns the need for partnerships, resources and knowledge echoes this position.

The hypothesis assumes that Sweden has important knowledge and expertise that is relevant to developing countries. Thus, there are organisations that have important knowledge that can be applied to support development processes through, for instance, technical assistance and capacity development. The reference to “partnership and mutual learning” (taken from KAPAME) captures an important phenomenon in development cooperation, namely, the cross-cultural encounter and the reciprocity that can be achieved. Indeed, Swedish actors engaging in development initiatives will often mention that it perhaps learns as much from engaging in the initiative and interacting with people from developing countries as the intended beneficiaries. While this might be considered as an unintentional and incidental effect of the development initiative, it could be seen as a critical factor in the SDG implementation.

Developing the Swedish resource base in this hypothesis is understood as consisting of four elements: i) *broadening* (involving more actors); ii) *diversifying* (involving more types actors – civil society, public sector, private sector and academia); iii) *deepening* (further developing the knowledge and skills of the entities); and iv) promoting conditions so that the entities interact in a way that is *dynamic and vibrant, and adds further value*.

A task for the evaluation team will be to determine the extent any of the resource base programmes can be developed from a personnel-focus to an actor-focus programme and thus contribute to partnership and mutual learning among institutions.

#### 2.4.2 Assumptions about the (personnel-based) resource base programmes

The reality is that the Swedish resource base – i.e. the Swedish institutional *actors* that are involved in international development cooperation, barely participate, if at all in the resource base *programmes*, with the exception of Sida itself and MFA. Since the programmes are focused on individuals, the following set of assumptions take departure in their participation:

5. ***If Swedes<sup>6</sup> participate in the Swedish resource base programmes, then the Swedish resource base (actors) for international development cooperation will be stronger, because a critical mass of experienced and knowledgeable participants will return to Sweden and have an opportunity to work in the Swedish resource base – i.e. the Swedish government, public sector institutions, CSOs, academia and private sector companies.***
6. ***If Swedes participate in the Swedish resource base programmes, then the Swedish government will become a more effective international development actor, because a critical mass of participants that have gained essential experience and competencies needed to implement agenda 2030 will have an opportunity to continue a career within the government and its agencies; and bring with them insight, knowledge, experience, and networks that will enhance Swedish government capacities.***

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<sup>6</sup> For some programmes, foreigners with Swedish residency can apply for many of the programmes.

7. ***If** Swedes participate in in the Swedish resource base programmes, **then** they are likely to continue a career within developing cooperation in the EU and the multilateral system, **because** there is a match between the participants' competencies and the need for such within these entities.*
8. ***If** Swedes participate in the Swedish resource base programmes, **then** Sweden will be able to contribute internationally experienced Swedes to international processes and high level positions, **because** the participants continue to work in development and form a competence pool from which the government can draw upon when specific experts are needed.*

This assumption assumes that a competence pool can exist without people knowing they are actually part of it, and that the development actors within the public sector can access this pool when specific types of internationally experienced development experts are needed.

9. ***If** Swedes participate in the Swedish resource base programmes, **then** the multilateral system will more effectively address Swedish global priorities and thus increase the impact of Swedish development policy priorities, **because** the Swedes will bring Swedish values and priorities with them to the workplaces abroad and promote them.*
10. ***If** Swedes participate in the Swedish resource base programmes, **then** members of the Swedish taxpaying public that the participants come in contact with will be more informed about and more positive towards development cooperation, **because** they will more easily visualise the Swedish development effort ("biståndsvilja").*

#### 2.4.3 Programme-specific assumptions

The final set of assumptions take into consideration of the objectives of the specific programmes:

11. ***If young** Swedes participate in the BBE programme, **then** the Swedish resource will be broadened with young professionals who understand development cooperation **because** a critical mass of young professionals who may not have had development cooperation as their career path will have the necessary skills, knowledge and experience to apply their technical skills in a development context*

This assumption assumes that the BBE programme has systematically targeted Swedish young professionals who may have some/not much development cooperation experience but have skills that are relevant to Swedish development cooperation priorities. It also assumes that they will have employment opportunities within the Swedish resource base upon their return and/or that they have applied their skills in their work after participating in the programme.

12. ***If young** Swedes participate in the JPO/SARC/SDP/JDP programmes, **then** there will be more Swedes in the multilateral/EU system over time, **because** a critical mass of these participants will have the necessary skills, knowledge and experience to secure positions and a career within the multilateral system.*

This assumes that there are job opportunities for the young/mid-level professionals to apply to within the UN. In the UN competition is fierce at P3-level, which is the level JPOs would be applying for. For young professionals to obtain a position in the EU, an entrance exam is required. Going directly from a JDP to a fixed position would therefore not be possible.

13. ***If** young Swedes participate in the MFS/Praktikant programmes, **then** they are likely to consider a career in international development **because** the programme opens them to new perspectives, ideas, challenges, and intercultural competence which make them interested in pursuing a career in international development cooperation.*

Given the large number of former MSF participants that work with development issues today, it would seem that at least in the past, this assumption has held true. However, it is possible that attitudes have changed among Swedish youth, making the programme less relevant. For instance, young people in Sweden today are, compared to many other countries, well informed on global issues. The global goals are well known as a concept and there is strong climate consciousness. Swedish companies maintain that when recruiting young Swedes, applicants tend to ask to what extent companies are concerned with sustainability issues. Indeed, to attract the best talent, Swedish companies feel they have to showcase their efforts to contribute to a sustainable world. On the other hand, if today's youth are more open and well-informed, MFS as a bridge to a career in international development may constitute an even more important tool for youth to obtain practical experience.

14. ***If** young Swedes participate in the UNYV programme, **then** Sweden will have better candidates for the JPO programme, **because** the participants will gain relevant skills, knowledge, experience; intercultural competence; and broader understanding of development issues and Agenda 2030; will understand the UN principles and values of volunteerism; and will want to continue an international career.*
15. ***If** academics (teachers and students) participate in Linnaeus Palme programme, **then** Swedish academic institutions will consolidate partnerships with institutions for higher learning in developing countries and engage in the efforts to implement Agenda 2030, **because** they will have staff with deepened understanding of development issues and policies.*
16. ***If** Swedes participate in the Swedish secondment programmes (MSS and NE), **then** within just a few years the Swedish government will have a competence pool of senior experts to draw from that have insights, knowledge, and broadened networks, **because** the secondees will return to jobs within the Swedish public sector.*

This assumption assumes that there are attractive positions for the secondees to return to in which they can use their new competencies.

### 3. Summary findings from the mapping

This section provides a brief overview of the 11 resource base programmes covered by the evaluation. A more detailed mapping of the programmes that will be subject to deep-dives (BBE and MSS) is included in Annex 3 and provides the basis for the selection of the sampling criteria and sample size. Table 4 at the end of this chapter provides an overview of the basic details of the 11 resource base programmes.

**The overall budget allocations to the resource base programmes** have remained steady at approximately 60 percent of the total strategy portfolio disbursement for the period 2014 to 2018. In total amount, the funds under the capacity development strategy that are managed by CAPDEV increased significantly in 2018, from SEK 485 million to SEK 682 million.

**The total expenditure on the 11 resource base programmes** is provided in the table below. The disbursements to the UN programmes (JPO, SARC, SPD, MSS and the new UNYV programmes) have increased significantly in the period from 2014 to 2018. The EU related programmes (JPD and NE) have remained at steady low levels. The bilateral programme BBE is the third largest in the resource base portfolio and has been maintained at a high funding level throughout the period, although with a dip in 2016/2017 when the programme was refocused from embassy placements to partner organisations. The UHR programmes make up approximately 25 percent of Sida's total portfolio expenditure to resource base development. In 2016 there was a reduction in the financial volume of the UHR programmes: the Athena and 'Sida-stipendie' programmes were discontinued and the budgets for the MFS, praktikant and Linneaus Palme programmes were reduced by almost 40 percent.

**Table 1 Total expenditure per programme<sup>7</sup>, 2014-2018 (rounded in SEK thousands)**

|                       | <b>2014</b>    | <b>2 015</b>   | <b>2016</b>    | <b>2017</b>    | <b>2 018</b>   |
|-----------------------|----------------|----------------|----------------|----------------|----------------|
| <i>JPO</i>            | 49 233         | 44 872         | 63 200         | 69 000         | 89 800         |
| <i>MSS</i>            | 21 100         | 29 800         | 48 300         | 55 500         | 66 702         |
| <i>BBE</i>            | 50 920         | 45 743         | 36 000         | 37 100         | 45 339         |
| <i>UNYV</i>           |                |                |                | 15 500         | 35 101         |
| <i>SARC/SDP</i>       | 10 757         | 12 995         | 19 100         | 19 500         | 35 700         |
| <i>NE</i>             | 7 304          | 8 534          | 8 200          | 8 700          | 13 408         |
| <i>JPD</i>            | 3 362          | 2 296          | 1 800          | 3 200          | 3 199          |
| <i>UHR</i>            | 109 800        | 91 300         | 52 000         | 73 000         | 78 118         |
| <i>of which</i>       |                |                |                |                |                |
| <i>MFS</i>            | 24 000         | 24 000         | 14 817         | 18 000         | 24 000         |
| <i>Praktikant</i>     | 16 000         | 16 000         | 10 986         | 12 200         | 15 350         |
| <i>Linneaus-Palme</i> | 42 000         | 40 500         | 22 586         | 25 000         | 32 000         |
| <b>Total</b>          | <b>252 477</b> | <b>235 542</b> | <b>228 600</b> | <b>281 500</b> | <b>367 367</b> |

Table 2<sup>8</sup> below provides an **overview of the participation in the Swedish resource base programmes** between 2014 and 2018.

<sup>7</sup> This excludes expenditure relating to administration, training and other support costs.

<sup>8</sup> Source: Strategirapport 2017 för Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017 and Sida/BISI analytical report by strategy.

- **The EU programmes (JPD and NE)** have maintained a steady low number of participants. Each year JPD has 10 participants, out of which Sweden finances seven and the EU three. Seconded National Experts have gradually increased from four to nine between 2014 and 2018.
- Within the **multilateral resource base programmes (UNYV, JPO, SARC/SDP, MSS secondments)**, the JPO programme has the largest number of participants. Sweden recruits on average about 30 new JPOs each year. The SARC/SDP programmes have remained relatively stable, averaging about 15 participants per year. In terms of the number of secondments (MSS), there has been a large increase, from four to over 30 in the four-year period. The Swedish participation in the UNYV programme started in 2017. The first batch of UNYVs will be in the final stages or have completed their posting during the course of this evaluation. Each biennial cohort of UNYVs is 20 persons.
- Among the **Swedish bilateral programmes** the BBE has remained stable at around 25 participants on contract each year during the period 2014 to 2018. However, the programme is currently on hold pending a potential redesign of the programme.

**Table 2: The number of participant placements per resource base programmes managed by Sida 2014-2018**

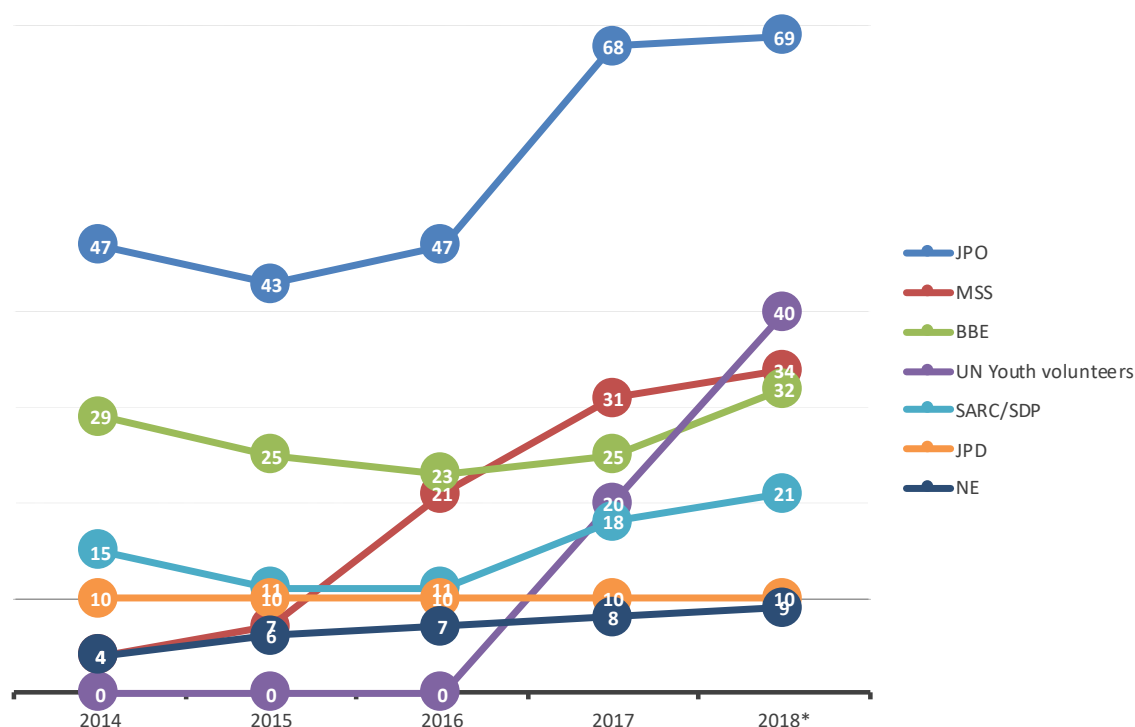


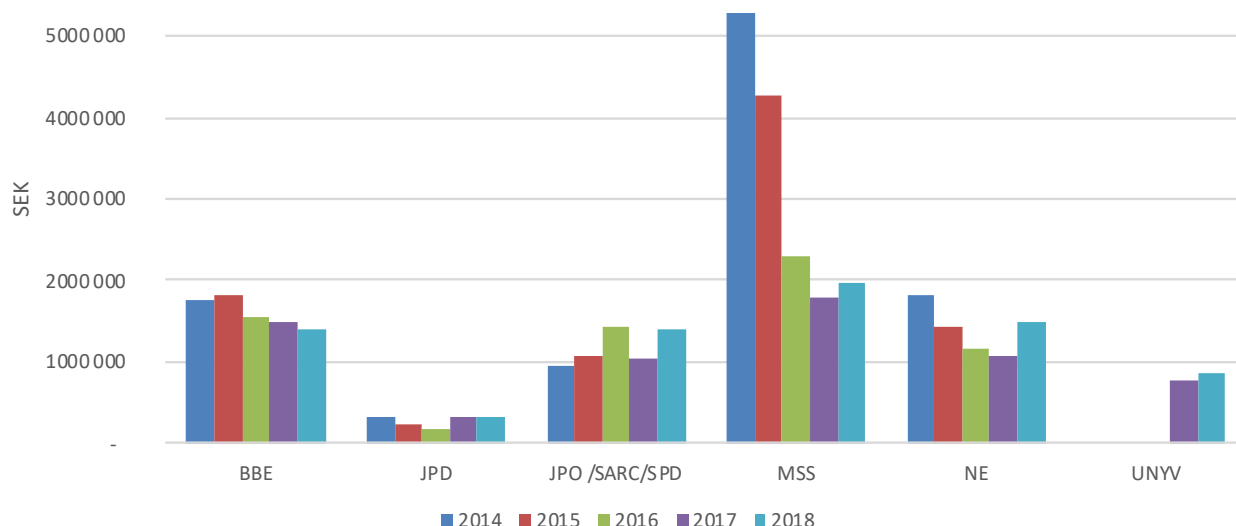
Figure 2 below provides an **overview of the average cost per participant** for each resource base programme. We are cautious to draw immediate conclusions on the cost effectiveness of the programmes given their different size, nature and levels of seniority of the participants. However, a few observations can be made at this stage:

- the MSS programme, which is the most senior of the resource base programmes with positions filled at P4 to p5 levels, is the most costly programme per partici-

pant<sup>9</sup>, including when compared to the EU National Expert programme that carries equivalent seniority. The significantly higher costs in the first two years of the MSS programme (2014 and 2015) are explained by the low number of participants those years and that the recipient organisations initially wanted upfront payment for two years. Sida estimates that the secondments to the UN and World Bank Group organisations cost between SEK 2,5 million to SEK 3,5 million per year in total per position;

- The BBE programme costs approximately 30 percent more than the equivalent UN programmes (JPO/SARC/SPD). Sida estimates the costs for a BBE placed at an embassy at SEK 2,500,000 per person per year and SEK 1,300,000 when the participant is placed at a partner organisation.
- The average cost per participant for the JPD programmes is very low (>SEK 300,000 per participant and year), even when compared to the UNYV programme, which carries equivalent seniority and entry requirements. The lower cost is partly because the EU funds three of the ten participants.

**Figure 2 Average cost per participant per programme, 2014-2018**



### 3.1.1 Deep-dives into BBE and MSS programmes

A more detailed presentation is provided in Annex 3, however a few of the main observations regarding the MSS and BBE programmes, are as follows:

#### MSS:

- In terms of placement, seconded staff to multilateral organisations (MSS) are **mainly posted at headquarters positions**<sup>10</sup>. UNDP and UNFPA top the list of number of placements. Sweden is also one of the largest donors to these two organisations.

<sup>9</sup> Salaries for secondees at P4 and P5 levels follow the UN and WB salary and benefits package for staff at those levels.

<sup>10</sup> This is aligned to Sida priorities to place P5 positions to address administrative issues and priority thematic areas at headquarters levels where they can have the greatest organisational impact/influence.



- In terms of thematic focus, the data does not present any clear trends and the subject areas are very widespread.
- So far, predominantly Sida and MFA staff have been seconded, with a handful from Näringslivsdepartementet, Justitiedepartementet and Socialdepartementet. In addition, two persons are currently seconded from Naturvårdsverket. Sida has agreements with Energimyndigheten and Jämställdhetsmyndigheten for future secondments.
- There is adequate reporting and documentation on the secondments.

#### BBE:

- There has been a shift in focus from placements at embassies to placements predominantly at partner organisations.<sup>11</sup> This shift took place around 2016/2017.
- There is a clear regional focus on Africa (>50% of placements).
- 72% of BBE positions have gone to recurring embassy positions, with the embassies in Maputo and Lusaka topping the list. Almost all partner organisation BBE positions are single occurrence (86%)<sup>12</sup>.
- BBES at embassies were predominantly used to operationalise business for development (B4D), ICT for development, (following a major push for these areas in 2012) and Democracy and human rights programmes at country level. Among the active BBE positions there is currently a greater focus on gender equality, environment and climate change which is in line with the current overarching Swedish priorities for development cooperation.
- There is inadequate reporting and documentation on the BBE positions. Documentation has been deleted or security classified in Sida's archives for reasons of data protection.

#### Linnaeus-Palme (LP), MFS and Praktikprogrammet:

- In total, **38 schools and universities** have applied for funds under the LP and MFS programmes since 2015. The **LP programme has granted support to more than 3000 participants, the MFS programme had roughly 2500 grantees and Sida's Praktikprogram (managed by UHR) had roughly 600 grantees** in the same period of time.<sup>13</sup>
- Table 3 below displays data on LP and MFS for 2018-2019. In total, 19 universities received funds from the two programmes. The universities have been categorised based on size (in relation to number of students). It turns out that the total amount of funds are relatively even distributed among these three categories – large universities (34% of total funds for both programmes); medium sized universities (27%) and small universities (38%). The data show that the **large universities have more MFS grantee per university**; and suggest

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<sup>11</sup> Sida offers all BBES placed at partner organisations the option to change to an embassy or another organisation for their third and final year. According to Sida, most choose to change both location and type of organisation.

<sup>12</sup> Sida notes that a reason why partner placements have not reoccurred can in part be explained by the fact that the shift in policy to place BBES at partner organisations rather than at embassies has not been in place long enough for multiple placements.

<sup>13</sup> Resultatorienterad rapport för UHR:s Sida-finansierade program 2016-2018.

that the **large universities have a higher share of approved LP programmes** compared to the other two categories (86% for large universities to be compared with 70% for small universities and schools).

**Table 3 The Swedish universities and recipients of funds for Linnaeus-Palme and Minor Field Study 2018-2019**

| Swedish universities and recipients of funds from UHR (MFS & LP 2018-2019) |                        |                                 |                                                  |                                     |                                  |
|----------------------------------------------------------------------------|------------------------|---------------------------------|--------------------------------------------------|-------------------------------------|----------------------------------|
|                                                                            | Number of universities | Number of LP applications 18/19 | Number of LP rejections of LP applications 18/19 | Share of approved LP programs 18/19 | Number for MFS 18                |
| Large university                                                           | 4                      | 44                              | 6                                                | 86%                                 | 210                              |
| Medium university                                                          | 5                      | 40                              | 7                                                | 83%                                 | 143                              |
| Small university                                                           | 10                     | 64                              | 19                                               | 70%                                 | 160                              |
|                                                                            | Total funds LP 18/19   | Approved funds MFS 18           | Total funds                                      | Share of total funds                | Share of total funds per student |
| Large university                                                           | 11 197 500 SEK         | 6 300 000 SEK                   | 17 497 500 SEK                                   | 34%                                 | 156 SEK                          |
| Medium university                                                          | 9 573 000 SEK          | 4 290 000 SEK                   | 13 863 000 SEK                                   | 27%                                 | 200 SEK                          |
| Small university                                                           | 14 809 800 SEK         | 4 800 000 SEK                   | 19 609 800 SEK                                   | 38%                                 | 319 SEK                          |

*The table on the next page provides basic details of the resource base programmes that are included in this evaluation.*

**Table 4: Overview of Swedish resource base programmes**

| Manager                 | Pro-gramme             | Objective                                                                                                                                                                                                                                                                                                                            | Level                  | Start       | Disbursed<br>2018 MSEK | Target group                                                                                                                  |
|-------------------------|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------|-------------|------------------------|-------------------------------------------------------------------------------------------------------------------------------|
| <b>Sida<br/>/CAPDEV</b> | UNYV                   | Increase engagement in volunteerism among people under 30; increase the resource pool available for Swedish JPO recruitment.                                                                                                                                                                                                         | Entry                  | 2017        | 35,1                   | Young professionals aged 18-28, with limited work experience, wishing to pursue a career in international cooperation         |
|                         | JPO                    | Increase the number of Swedes in the multilateral system, as well as to increase knowledge and experience from the UN in Sweden                                                                                                                                                                                                      | P2                     | Since 1960s | 90,2                   | Young professionals below the age of 33, with at least two years' prof experience                                             |
|                         | SARC                   | Enhance the capacity of coordination of the Office of the Resident Coordinator and strengthening the coherence of the UN System at country level; get more Swedes into the UN system (at P3 level)                                                                                                                                   | P3                     | 2005        | 31,6                   | young professionals below the age of 39 with more than five years relevant professional experience                            |
|                         | SDP                    | Support UNDP country offices in the Agenda 2030 implementation. Get more Swedes into the UN system (at P3 level)                                                                                                                                                                                                                     | P3                     |             | 4,9                    | Similar to SARC, currently tied to UNDP                                                                                       |
|                         | BAE/BBE                | Broaden and strengthen the Swedish resource base, as well as to bring back the knowledge to actors within Swedish development cooperation.                                                                                                                                                                                           | Early/mid-level        | 1985        | 45,4                   | BAE:s are young professionals under the age of 33, with maximum 2 years of relevant work experience.                          |
|                         | JPD                    | Enable young people to gain a first-hand experience in the work of Delegations and an in-depth understanding of their role in the implementation of EU external policies. Can apply for two years' traineeship at an EU delegation, either EEAS (for political and press functions) or EC (for aid management, economic issues etc.) | Entry                  | 2014        | 3,2                    | Young professionals with maximum four years' experience                                                                       |
| <b>Sida/<br/>MULTI</b>  | NE (EU)                | Contribute to development cooperation and development policy within the EU, to bring back knowledge and experience from EU institutions to Sida and the MFA and to increase the impact of Swedish development policy priorities.                                                                                                     | Senior levels          | 2014        | 13,4                   | Senior Sida/MFA staff. Assigned to (DG DEVCO, DG NEAR, DG ECHO and EEAS) - 2-4 years                                          |
|                         | MSS (UN)               | Increase knowledge and experience from the multilateral system; increase the impact of Swedish development policy priorities as well as provide strategic support to partner organizations, as well as to provide further career opportunities to Sida/Government staff.                                                             | P4-P5                  | 2014        | 66,7                   | Senior Sida and other government staff                                                                                        |
| <b>UHR</b>              | MFS                    | Facilitate international experience and a broader understanding of development issues and Agenda 2030, for young people who may later contribute to the resource base.                                                                                                                                                               | Academic qualification | 50 years    | 19,4                   | Swedish university undergraduate students who may apply for a scholarship to gather material in a LMIC for their BA/MA thesis |
|                         | Linnaeus-Palme         | Promote and consolidate partnerships between institutions for higher learning; deepen the understanding of development issues and policies among participants.                                                                                                                                                                       | Academic qualification |             | 28,9                   | Students and teachers at university level from Sweden and from LMICs                                                          |
|                         | Praktikant-pro-grammet | Increase the trainee's understanding of development issues as well as their international experience and inter-cultural competence. To broaden the resource base.                                                                                                                                                                    | Entry                  |             | 13,3                   | Swedish frame organisations (CSOs) can offer an internship to a Swedish person aged 20-30.                                    |

## 4. Findings on scope

During the scoping exercise, the team interviewed stakeholders and undertook a preliminary document review. The findings are organised below under five different headings.

### 4.1 Policy relevance

1. All stakeholders are concerned that the evaluation assess the extent to which the programmes are aligned with and contributing to the **goals outlined in KAPAME**. Particularly CAPDEV and SPF would like the evaluation to identify **new opportunities** in relation to KAPAME.
2. It is not considered useful to focus on results in relation to the **older strategies**, but rather to assess whether the current programmes are in line with the current strategy (KAPAME) and what if anything would be needed to ensure that results of the programmes are relevant to KAPAME.
3. The KAPAME strategy has four subject areas, of which one is the Swedish resource base<sup>14</sup> Sida has confirmed that the **policy scope of this evaluation** is the sections in KAPAME that are specifically discussed under the heading in the Strategy called "the Swedish resource base".

### 4.2 Results

1. The majority of stakeholders are interested in learning more **about results**. Are the programmes achieving their objectives? Are these results relevant to KAPAME?
2. There is interest in **unintended effects** of the programmes among the stakeholders. This could for example consist of positive and negative effects within the recipient organisations.
3. Much of the existing data on results is focused on the *individuals* participating in the programmes. This includes surveys and mid-term and final reports from the participants. Some stakeholders therefore hold that collecting this type of data for many of the different programme participant would not add much value. On the other hand, there is less current data on the *actors* of existing Swedish resource base and how they relate to the programmes, in terms of the extent that these are made up of individuals that have at some point participated in the programmes.
4. **MSS** is considered by several to be especially important to focus on in term of results. It has been running long enough to generate a first set of results.

### 4.3 Organisational effectiveness

1. The extent the evaluation should assess Sida's and UHR's organisational effectiveness **varies considerably**. For some, it is not important. For a majority, it should be examined, but it should not be the core emphasis of the evaluation.

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<sup>14</sup> The other three are capacity development among organisations in partner countries; collaboration and partnership internationally and within Sweden; and innovative approaches to methods and collaboration.

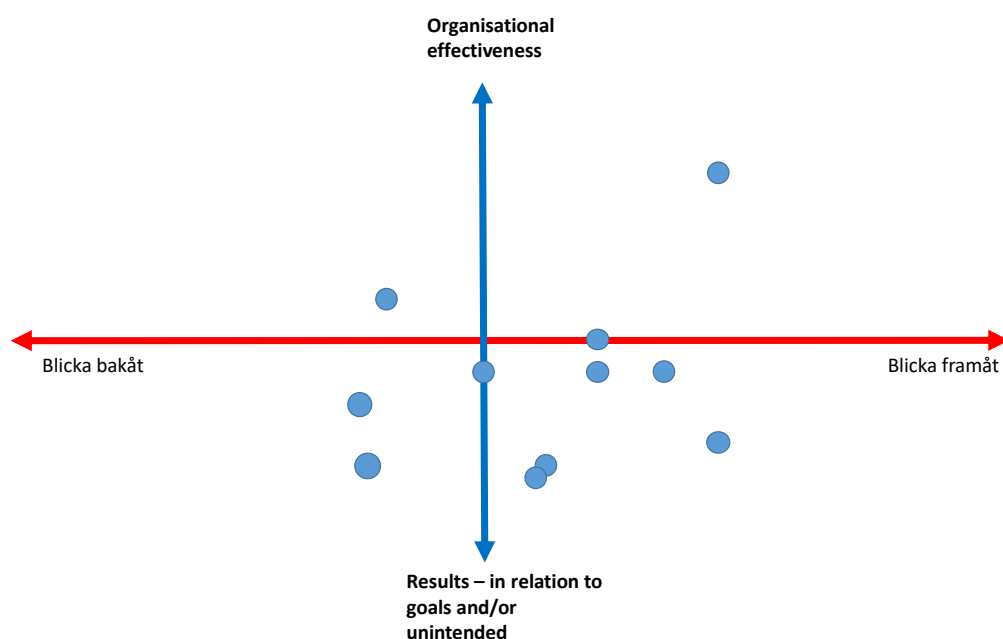
2. For CAPDEV, the “owner” of KAPAME, examining and assessing organisational effectiveness is a **clear priority**.
3. There are potentially several relevant **organisational issues** that may be important to analyse and assess so that Sida can better manage the programmes in line with KAPAME. This includes analysing and comparing the different ways each programme is managed; the extent that Sida’s structures, systems, and regulations are geared to the task of expanding, diversifying, deepening, and maintaining the Swedish resource base.

#### 4.4 Forward and background perspective

The majority of the stakeholders would like the evaluation to have a forward-looking perspective. For most, this means using data relating to past results to learn lessons, draw conclusions and make recommendations in relation to how to adjust the programmes/implementation/management of the programmes to best attain the objectives of KAPAME. There was also the view among a few that the evaluation should be even more forward-looking and explore and devise new innovative programme solutions for the future. A few also took the opposite view, giving priority to gathering solid data on results and assessing the effectiveness of past performance.

A rough plotting by the team of the feedback from the key stakeholders reveal the divergent perspectives:

**Figure 3: Matrix depicting stakeholder priorities for the evaluation’s scope**



During the scoping exercise, Sida and the evaluation team have agreed that **the scope of the current evaluation should be more forward looking** in terms of extracting lessons learnt and providing input to the future programme development/adjustment process, but not extend into an exercise of providing design solutions for future programmes.

## 4.5 Key findings of past evaluations

The JPO and BBE programmes were assessed in 2004 (covering 1992-2003); the JPO, JED, SARC and BBE were evaluated in 2009 (covering 1992-2008); and BBE was assessed again in 2014 (see box below for key findings of these evaluations). The past evaluations have findings in relation to both results and organisational effectiveness that the current evaluation can draw upon. Along with studies and monitoring efforts, the evaluations have generated data in relation to the results of most of the older programmes. In particular, there is considerable survey data on participants. It is questionable whether an additional broad survey of former participants at the current time would add significant value to this body of data from a utility perspective.

### Box 1: Past evaluation findings

The two evaluations (2004 and 2009)<sup>15</sup> presented mostly similar (and positive) results:

- 75% to 85% of former participants were working in development cooperation in Sweden or abroad and a majority believed they would be working in this field in five years' time
- Around 30% of the Swedes working in development-related positions in international organizations had gone through the programmes (2003-04 evaluation)
- A majority of participants were posted to developing countries and worked in the fields of democracy, human rights, environment and rural development – although the latter was decreasing
- Most participants were satisfied with their experience - “an unequalled learning opportunity” which had benefited them professionally and personally
- One third of the JPOs and half the BBEs felt they were able to spread knowledge about Swedish development cooperation objectives and values (2003-04 evaluation)
- Both evaluations found that the preparations before participants were posted were generally very good. The 2009 evaluation found that the training provided before departure was very good.
- Both evaluations showed that former participants were critical about having no or few opportunities to share their knowledge and experience when they return to Sweden. They found that in general there was very little interest on the recipient side. Sida has failed to develop a systematic approach to debriefing and feedback, which meant that valuable information was wasted

In terms of Sida's organisational effectiveness the evaluations (and the BBE assessment) also presented similar findings. With similar shortcomings at Sida over the years:

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<sup>15</sup> Nilén H, Nilsson P-U och Nyberg J. *Verktyg som utvecklats av den svenska resursbasen - En utvärdering av JPO- och BBE-programmen 1992-2003*. Sida. 2004  
 Lewin, Elisabeth. *Training for a Career in International Development – an Evaluation of the JPO, BBE, JED and SARC Programmes*. Sida. 2009.

- In 2004 it was unclear which part(s) of Sida were responsible for the programmes in term of financial allocations, follow-up and goal formulation. By 2009, the Team for Resource Base Development (formerly RUI), was perceived as “the owner” of the programmes, serving as the point of contact with the UN and the EU, as well as with the applicants during the recruitment phase. Meanwhile, the 2014 assessment<sup>16</sup> of BBE found a need to clarify roles and responsibilities in relation to the programme’s implementation.
- Both evaluations and the BBE assessment found that the objectives and direction of the programmes were not well formulated.
- The programmes were not well integrated in Sida’s operational activities.
- There was a need to find ways of systematizing the knowledge and experience acquired by the participants in the Programmes.
- The BBE assessment saw a need to find the programme’s uniqueness in relation to the other resource base programmes, which it proposed should be providing BBes to organisations that receive core support from Sida.
- The BBE assessment noted that the programme recruited mostly women with similar backgrounds. Efforts were recommended to aim at diversifying the resource base recruits.

#### 4.6 Scope and the 11 resource base programmes

The scoping exercise revealed that because of the many programmes, their different focus, objectives and stages of development; and the several direct and indirect beneficiaries of the programmes; applying a single lens to all of the 11 programmes will not be useful. Rather, the team needs to apply different methods; undertake different levels of analysis and assessment; and devote different levels of resources to the evaluation of each programme. Key criteria for how extensive the data collection and analysis should be are:

- i) the extent the programme has been assessed in the past; and
- ii) the extent that there is scope for Sida to actually change and influence the programmes.

In its 2018 Strategy report for KAPAME, Sida states that it foresees i) a **reallocation of resources** among the resource base programmes; and ii) a **restructuring** of the programmes to make them more “actor-focused” as opposed to focused on individuals. However, six of the programmes - JDP, NE, JPO, SARC, SDP, and UNYV are run by the UN/EU and Sweden’s support is part of larger programmes run by the multilaterals. Restructuring these programmes is therefore not possible but can be marginally influenced.

Meanwhile, MSS, BBE and Praktikantprogrammet are fully owned by Sida, giving it **considerable scope for changing the programmes**. Because MFS and Linnaeus-Palme are owned and implemented by UHR according to a formal Swedish government decision, there is in theory the possibility of also reforming these programmes.

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<sup>16</sup> Anger, Joakim, Bertil Oskarsson och Malin Grundström. “Översyn av utbildnings-program inom Sidas uppdrag för resursbas-utveckling, Steg 1, Programportföljen som genomförs av UHR”, and “Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling Steg 2, Biträdande Bilateral Expert”, Indevlop AB, 2014

Moreover, many of the stakeholders maintain that the KAPAME strategy raises the issue of policy relevance of the UHR programmes. For instance, they believe that the Linnaeus-Palme and even MFS could potentially be restructured to be more actor focused (in this case academia); while MFS is by some stakeholders considered less relevant to the current strategy. On the other hand, if the MFS programme serves as an early entry point to entering the resource base, allocating funds away from it could have a negative impact. Thus, it would be important to understand what would be the gains and losses if the programmes are restructured and/or funds reallocated.

Most of the programmes have been running for over ten years and have been intermittently evaluated and monitored. Indeed, there is considerable survey data of participants (see **Error! Reference source not found.** in Chapter 6).

**It was therefore agreed with Sida during the scoping exercise that** an additional survey of participants would not **add significant value** to this body of data from a utility perspective. On the other hand, a survey that focuses on staff at organisations that make up the core of the Swedish resource base could provide data on the extent that individuals who have participated in the resource base programmes are currently employed in the Swedish resource base and the potential effects that participating the programme may have had on the individuals.

There are **three new programmes** – UNYV and SDP which were launched in 2017; and MSS which began in 2014. While the former two are too young to assess in terms of results, MSS has been running long enough for effects to be identifiable. Consensus among the concerned stakeholders is that MSS would benefit from a thorough assessment in terms of effectiveness since there is supposedly reports from each participant to be analysed and assessed. In addition, the first group of MSS participants will complete their secondment term after the summer and a debrief workshop will be held by Sida in September.

Among the stakeholders there are no strong views on what types of results information is needed for the **EU programmes**, suggesting that these programmes are given a light-touch approach. It would appear that some sort of assessment of the junior expert to delegation programme (by the Commission?) was undertaken prior to 2014 when the programmes were relaunched, but the evaluation team has not come across any such documentation yet.

## 4.7 Time period

The time period of the evaluation is 2011 to 2019. However, about financial and statistical data for the programmes, the evaluation will focus on the years 2014 to 2018. This is because a shift in Sida's contribution management systems, which started in 2012, complicates comparisons of figures prior to 2014. The team has assessed that the effort that would be required to access reliable data prior to 2014 is not in proportion to the relative value of accessing these figures.<sup>17</sup>

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<sup>17</sup> Sida informs users of the BISI database that "correct information on division per area of support/result for years prior to 2015 is found in Sida's strategy reports".



## 4.8 Conclusions on evaluation scope

Sida and the evaluation team agreed during the scoping exercise that the evaluation scope is framed by the following overarching questions:

1. To what extent are the programme objectives, theory of change, and results relevant to KAPAME? (*relevance*)
2. What results have each programme achieved? (*effectiveness*)
3. How are the programmes managed and what would be needed to better fulfil KAPAME? (*efficiency*)

These questions suggest a forward-looking **relevance** perspective, based on a “backward” perspective on **results**; and a current perspective on **organisational effectiveness**. In effect, the team will identify the potential “gap” between what the programmes, as a group, are today, and what they need to be to best support the strategy.

Past evaluations of the resource base programmes point to shortcomings regarding Sida’s **organisational effectiveness** in managing the programmes. This would suggest that assessing the extent Sida has progressed/continues to face challenges will be an important area for this evaluation to assess.

In relation to **results** Sida and the evaluation team have agreed during the scoping exercise that the evaluation team:

- Analyse, synthesise and assess **secondary data** (monitoring reports, surveys, evaluations, assessments) on results for the 11 programmes, even if not recent.
- Gather primary data on **MSS** (because it is ripe for its first evaluation) and **BBE** (because it fully owned by Sida and can be redesigned) through interviews with former participants and sampled recipient institutions;
- Gather primary data on the extent that **core Swedish resource actors** (MFA, Sida, framework organisations, consulting companies, government authorities) rely on staff with backgrounds from the resource base programmes (MSF, LP, Praktikantprogrammet, JPO, SARC, SDP, NE, JDP, BBE) **by surveying staff**.
- Interview a sample of **Swedish academic institutions** involved in LP;
- Further explore the feasibility of gathering primary data on MFS and praktikant programmes by interviewing a sample of recipient organisations.

In relation to **organisational effectiveness**, the team will:

- Gather primary and secondary data on Sida’s/UHR’s organisational effectiveness
- Gather primary and secondary data on the resource base programmes of a like-minded country (Norway).

Because of their different objectives, stages of development, and needs; we believe that a differentiated approach to the 11 programmes would be most useful. This is illustrated in the table below in relation to the three overarching evaluation questions:

| Programme             | Q1 Results                                                                                           | Q3 Organisational effectiveness | Q2 Policy relevance |
|-----------------------|------------------------------------------------------------------------------------------------------|---------------------------------|---------------------|
| <b>UNYV</b>           | No                                                                                                   | Primary and secondary data      | Light touch         |
| <b>JPO</b>            | Secondary data<br>Survey of core resource base                                                       |                                 |                     |
| <b>SARC</b>           | Secondary data<br>Survey of core resource base                                                       |                                 |                     |
| <b>SDP</b>            | No                                                                                                   |                                 |                     |
| <b>MSS</b>            | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |                                 | Strong focus        |
| <b>JPD</b>            | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 | Light touch         |
| <b>NE</b>             | Light touch<br>Secondary data<br>Survey of core resource base                                        |                                 |                     |
| <b>BAE/ BBE</b>       | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants |                                 | Strong focus        |
| <b>MFS</b>            | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |                                 | Medium focus        |
| <b>Linnaeus-Palme</b> | Secondary data<br>Survey of core resource base<br>Interviews with universities                       |                                 | Medium focus        |
| <b>Praktikant-</b>    | Secondary data<br>Survey of core resource base<br>Interviews with recipient organisations            |                                 | Medium focus        |

## 5. Evaluation questions

The evaluation team has revisited the evaluation questions during the scoping exercise. Sida and the evaluation team have agreed that the evaluation be framed by the following overarching questions:

4. **To what extent are the programme objectives, theory of change, and results relevant to KAPAME?** (*relevance*)
  - What would be needed for these programmes to be more in line with KAPAME content-wise?
5. **What results have each programme achieved?** (*effectiveness*)
  - What intended and unintended outcomes have each programme achieved?
6. **How are the programmes managed and what would be needed to better fulfil KAPAME?** (*efficiency*)

The team revisited the evaluation questions to assess evaluability during the scoping study. The agreed evaluation questions are presented below. Annex 2 contains the evaluation framework with key questions, indicators, methods and sources of information outlined for each evaluation question.

### Relevance

1. *To what extent are the programmes relevant to the Strategy for Capacity Development, Partnerships and Methods for Agenda 2030?*

How do the programmes complement each other to ensure a broadened, diversified, deepened, well maintained and vibrant resource base? In what ways are the programme designs, implementation and results in line with the KAPAME?

This question is **highly central** for the evaluation and responds to the second overarching question listed above. To answer this requires mapping the programmes (using secondary data on funding, participation, focus etc.); analysis of the design and implementation of the programmes; as well as an overview of the results that the programmes have achieved.

### Effectiveness

2. *To what extent have the programmes contributed to intended outcomes? If so, why? If not, why not?*

There appears to be a sizable amount of secondary data, which should be used to assess all 11 programmes. In addition, the team can gather primary data (through interviews) for MSS and BBE. The team could also examine whether the selected participants for BBE and MSS are well-matched to organisations' needs (demand-driven). The team will assess intended outcomes in relation to the programme objectives.

*3. To what extent have the programmes contributed to unintended positive/negative outcomes?*

This new question came up in the interviews with the stakeholders. There is not much data on this. It is also highly challenging and time-consuming to gather the type of data needed to answer this question, especially for the wide range of resource base programmes. However, a harvesting approach, could provide some information on unintended effects. Thus for a limited number of programmes – e.g. the BBE and MSS programmes, the team could apply an outcome harvesting inspired approach. The team would document stories that it comes across. Naturally, the aim would not be provide an exhaustive account of unintended effects, but to provide information that can serve as an indicator of the kinds and range additional effects the programmes may have.

*4. Are the participants' experiences and knowledge taken advantage of during and after their placement is completed? Are they able to make use of their new competencies and experiences?*

This question relates to results in the long-term and thus comes under the first overarching question. To what extent have the Swedish development cooperation actors benefited? Are the latter proactive in making the most of the resource base? To what extent are there opportunities for participants upon return to Sweden? To what extent are participants making use of their new competences elsewhere and to what extent does this directly or indirectly benefit development/ Agenda 2030/Swedish development cooperation policy priorities? Can factors be identified that are conducive to win-win long-term effects? For this question, the team would rely on secondary data for all programmes, but gather primary data in relation to BBE and MSS. The survey of the resource base actors that the team will administer during the evaluation will also gather data that can help answer this.

### **Efficiency and organisational effectiveness**

The third overarching question captures the key question on efficiency and organisational effectiveness - "How are the programmes managed and what would be needed to better fulfil KAPAME?"

It will involve assessing how well the practices and systems within Sida and UHR are conducive to smooth management and administration; can adjust agilely to changing circumstances; and how it is organised to assesses new programme proposals.

*5. To what extent have lessons learnt from what works well and less well been used to improve and adjust project/programme implementation?*

Past evaluations point to management shortcomings that Sida has had difficulties in overcoming. This includes strategic direction for the programmes; clear roles and responsibilities within the organisation; and monitoring and follow-up of the participants, not least after their respective postings. It would seem important to follow up on these areas to determine the extent to which Sida has or is addressing these issues.

6. *How effective is Sida's and UHR's internal system for managing the programmes?*

Past evaluations point to inefficiencies in the organisational setup of the resource base programmes. This is at the heart of the organisational effectiveness. There seems to be dual demands on the organisation to respond to the long term needs to build the resource base for international development cooperation and Agenda 2030, as well as the internal organisations' ability to adapt to changing contexts. We therefore regard this question as having two sub-questions, namely:

- a) Does Sida HQ, SPF and UHR have the structures and systems in place to build the resource base over the long-term? and
- b) Does Sida HQ, SPF and UHR have the structures and systems in place to respond to contextual and political changes?

What can be learnt from other Swedish actors, such as Folke Bernadotte Akademin, that also work to build the Swedish resource base for international development cooperation?

7. *How efficient is the management of the 11 programmes? To what extent would streamlining and/or enhancing the management processes lead to more optimised results and better alignment with KAPAME?*

Assessing the extent to which the results of the programmes justify the cost is methodologically tricky, since it would involve setting a monetary value to the results achieved. What might be more useful, given the initial discussions with the key stakeholders, is to assess the extent that the 11 programmes are efficiently managed by Sida HQ, SPF and UHR. Could they be streamlined to achieve more with less? And/or to what extent would additional management resources enhance the ability of Sida HQ/SPF and/or UHR to ensure that the programmes broaden, deepen, diversify and maintain the Swedish resource base?

8. *Do other (bilateral) donors have programmes with similar objectives? If so, how are these managed and financed?*

The final organisational effectiveness question involves comparing the Swedish resource base interventions with those of other countries. The team preliminarily proposes that Norway be looked at since it appears to have developed a centre that aims to develop the Norwegian resource base. There are also JPO evaluations that could be studied from Italy, Finland, and Switzerland.

While programmes in other countries may have similar objectives, they may be organised very differently making comparison difficult. The main aim of looking at programmes of other countries will be forward-looking and for learning purposes, to identify good practice that may be relevant in the Swedish context.

## 6. Methodology and approach

We have designed the methodology with the purpose of meeting the needs of the intended users of the evaluation. In this section, we introduce the team's overall evaluation approach, outline the methodology; discuss findings on data availability; explain the different data collection methods that we intend to apply; and finally, sum up the tasks, milestones and deliverables ahead.

### 6.1 Overall approach

#### Participation, learning and utility

NIRAS considers that it is the evaluator's task to contribute to and facilitate decision-making in a meaningful way, so that the findings, conclusions, and recommendations of the evaluation are concrete, specific and actionable for the different intended users of the evaluation. Thus, we aim for a **strong utilisation focus** so that the evaluation process is designed, conducted, and reported in such a way as to meet the needs of the intended users, in this case Sida-MULTI, Sida-CAPDEV, Sida Partnership Forum and UHR. Utility is enhanced when there are **learning opportunities** (informal or more structured) during the evaluation process, which can contribute to building capacities during the evaluation process.

For both utility and learning, applying an **open, participatory and inclusive** approach to the evaluation process is critical. This involves including stakeholders in discussions, analysis and assessments and stimulating a critically reflective discussion amongst them.

The evaluation team is committed to a number of **key working principles** that we have adopted as a result of our hands-on experience with reviews and evaluations. These are summarised below

- **Evidence based.** We **evaluate based on evidence** collected through for instance, document review, narrative sessions, interviews, focus group discussions, network analysis, case studies, sex-disaggregated data, and electronic survey(s).
- **Quality.** We strive for our evaluation processes and products to have high quality. Quality is about **utility, credibility** and **impartiality**. The latter involves independence, fairness and professional integrity.
- **Methodological rigor.** Use of uniform formats for notes, method guides, interview guides, regular updates, and team discussions are important to maintain the flow of information. It is also important to secure upfront levels of expectations within the team in terms of performance and outputs, as well as establish a sound division of tasks and responsibilities.
- **Process approach.** Reviews and evaluations are processes rather than single events. An evaluation should offer space for reflection, learning and if necessary agreed adjustments. Information and accumulation of knowledge during the process may bring new perspectives. Therefore, methodological and analytical frameworks defined during the inception phase of the assignment should not serve as rigid blueprints, but flexible guidelines, open for taking in new perspectives that may emerge during the evaluation.

- **Ethics.** Evaluation will be conducted with the highest standards of integrity and respect. The team will respect the rights of institutions and individuals to provide information in confidence. Sensitive data will be protected and should not be traceable to its source. The evaluation report will not reveal the names of sources and if needed, it will conceal identities or persons or organisations by using abstraction.
- **Systematic and clear communication.** Active and transparent communication and sharing of information are fundamental for useful evaluation processes and products. The team is committed to clear, transparent, and regular communication with Sida throughout the evaluation. Likewise, within the team, systematic communication practices will ensure successful team work. Sharing of documents will take place in a secured common repository to facilitate access and sharing.

## 6.2 Methodological approach

The evaluation will apply a combined deductive and inductive approach. The assumptions presented in Chapter 2 will provide a framework (although disjointed at this point) with relationships and links for the team to test. At the same time, the team will apply an exploratory approach, based on an inductive methodology. This means that the empirical findings produced during the evaluation may guide the evaluation team to probe deeper and seek supplementary interviews and data through 'snow-balling'.



The team will triangulate the findings from different sources, to identify regularities, relationships and resemblances that could provide the basis for conclusions, lessons learnt and recommendations.

## 6.3 Evaluation matrix

The starting point for the evaluation design is the Evaluation Matrix, in which the evaluation questions are matched with indicators, data collection, methods and sources (Annex 2). The document may be adapted along the way, but nevertheless serves as a guiding framework for the evaluation.

The matrix conveys a relatively ambitious evaluation process. For instance, it includes a number of indicators, particularly in relation to results/outcomes. The team will use these in its assessment. They assist the team in collecting, analysing and assessing data. However, while the team is committed to searching for relevant data within the given scope, the team will not necessarily be able to conclude on each indicator since this depends on the availability and reliability of information.

## 6.4 Data availability

In dialogue with Sida, SPF, UHR the evaluation team has explored what data is available that is most useful to this evaluation.

For secondary data collection:

- 1. Sida contribution system and archive – PLAN-IT, TRAC and DOX.** The evaluation team has secured access to Sida's internal management systems during the inception phase. There were a couple of technical and administrative hurdles that prolonged the setup of credentials and access to the various systems. However, all issues have been solved during the inception phase and the team has started to search and review data of relevance.
- 2. Strategies and related documentation including strategy result reports.** These will be important source for the analysis of relevance and results. The team has access to government documents relating to the development of the KAPAME strategy; and the Swedish strategies that have governed how Sida has worked with resource base development for the period covered by this evaluation (2011-2019). Furthermore, the annual strategy reports for each of the three strategies covered by this evaluation (2011-2019) have been extracted from Sida's archives. These provide information of progress aggregated at high-level outcomes. Information on results of the individual programmes is limited in these documents.
- 3. Programme documentation.** This includes appraisals, decisions, programme strategies/målbild, annual reports, annual financial reports, participant reports, periodic surveys (ex-post), minutes from joint meetings. The evaluation team has received relevant programme documentation relating to each programme from desk officers. While this is not exhaustive, it has provided an understanding of what material is most relevant to study for each of the respective programmes. Since the team has access to Sida's internal management systems, complementary documentation, in addition to that already gathered, can be further extracted. However, in relation to BBE there are data gaps since documentation has been removed or security coded for reasons of data protection.
- 4. Financial and statistical data.** The team has access to Sida's management and planning systems. One of these platforms is BISI, where statistical and financial data (including time data) can be extracted. This is an importance source for sampling choices and for the analysis of effectiveness and efficiency.
- 5. Programme Evaluations.** There are a number of evaluations focusing on different resource base programmes. For instance, in 2018, the programmes managed by UHR were evaluated; in 2014 a study of the BBE programme was undertaken; and in 2009, a relatively comprehensive evaluation of the resource base programmes including JPO/SARC/JED/BBE was undertaken. These reports could potentially form a baseline for the current evaluation.
- 6. Available surveys from Sida, UHR and other parties.** This includes the annual surveys conducted by the JPO service centre/UNDP Copenhagen covering the JPO, SARC and SDP programmes. The team has reviewed a range of surveys during the inception report. An initial analysis suggests that there are several surveys that will be valuable and used in the evaluation. The surveys are deemed to bring value both as reference for further assessment, and as evidence in the evaluations triangulation mechanism for evaluation findings. The surveys and their tentative value included in Annex 6.



For primary data collection:

1. **Contact details of past participants** for interviews, including names and contact details. For the seconded staff (MSS) this has been provided by Sida/MULTI. The evaluation team will also need contact details for BBE participants in the selected sample for interviews. This will need to be provided by Sida/CAPDEV.
2. **Contact details of recipient partner organisations:** this is especially relevant for the BBE and MSS programmes. This would need to be provided by CAPDEV, MULTI and UHR.

## 6.5 Data collection methods

The team has selected the following data collection methods for the evaluation.

### 6.5.1 Document and data review and analysis

With the support of Sida (and with the granted access to Sida computers), the evaluation team has compiled relevant documents including programme documents, budgets; technical and financial progress reports; monitoring and evaluation data; past studies and evaluation; minutes, strategies, work plans, correspondence etc. international reports and literature; data on staff nationalities in the different UN agencies and the EU.

Documents and data will be further analysed during the implementation phase of the evaluation. A challenge with data collection is that bulks of documents are not easily downloaded from the Sida contribution or archive systems. This has hampered the initial ambition to take full advantage of computer based processing of natural language processing (NLP). However, the team will still utilise NLP technics to some extent when unstructured data need to be extracted. For example, when handling larger sets of narrative reports and perhaps also web domains.

It is furthermore foreseen that the team will apply an iterative data collection and research approach throughout the evaluation rather than conducting a stand-alone assessment at the outset of the implementation phase. When the volume of documentation is very large, the team will rely on the aggregated contribution lists for each programme and apply the sampling for each respective programme and then extract the required documentation for those contributions.

### 6.5.2 Sampling

Given the wide range and large number of stakeholders, we have devised sampling criteria to select organisations and individuals to interview and documents to review:

- For the **BBE programme**, the team will select participants and recipient organisations covering the criteria of type of recipient (embassy/partner organisation/consultancy), time and regional distribution. Based on the mapping of the support, we propose that the following embassies and organisations should be included in the sample: Maputo, Lusaka, Nairobi, Chisinau, Ankara, Bogota, the Permanent Mission of Sweden to the United Nations and OECD DAC.

- For the **MSS programme**, team will select participants and recipient organisations with the following criteria: a) when the participant was seconded. Here we want to include participants from the first years of the programme (2014/2015/2016) as well as participants that have recently been seconded; b) from what institution the participant originates: Sida, MFA or other department/authority; c) Where the participant was seconded to, if it was HQ or field office. The evaluation team attended the MSS end/returnee seminar on September 26<sup>th</sup>, after which it was agreed with Sida that three organisations will be in focus: UNDP/RCO, UNICEF and FAO.
- **UHR programmes (LP and MFS)**: We know from the mapping of the support that the size of the university and/or academic institution seems to be an important factor determining the number of LPs and MFS awarded. As such a sample of 3 (up to 6) universities or 1-2 universities from each of the three size categories (Large, Medium, Small). The table below lists 7 potential universities based on a stratified sample.

**Table 5 Suggested sample of universities for data collection on for the LP and MFS programmes**

| Large Universities            |                                                                                  |
|-------------------------------|----------------------------------------------------------------------------------|
| Lunds Universitet             | Largest MFS and large share of rejected LP.                                      |
| Göteborgs Universitet         | Large share of approved LP and largest in total funds.                           |
| Medium-sized universities     |                                                                                  |
| Kungl. Tekniska Högskolan     | Second largest in terms of MFS as well as share of total funds.                  |
| Malmö Universitet             | Large share of rejected LP.                                                      |
| Small universities            |                                                                                  |
| Sveriges Lantbruksuniversitet | Largest share of rejected LP and highest number of MFS among small universities. |
| Högskolan Jönköping           | Largest share of total funds among small universities.                           |
| Röda Korsets Högskola         | Smallest in terms of total funds and number of LP.                               |

### 6.5.3 Electronic survey targeting the Swedish resource base population

The team has developed a draft survey with the ambition to reach a wide population of individuals currently working in the Swedish resource base. The scope of the survey includes Swedish government, private sector and civil society organisations that are engaged in Swedish development cooperation and the implementation of Agenda 2030 (Sida partners and MFA).

The preliminary list of organisations (resource base actors) that will be included in the survey are included below:

- *Government offices*: MFA, Expertgruppen för biståndsanalys (EBA)
- *Authorities*: Sida and a selection from Sida's network 'Svenska myndigheter i samverkan för Agenda 2030'

- *Local authorities:* SKL International
- *Consulting companies:* NIRAS Sweden, FCG Sweden, NCG
- *Civil society organisations:* Forum Syd, CONCORD, Plan International, Diakonia, Kvinna till Kvinna, Svenska Kyrkan, WeEffekt, NIR

The team aims to administer the survey via single entry points (probably human resources units) at the selected organisations. These individuals would disseminate and encourage response from relevant sub-populations in their organisations. This approach crucially requires support from Sida, who would identify contact persons at the partner organisations; communicate the purpose and importance of the survey; and hopefully obtain buy-in. The team then needs to establish communication with the contact persons to obtain estimates on the number of recipients and thus the potential scope of the survey.

Against this backdrop, the survey has been designed to be short and simple and relevant to the various programmes. The survey language is Swedish. The majority of questions are based on pre-programmed responses with likert-scales. However, the respondents are also encouraged to leave narrative responses to questions of key importance. In short, the intent of the survey is to gather perception that can give reasonable estimations of the following:

1. Degree of awareness - how well known are the 11 programmes among (relevant) employees within the selected target group?
2. Degree of attractiveness – among the ones that were aware of one or more programmes, how many have applied?
3. Degree of enrolment – among the ones that have applied, how many have been enrolled in one of more programmes?

And amongst the ones that have been enrolled and participated the survey will try to probe deeper in an attempt to estimate extent of:

- a. Programme/s effect on career choices.
- b. Programme/s effect on professional network.
- c. Programme/s effect on professional utility

#### 6.5.4 Interviews

Interviews will allow the evaluators to gather granular qualitative information. It is estimated that the team will interview between 65-80 persons during the data collection phase. This includes a selection of stakeholders from the programmes; receiving organisations; as well some post-participant recipient organisations (resource base actors) to gather data on effects of the programmes. The interviews are listed below:

- **Key informants:** at Sida including CAPDEV, MULTI, SPF, CIVSAM; UHR; UD IU; JPO Service Center Copenhagen; NORAD Knowledge Bank, OECD/DAC
- **Resource base actors:** 2-5 Follow-up interviews after the survey. Human resources departments at Sida and MFA will be included for interviews.
- **Resource persons/organisations:** e.g. FUF; MFA/Global Health (Anders Nordström); Impact Pool (Henrik Rydén)

With regards to the participants and the recipient partners and organisations the table below details the number and type of interview that will be held.

| Programme              | Total no. of interviews | Comment                                                                                                                                                                                                                                                                         |
|------------------------|-------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>BBE</b>             | 16-24                   | At least 10 BBE positions will be selected for interviews. Both participant and recipient organisations will be interviewed.                                                                                                                                                    |
| <b>MSS</b>             | 8-14                    | At least 6 MSS positions will be selected for interviews with participants and recipient organisations respectively. Three organisations will be focused on focus: UNDP/RCO, FAO and UNICEF. One group discussion (returnee workshop)                                           |
| <b>LP and MFS</b>      | 3-6                     | For the LP and MFS programmes 3 (up to 6) universities that apply for funding under these programmes will be undertaken                                                                                                                                                         |
| <b>Praktikant</b>      | 2-3                     | A selection of 2-3 recipient organisations (CSO organisations) will be included for interviews                                                                                                                                                                                  |
| <b>JPO, SARC, SPD</b>  | 3-4                     | For the JPO, SARC, SPD programmes a handful of selected interviews will be conducted with recipient organisations. The team will aim to align the interviews with the organisational interviews of the MSS programme.                                                           |
| <b>UNYV</b>            | 2-3                     | A selection of 2-3 recipient organisations will be included for interviews                                                                                                                                                                                                      |
| <b>EU NE &amp; JPD</b> | 2-3                     | With regard to the EU programmes the recipients are the EU Commission HQ, EU Delegations and EEAS. Interviews with staff managing these programmes from Brussels at each institution will be valuable as a complement to the written assessments and surveys in the programmes. |

The team will apply the *Focused Conversation Method*, a technique associated with Technology of Participation (ToP). This method, which is applicable to one-on-one conversations or group discussions, works especially well for capturing narratives. It involves skilful use of questions that allows the facilitator/interviewer to provide an environment for collective/individual reflective narration that can take place within a limited timeframe. The questioning adheres to a sequenced order – objective, reflective, interpretative and decisional (ORID) –that follows natural human process.

We anticipate that extensive use of email, Skype or telephone will be necessary for the interviews.

#### 6.5.5 Quantitative data analysis

The team will analyse available financial data and human resource statistics from Sida as well as available data from recipient organisations to determine quantitative results, trends and patterns. The team will also use methods, such as NLP, for systematic collection and analysis of unstructured data from available sources. This will be

particularly useful in the event that the team need to assess larger sources of statistics (e.g. financial data, time and resource allocation data etc.), as well as recurring narrative texts, such as narrative reports, web domains, and available transcripts etc.

#### **6.5.6 Electronic SWOT/with participatory verification**

SWOT analyses (Strengths, Weaknesses, Opportunities Threats) with participation are an effective and efficient way to gather information on organisational effectiveness and to jointly explore future possibilities. Since there are several evaluation questions that relate to organisational effectiveness, we propose conducting electronic SWOT exercises with relevant Sida Stockholm staff, UHR staff and SPF. Our approach involves the administration of a purpose fit anonymous SWOT survey, followed by a participatory verification session at which the evaluator analyses the survey feedback and presents it to the stakeholders under suitable rubrics. The approach has the advantage of being participatory, yet time-saving and allows views to be expressed anonymously.

#### **6.5.7 Focus groups**

Focus groups are designed to explore people's attitudes. A focus group discussion is a rapid appraisal technique that can provide evaluators with a wealth of qualitative information on performance of development activities, services, and products, or other issues. The team may consider organising focus group discussions if the need arises. The survey results, may for instance, warrant a focus group discussion with a particular stakeholder group.

#### **6.5.8 Web scraping**

NIRAS has successfully used web-tools to scrape and crawl relevant data from webpage/s and social media platforms to systematically related to development interventions and identify key terms, ideas and themes that can triangulate data from other sources. During the inception phase the evaluation team has used a web scraper to search for content with bearing on the resource base programmes on several web domains. At this stage it is not clear whether or not this method will be further used in the evaluation. The team will nevertheless be ready to use this method should it be deemed useful to bring value to the evaluation. This approach is dependent on and will be deployed in a Python environment. Specific packages involved are Urllib, BeautifulSoup and Selenium for data collection; Pandas and Numpy for analysis; and Matplotlib, Plotly/Dash and NetworkX for visualisations.

#### **6.5.9 Co-creation and feedback loops**

The team has found it very useful to have had a few feedback loops with Sida during the inception phase. We would like to suggest that we continue this practice. We thus propose that we undertake:

- Interim debriefings as needed;
- A preliminary findings and validation sessions with Sida and UHR, perhaps combined with collaborative work on developing the theories of change, before the draft report is prepared; and
- A co-creation recommendations workshop with Sida after the first draft evaluation report has been submitted.

#### 6.5.10 Verification, analysis and reporting

Analysis and verification of collected data will take place towards the end of the data collection phase. The survey data will be cross-tabulated and analysed. The evaluation team will hold an internal workshop to review findings and initiate the drafting of the evaluation report. Analysis will be based on triangulation of collected evidence against qualitative and quantitative information from the document review, survey, interviews and observations.

The team would also like to organise a **preliminary findings and validation session** with Sida before the drafting of the report. This will allow the key stakeholders to discuss, ask questions, and raise issues with the evaluation team before the drafting process. It is our experience that this enhances quality and utility of the evaluation.

The **draft report** will be prepared in line with the instructions in the ToR in terms of length, format and content. It will address the EQs; and refer to the OECD/DAC evaluation criteria.

Once the report has been submitted and read by the key stakeholders, a **co-creation workshop** will be held. It will focus on the evaluation's findings, conclusions and lessons learnt and ideas for recommendations will be discussed. NIRAS has conducted such workshops in the past with successful outcomes.

Comments to the draft report from the key stakeholders will be submitted to the team, using a comments matrix that will be provided by the team.

After having received the comments, the **final version** of the evaluation report will be drafted in English. It will include recommendations that are specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report will be submitted with a response matrix that explains how comments have been considered.

### 6.6 Overview of tasks, milestones and deliverables

During the upcoming phases of data collection and analysis, synthesis and reporting; we foresee the following main tasks:

1. **Quantitative analysis** of available financial and quantitative human resource data at Sida and the recipient organisations;
2. **Document analysis**
3. **Electronic survey** of the key resource base administered, collected and analysed;
4. Workshop of **former seconded staff**
5. SWOT survey administered to UHR, key Sida informants and SPF
6. Visit to **Härnösand** - interviews, group discussions & SWOT session
7. Visit to **UHR Gotland** - interviews, group discussions & SWOT session

8. Visit to Sida HQ; **group discussions & SWOT session** with focus on management and administration of the support
9. Visit to **NORAD's Knowledge Bank**
10. **Interviews** with an estimated 70 stakeholders;
11. Internal team workshop to review, triangulate and synthesise findings
12. Preliminary **findings and verification workshop** with key stakeholders at Sida and UHR
13. First draft report prepared and submitted
14. **Co-creation workshop** with Sida
15. Preparation of second draft report with recommendation included
16. Final evaluation report
17. Seminar at Sida

The evaluation will include the following milestones and deliverables:

| What                                                            | Who                                                                                                                                                                                 | When (2019-2020) |
|-----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------|
| <b>Start-up</b>                                                 |                                                                                                                                                                                     |                  |
| Start-up meeting at Sida in Stockholm/via Skype                 | Unit for Capacity Development (CAPDEV): Program Managers<br>Unit for Multilateral Support (MULTI): Program Managers<br>Sida Partnership Forum (SPF): Head of Unit + Program Manager | 3 June           |
| Start-up meeting, UHR, Visby/Skype                              | Head of the Global Unit; + responsible manager for monitoring and coordination, Global Unit                                                                                         | 17 June          |
| <b>Inception phase 2018</b>                                     |                                                                                                                                                                                     |                  |
| Submission of the draft inception report (scoping note)         | <i>Evaluation Team</i>                                                                                                                                                              | 3 July           |
| Comments from intended users                                    | <i>CAPDEV, MULTI, SPF, UHR; GLOBAL</i>                                                                                                                                              | 11 July          |
| Submission of inception report                                  | <i>Evaluation Team</i>                                                                                                                                                              | 20 September     |
| Inception meeting and discussion at Sida in Stockholm/via Skype | <i>Development: Program Managers</i><br><i>Unit for Multilateral Support: Program Managers</i>                                                                                      | Week 39          |

|                                                                   |                                                                                                                                                                                                                                                                                                                                   |                       |
|-------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|
|                                                                   | <i>Sida Partnership Forum: Head of Unit + Program Manager</i>                                                                                                                                                                                                                                                                     |                       |
| Comments on inception report                                      | <i>Sida (stakeholders)</i>                                                                                                                                                                                                                                                                                                        | 27 September          |
| Submission of final inception report                              | <i>Evaluation Team</i>                                                                                                                                                                                                                                                                                                            | 4 October October     |
| Approval of inception report                                      | <i>Sida (stakeholders)</i>                                                                                                                                                                                                                                                                                                        | Tentative 11 October  |
| <b>Implementation and reporting phase</b>                         |                                                                                                                                                                                                                                                                                                                                   |                       |
| Data collection Härnösand/Visby/Oslo                              | <i>Evaluation Team</i>                                                                                                                                                                                                                                                                                                            | Week 42 – Week 45     |
| Validation Workshop Sida                                          | <i>Evaluation Team, CAPDEV, MULTI, SPF, UHR; GLOBAL</i>                                                                                                                                                                                                                                                                           | Tentative 16 December |
| Submission of draft evaluation report (excluding recommendations) | <i>Evaluation Team</i>                                                                                                                                                                                                                                                                                                            | 30 January            |
| Draft final evaluation and recommendations co-creation workshop   | <i>Unit for Capacity Development: Program Managers</i><br><i>Unit for Multilateral Support: Program Managers</i><br><i>Sida Partnership Forum: Head of Unit + Program Manager</i><br><i>UHR: Head of the Global Unit; + responsible manager for monitoring and coordination, Global Unit</i><br><i>Reference group: see annex</i> | Tentative 12 February |
| Comments from intended users to evaluators                        | <i>CAPDEV, MULTI, SPF, UHR, GLOBAL</i>                                                                                                                                                                                                                                                                                            | 20 February           |
| Final evaluation report, including recommendations                | <i>Evaluation Team</i>                                                                                                                                                                                                                                                                                                            | 10 March              |
| Approval of final evaluation report                               | <i>Sida</i>                                                                                                                                                                                                                                                                                                                       | Tentative 20 March    |
| <b>Dissemination phase 2020</b>                                   |                                                                                                                                                                                                                                                                                                                                   |                       |
| Seminar at Sida in Stockholm/via Skype                            | <i>Evaluation Team</i><br><i>Unit for Capacity Development: Program Managers</i><br><i>Unit for Multilateral Support: Program Managers</i><br><i>Sida Partnership Forum: Head of Unit + Program Manager</i><br><i>UHR: Head of the Global Unit; + responsible manager for</i>                                                     | Tentative week 13     |



|  |                                                                                          |  |
|--|------------------------------------------------------------------------------------------|--|
|  | <i>monitoring and coordination,<br/>Global Unit</i><br><i>Reference group: see annex</i> |  |
|--|------------------------------------------------------------------------------------------|--|

## 6.7 Work Plan

### Work plan

2019-2020

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Initials: CL = Cecilia Ljungman; JA = Joakim Anger; JG = Johanna Garcia; JN = Jonas Norén; RS= Research Support

## Annex 7: Scoping Study



# Evaluation of Sida's Resource Base Programmes

Scoping report

**CECILIA LJUNGMAN  
JOHANNA LINDGREN GARCIA  
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3 JULY 2019**

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## Abbreviations and acronyms

|          |                                                                                                                                 |
|----------|---------------------------------------------------------------------------------------------------------------------------------|
| BBE      | Bilateral Associate Experts                                                                                                     |
| CAPDEV   | Unit for Capacity Development, Department for Partnership and Innovation, Sida                                                  |
| CSO      | Civil society Organisation                                                                                                      |
| GDPR     | General Data Protection Regulation                                                                                              |
| JPD      | Junior Professionals in Delegations                                                                                             |
| JPO      | UN Junior Professional Officer Programme                                                                                        |
| KAPAME   | Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development (2018-2022) |
| LP       | Linnaeus Palme programme                                                                                                        |
| MFA      | Ministry for Foreign Affairs                                                                                                    |
| MFS      | Minor Field Study Programme                                                                                                     |
| MSS      | Multilateral Senior Secondment                                                                                                  |
| NE       | National Expert Programme                                                                                                       |
| SARC     | Special Assistant to the Resident Coordinator                                                                                   |
| SDP      | Specialist Development Programme                                                                                                |
| SPF      | Swedish Partnership Forum                                                                                                       |
| UHR      | The Swedish Council for Higher Education                                                                                        |
| UN JPOSC | UNDP JPO Service Centre                                                                                                         |
| UNDP     | United Nations Development Programme                                                                                            |
| UNYV     | United Nations Youth Volunteers Programme                                                                                       |

## SUMMARY – CONCLUSIONS REGARDING SCOPE

We propose that the evaluation scope is framed by the following overarching questions:

1. **What results have each programme achieved?** (*effectiveness*)
  - What intended and unintended outcomes have each programme achieved?
2. **To what extent are the programme objectives, theory of change, and results relevant to KAPAME?** (*relevance*)
  - What would be needed for these programmes content-wise to be more in line with KAPAME?
3. **How are the programmes managed and what would be needed to better fulfil KAPAME?** (*efficiency*)

These questions suggest a forward-looking **relevance** perspective, based on a “backward” perspective on **results** and a current perspective on **organisational effectiveness**. In effect, the team will identify the potential “gap” between what the programmes, as a group, are today, and what they need to be to best support the strategy.

Past evaluations of the resource base programmes point to shortcomings regarding Sida’s **organisational effectiveness** in managing the programmes. This would suggest that assessing the extent Sida has progressed/continues to face challenges will be an important area for this evaluation to assess.

Past evaluations, studies and monitoring efforts have generated data in relation to the results of most of the programmes. In particular, there is considerable survey data of participants. It is questionable whether an additional broad survey of former participants at the current time would add significant value to this body of data from a utility perspective, or whether it would constitute “nice to know” information.

In relation to **results** we would like to suggest that we:

- Analyse, synthesise and assess **secondary data** (monitoring reports, surveys, evaluations, assessments) on results for the 11 programmes, even if not recent.
- Gather primary data on **MSS** (because it is ripe for its first evaluation) and **BBE** (because it fully owned by Sida and can be redesigned) through interviews and possible short surveys of former participants and sampled recipient institutions;
- Gather primary data on the extent that **core Swedish resource actors** (MFA, Sida, framework organisations, consulting companies and a sector specific area (global health)) rely on staff with backgrounds from the resource base programmes (MSF, LP, Praktikant, JPO, SARC, SDP, NE, JDP, BBE) by surveying staff.
- Interview a sample of **Swedish academic institutions** involved in LP;
- Further explore the feasibility of gathering primary data on MFS and praktikant programmes by interviewing a sample of recipient organisations.

In relation to **organisational effectiveness**, we propose that the team:

- Gather primary and secondary data on Sida’s/UHR’s organisational effectiveness
- Gather primary and secondary data on the resource base programmes of a like-minded country (Norway).

Because of their different objectives, stages of development, and needs; we believe that a differentiated approach to the 11 programmes would be most useful. This is illustrated in the table below in relation to the three overarching evaluation questions:

| Programme             | Q1 Results                                                                                                                            | Q3 Organisational effectiveness | Q2 Policy relevance |
|-----------------------|---------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|---------------------|
| <b>UNYV</b>           | No                                                                                                                                    | Primary and secondary data      | Light touch         |
| <b>JPO</b>            | Secondary data<br>Survey of core resource base                                                                                        |                                 | Light touch         |
| <b>SARC</b>           | Secondary data<br>Survey of core resource base                                                                                        |                                 |                     |
| <b>SDP</b>            | Secondary data<br>Survey of core resource base                                                                                        |                                 |                     |
| <b>MSS</b>            | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants?                                 |                                 | Strong focus        |
| <b>JPD</b>            | Light touch<br>Secondary data<br>Survey of core resource base                                                                         |                                 | Light touch         |
| <b>NE</b>             | Light touch<br>Secondary data<br>Survey of core resource base                                                                         |                                 |                     |
| <b>BAE/ BBE</b>       | Secondary data<br>Interviews with participants and recipient organisations<br>Survey of participants?<br>Survey of core resource base |                                 | Strong focus        |
| <b>MFS</b>            | Secondary data<br>Survey of core resource base<br>Interviews with universities and recipient organisations?                           |                                 | Strong focus        |
| <b>Linnaeus-Palme</b> | Secondary data<br>Survey of core resource base<br>Interviews with universities and recipient organisations?                           |                                 | Medium focus        |
| <b>Praktikant-</b>    | Secondary data<br>Survey of core resource base                                                                                        |                                 | Medium focus        |

## QUESTIONS/ACTIONS FOR SIDA

1. Does Sida agree with the overarching evaluation questions, the suggested scope, and the differentiated approach to the programmes? Clarification and agreement from Sida on the revised evaluation questions is also needed (see section 3).
2. To what extent should the team evaluate the work of SPF?
3. Does Sida have aggregated financial overviews for each programme? And if so, do the overviews cover the full evaluation period?
4. It has come to our attention that UHR's current study involves interviewing the same stakeholders that we are interviewing. We would appreciate if Sida could facilitate coordination between these two processes.
5. Receiving documentation/access to documentation as soon as possible from Sida is of utmost importance to the evaluation. Please see the table in section 4 below for details on data needs per programme. At the start-up meeting Sida mentioned that a Sida officer would be charged with supplying the evaluation team with data. Her contact with the team needs to be established.



## 1. Background to the evaluation

Since 2011, thousands of Swedish university students, young professionals, and senior employees from MFA and Sida have taken part in 11 programmes focused on developing the Swedish resource base in relation to international development cooperation. These are managed by Sida/CAPDEV (six programmes), Sida/MULTI (two programmes), and UHR (three programmes).

The Evaluation of the Swedish Resource Base will cover the 11 programmes, with focus on the time period from 2011 to 2019. In effect, three Swedish strategies, covering three time spans, constitute the governing policy framework for the evaluation. These are:

- 'Strategi för kapacitetsutveckling och samverkan' 2011-2013;
- 'Resultatstrategi för Kapacitetsutveckling och utbyten' 2014-2017;
- Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development 2018-2022 (referred to as KAPAME).

### 1.1 Purpose of the evaluation

The purpose of the evaluation is to provide Sida with inputs and recommendations:

- For strategic development of **new programmes** and reaching **new groups of actors**,
- To adjust and **improve implementation of existing programmes** if needed, in order to meet the objectives in the new strategy.

### 1.2 Users and stakeholders

The primary intended users of the evaluation are Sida's unit for Capacity Development (CAPDEV) that "owns" the strategy and directly manages six of the programmes; the unit for Multilateral Support (MULTI) – that manages two of the ongoing resource base programmes; and Sida Partnership Forum (SPF) – that assists in developing capacity in relation to most of the programmes.

The Swedish Council for Higher Education (UHR), which manages three programmes, is considered a secondary intended user by the ToR. An evaluation into the UHR was conducted in mid-2018. This preceded the adoption of the new strategy governing capacity development and the Swedish resource base programmes.

The Ministry for Foreign Affairs, civil society organisations, UN organisations, and other cooperation organisations constitute important stakeholders.

The broader audience of the evaluation (i.e., those who are interested in learning about the evaluation findings) will include all the stakeholders listed above but may also include the larger community working in Swedish international development cooperation in Sweden and abroad.

### 1.3 Scoping exercise

During the start-up meeting of the evaluation, at which Sida's relevant units were in attendance, it became apparent that there were different needs and expectations of the evaluation. Furthermore, what data exists and whether it is available also needed to be established. It was decided that before developing the evaluation methodology

and drafting the inception report, the team needed to understand the **different needs and expectations** of the key stakeholders and **identify what data exists and is available**. The team therefore undertook ten interviews with 14 people.

An evaluation's quality is dependent on the scope being in balance with the time and resources available for the evaluation. If the scope is larger than can be managed within the timeframe and allocated resources, the utility and quality of the evaluation process and report will be negatively affected. It is therefore critical that the scope is defined and narrowed to what is both doable and useful.

Essentially, this scoping report is the first product of the inception process. Once the scope of the evaluation is agreed upon, the team will:

- Develop the methodology for the evaluation and related tools;
- Further sharpen the evaluation questions;
- Develop an evaluation framework;
- Undertake a desk-based mapping analysis of the programmes (financial size, trends over the years, types of recipient institutions involved, etc.);
- Further examine the *concept* of the Swedish resource base and its relevance for the process of development; implementing the SDGs; and Swedish development cooperation policy;
- Prepare a work plan; and
- Draft an inception report.

## 2. Findings on scope

By interviewing stakeholders and undertaking a preliminary document review the team uncovered the findings organised below under five different headings.

### 2.1 Policy relevance

1. All stakeholders are concerned that the evaluation assess the extent to which the programmes are aligned with and contributing to the **goals outlined in KAPAME**. Particularly CAPDEV and SPF would like the evaluation to identify **new opportunities** in relation to KAPAME.
2. It is not considered useful to focus on results in relation to the **older strategies**, but rather to assess whether the current programmes are in line with the current strategy (KAPAME) and what if anything would be needed to ensure that results of the programmes are relevant to KAPAME.
3. The KAPAME strategy has four subject areas, of which one is the Swedish resource base<sup>1</sup> The assumption the team has is that the **policy scope of the evaluation** is the sections in KAPAME that are specifically discussed under the heading "The Swedish resource base".
4. Developing the Swedish resource base can be understood as **consisting of several elements**. This includes: i) *broadening* (involving more individuals and actors); ii) *diversifying* (promoting a resource base with people and actors of many different backgrounds, ages, expertise, abilities); iii) *deepening* (further developing the knowledge and skills of the resource base); and iv) promoting

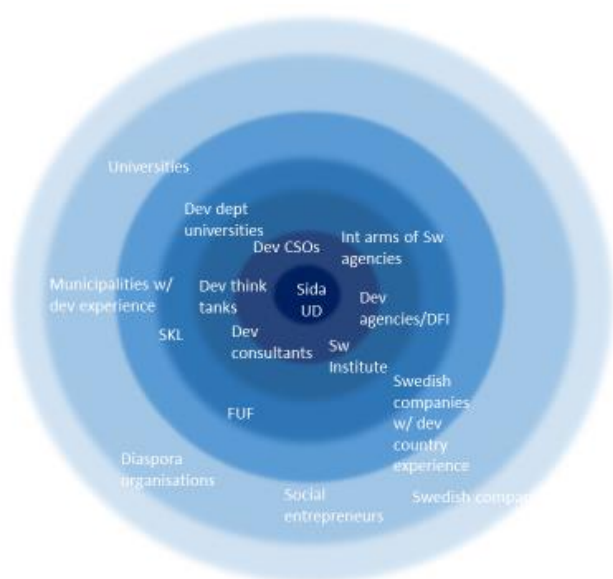
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<sup>1</sup> The other three are capacity development among organisations in partner countries; collaboration and partnership internationally and within Sweden; and innovative approaches to methods and collaboration.

conditions so that the resource base is *dynamic and vibrant*. This way of conceptualising resource base development rang true for all stakeholders.

5. The team developed a visual representation of the actual and potential Swedish resource base and shared it with the stakeholders. The darker centre of the image represents the core of the Swedish resource base for international development cooperation and Agenda 2030, with MFA and Sida at the centre as the primary implementers of Swedish development cooperation policy. The outer light coloured rings represent the potential resource base (currently less or not engaged). In general, the stakeholders found the visual representation to be accurate.

Figure 1: Actual and potential actors of the Swedish resource base



## 2.2 Results

1. The majority of stakeholders are interested in learning more **about results**. Are the programmes achieving their objectives? Are these results relevant to KAPAME?
2. There is interest in **unintended effects** of the programmes among the stakeholders. This could for example consist of positive and negative effects within the recipient organisations.
3. Much of the existing data on results is focused on the *individuals* participating in the programmes. This includes surveys and mid-term and final reports from the participants. Some stakeholders therefore hold that collecting this type of data for many of the different programme participant would not add much value. On the other hand, there is less current data on the *actors* of existing Swedish resource base and how they relate to the programmes, in terms of the extent that these are made up of individuals that have at some point participated in the programmes.
4. **MSS** is considered by several to be especially important to focus on in term of results. It has been running long enough to generate a first set of results.

## 2.3 Organisational effectiveness

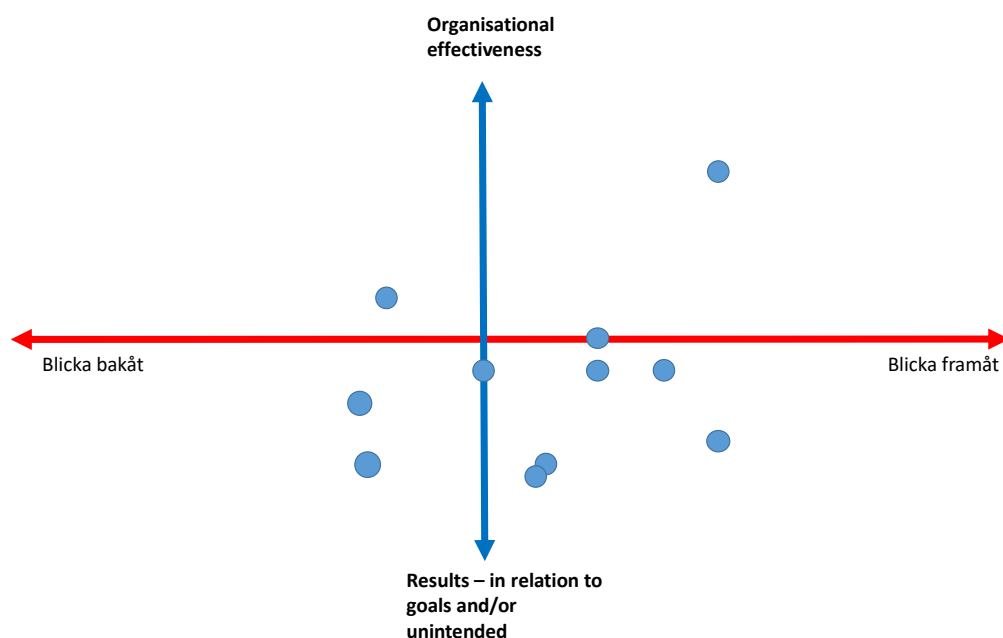
1. The extent the evaluation should assess Sida's and UHR's organisational effectiveness **varies considerably**. For some, it is not important. For a majority, it should be examined, but it should not be the core emphasis of the evaluation.
2. For CAPDEV, the "owner" of KAPAME, examining and assessing organisational effectiveness is a **clear priority**.
3. There are potentially several relevant **organisational issues** that may be important to analyse and assess so that Sida can better manage the programmes in line with KAPAME. This includes analysing and comparing the different ways each programme is managed; the extent that Sida's structures, systems, and regulations are geared to the task of expanding, diversifying, deepening, and maintaining the Swedish resource base.

## 2.4 Forward and background perspective

The majority of the stakeholders would like the evaluation to have a forward-looking perspective. For most, this means using data relating to past results to learn lessons, draw conclusions and make recommendations in relation to how to adjust the programmes/implementation/management of the programmes to best attain the objectives of KAPAME. There was also the view among a few that the evaluation should be even more forward-looking and explore and devise new innovative programme solutions for the future. A few also took the opposite view, giving priority to gathering solid data on results and assessing the effectiveness of past performance.

A rough plotting by the team of the feedback from the key stakeholders reveal the divergent perspectives:

Figure 2: Matrix depicting stakeholder priorities for the evaluation's scope



The evaluation team's interpretation from the interviews is that **the scope of the current evaluation should be more forward looking** in terms of extracting lessons learnt and providing input to the future programme development/adjustment

process, but not extend into an exercise of providing design solutions for future programmes.

## 2.5 Key findings of past evaluations

The JPO and BBE programmes were assessed in 2004 (covering 1992-2003); the JPO, JED, SARC and BBE were evaluated in 2009 (covering 1992-2008); and BBE was assessed again in 2014 (see box below for key findings of these evaluations). This evaluation could set a similar scope to the past evaluations so that the latter could be used as baselines for tracking change over time:

- **Organisational effectiveness:** in relation to organisational effectiveness, the evaluation could examine the extent that Sida has addressed earlier organisational shortcomings in managing the programmes.
- **Results:** in relation to achievements, the past data could be used to assess whether the programmes have continued to produce similar good results. However, since the resource base programmes have long-term perspectives and long-standing results, do the stakeholders expect there to be significant changes in results that it would be worth investing the necessary sizable resources in tracing past participants?

### Box 1: Past evaluation findings

The two evaluations (2004 and 2009)<sup>2</sup> uncovered mostly similar (and positive) results:

- 75% to 85% of former participants were working in development cooperation in Sweden or abroad and a majority believed they would be working in this field in five years' time
- Around 30% of the Swedes working in development-related positions in international organizations had gone through the programmes (2003-04 evaluation)
- A majority of participants were posted to developing countries and worked in the fields of democracy, human rights, environment and rural development – although the latter was decreasing
- Most participants were satisfied with their experience - "an unequalled learning opportunity" which had benefited them professionally and personally
- One third of the JPOs and half the BBEs felt they were able to spread knowledge about Swedish development cooperation objectives and values (2003-04 evaluation)
- Both evaluations found that the preparations before participants were posted were generally very good. The 2009 evaluation found that the training provided before departure was very good.
- Both evaluations showed that former participants were critical about having no or few opportunities to share their knowledge and experience when they return to Sweden. They found that in general there was very little interest on the recipient

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<sup>2</sup> Nilén H, Nilsson P-U och Nyberg J. *Verktyg som utvecklats av den svenska resursbasen - En utvärdering av JPO- och BBE-programmen 1992-2003*. Sida. 2004  
Lewin, Elisabeth. *Training for a Career in International Development - an Evaluation of the JPO, BBE, JED and SARC Programmes*. Sida. 2009.

side. Sida has failed to develop a systematic approach to debriefing and feedback, which meant that valuable information was wasted

In terms of Sida's organisational effectiveness the evaluations (and the BBE assessment) also presented similar findings. With similar shortcomings at Sida over the years:

- In 2004 it was unclear what part of Sida were responsible for the programmes in term of financial allocations, follow-up and goal formulation. By 2009, the Team for Resource Base Development (formerly RUI), was perceived as "the owner" of the programmes, serving as the point of contact with the UN and the EU, as well as with the applicants during the recruitment phase. Meanwhile, the 2014 assessment<sup>3</sup> of BBE found a need to clarify roles and responsibilities in relation to the programme's implementation.
- Both evaluations and the BBE assessment found that the objectives and direction of the programmes were not well formulated.
- The programmes were not well integrated in Sida's operational activities.
- There was a need to find ways of systematizing the knowledge and experience acquired by the participants in the Programmes.
- The BBE assessment saw a need to find the programme's uniqueness in relation to the other resource base programmes, which it proposed should be providing BBEs to organisations that receive core support from Sida.
- The BBE assessment noted that the programme recruited mostly women with similar backgrounds. Efforts were recommended to aim at diversifying the resource base recruits.

## 2.6 Scope and the 11 resource base programmes

The interviews revealed that because of the many programmes, their different focus, objectives and stages of development; and the several direct and indirect beneficiaries of the programmes; applying a single lens to all of the 11 programmes will not be useful. Rather, the team needs to apply different methods; undertake different levels of analysis and assessment; and devote different levels of resources to the evaluation of each programme. Key criteria for how extensive the data collection and analysis should be are:

- i) the extent the programme has been assessed in the past; and
- ii) the extent that there is scope for Sida to actually change and influence the programmes.

In its 2018 Strategy report for KAPAME, Sida states that it foresees i) a **reallocation of resources** among the resource base programmes; and ii) a **restructuring** of the programmes to make them more "actor-focused" as opposed to focused on individuals. However, six of the programmes - JDP, NE, JPO, SARC, SDP, and UNYV are run by the UN/EU and Sweden's support is part of larger programmes run by the multilaterals. Restructuring in this sense is therefore not possible.

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<sup>3</sup> Anger, Joakim, Bertil Oskarsson och Malin Grundström. "Översyn av utbildnings-program inom Sidas uppdrag för resursbas-utveckling, Steg 1, Programportföljen som genomförs av UHR", and "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling Steg 2, Biträdande Bilateral Expert", Indevelop AB, 2014

Meanwhile, BBE is fully run and owned by Sida, giving it **considerable scope for changing the programme**. Likewise, there is some scope, in theory, of tying the MSS programme to more actors in Sweden. Because MFS, Linnaeus-Palme, and the Internship programme (praktikant programmet) are run by UHR according to a formal Swedish government decision, there is in theory the possibility of also reforming these programmes. Moreover, many of the stakeholders maintain that the KAPAME strategy raises the issue of policy relevance of the UHR programmes. For instance, they believe that the Linnaeus-Palme could potentially be restructured to be more actor focused (in this case academia); while MFS may be considered less relevant to the current strategy. On the other hand, if the MFS programme serves as an early entry point to entering the resource base, allocating funds away from it could have a negative impact. Thus it would be important to understand what would be the gains and losses if the programmes are restructured and/or funds reallocated.

Most of the programmes have been running for over ten years and have been intermittently evaluated and monitored. Indeed, there is considerable survey data of participants:

*Table 1: Swedish resource base-related surveys undertaken*

| Surveys of participants             | Year     | Scope                           |
|-------------------------------------|----------|---------------------------------|
| Evaluation 1992-2003                | 2004     | JPO, BBE                        |
| Evaluation 1992-2008                | 2009     | JPO, JED, SARC and BBE          |
| Evaluation 2012-2015                | 2018     | MFS, Linnaeus-Palme, Praktikant |
| 'Svenskar i FN', Sida survey        | 2017     | UN programmes                   |
| CAPDEV survey                       | 2017     | BBE                             |
| UNDP JPO Service Centre (2010-2017) | Annually | JPO, SDP, SARC                  |

**It is questionable** whether an additional survey at the current time would **add significant value** to this body of data from a utility perspective, or whether it would constitute "nice to know" information.

There are **three new programmes** – UNYV and SDP which were launched in 2017; and MSS which began in 2014. While the former two are too young to assess in terms of results, MSS has been running long enough for effects to be identifiable. Consensus among the concerned stakeholders is that MSS would benefit from a thorough assessment in terms of effectiveness since there is supposedly reports from each participant to be analysed and assessed. In addition, the first group of MSS participants will complete their secondment term after the summer and a debrief workshop will be held by Sida in September.

Among the stakeholders there are no strong views on what types of results information is needed for the **EU programmes**, suggesting that these programmes are given a light-touch approach. It would appear that some sort of assessment of the junior expert to delegation programme (by the Commission?) was undertaken prior to

2014 when the programmes were relaunched, but the evaluation team has not come across any such documentation yet.

Table 2: Resource base programmes

| Pro-gramme            | Manager ('owner') | Other imple-menting parties                    | Issues raised                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|-----------------------|-------------------|------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>United Nations</b> |                   |                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>UNYV</b>           | Sida /CAPDEV      | SPF UNV Bonn                                   | <ul style="list-style-type: none"> <li>This programme is in a very early stages.</li> <li>It helps fill a gap (a stepping stone) between studies and work life. One group has completed the programme</li> <li>A more forward-looking assessment is appropriate to see the alignment to the current strategy.</li> <li>A new programme targeting persons with disabilities has also been introduced, however this is too early to include in the evaluation.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>JPO</b>            |                   | SPF JPOSC UNDP Co-pen-hagen UN agencies        | <ul style="list-style-type: none"> <li>This is the longest running programme.</li> <li>Central administration of the programme has been burden-some, despite recruitment handled by JPOSC and trainings by SPF. Previously each recruitment were individual deci-sions in Sida's systems. These are now clustered by organi-sation.</li> <li>Transition from HR function managing JPO programme at Sida to programme manager – administrative changes un-derway</li> <li>Sweden does not finance candidates from developing coun-tries yet.</li> <li>JPOSC gathers and maintains the data/statistics on the pro-gramme.</li> </ul>                                                                                                                                                                                                                                                                   |
| <b>SARC</b>           |                   | SPF JPOSC UNDP Co-pen-hagen                    | <ul style="list-style-type: none"> <li>Sweden is a leading contributor to this programme.</li> <li>This is part of the efforts to deepen and sustain the Swe-dish resource base in the UN system.</li> <li>JPOSC maintains the data/statistics on the programme</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <b>SDP</b>            |                   | SPF JPOSC UNDP Co-pen-hagen (UNDP only)        | <ul style="list-style-type: none"> <li>Sweden is the first and leading contributor to this pro-gramme.</li> <li>Relatively new programme and very few participants.</li> <li>Involves only UNDP</li> <li>UNSC holds the data/statistics on the programme</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| <b>MSS</b>            | Sida/ MULTI       | Representation in New York, Wash-ington, Paris | <ul style="list-style-type: none"> <li>Programme differs from the junior/mid-level programmes in that the main purpose is for staff to return to Sweden to increase knowledge of the UN system</li> <li>The resource pool in Sida/RK is limited, need to expand to other government authorities. Discussions underway with Naturvårdsverket, Energimyndigheten, and jä-mnställdhetsmyndigheten.</li> <li>Candidates need to have sufficient international/UN experi-ence – this is a bottleneck.</li> <li>Limit to the number of Sida and RK staff that can be se-conded – cannot drain HQs of senior competences.</li> <li>Contact with seconded staff is low because of perceptions of double loyalties within UN.</li> <li>MULTI is in dialogue with SPF for capacity building needs of MSS candidates (normative dialogue)</li> <li>Recent growth of programme may have been too fast</li> </ul> |
| <b>European Union</b> |                   |                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <b>JPD</b>            | Sida/ CAPDEV      | EU Brussels                                    | <ul style="list-style-type: none"> <li>Programme has changed format since its inception. Now more of a junior/traineeship profile with two possible tracks – foreign affairs and development.</li> <li>Administration, recruitment largely managed by EU Brus-sels.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <b>NE</b>             | Sida/ MULTI       | Representation in Brussels                     | <ul style="list-style-type: none"> <li>Programme has existed for at 20 years. Valued highly by EU.</li> <li>Management incl. recruitment is undertaken by Sida. It is not outsourced to the hosting organisation.</li> <li>Administration of the programmes is an issue.</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |



| Pro-gramme                     | Manager ('owner') | Other imple-menting parties                           | Issues raised                                                                                                                                                                                                                                                                                                        |
|--------------------------------|-------------------|-------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Sida/Bilateral</b>          |                   |                                                       |                                                                                                                                                                                                                                                                                                                      |
| <b>BAE/ BBE</b>                | Sida/<br>CAPDEV   | Sida regional and thematic units,<br>Embassies<br>SPF | <ul style="list-style-type: none"> <li>Currently frozen pending decision on how to reform the resource base programme</li> <li>Only programme that is directly managed and implemented by Sida with no intermediary parties.</li> <li>Administratively burdensome for Sida due to direct recruitments</li> </ul>     |
| <b>Academia</b>                |                   |                                                       |                                                                                                                                                                                                                                                                                                                      |
| <b>MFS</b>                     | UHR               | SPF                                                   | <ul style="list-style-type: none"> <li>Unclear how well aligned MFS is to the new strategy</li> <li>Issues of ad effectiveness and whether MFS is demand driven or not and if so whose demand.</li> <li>Is the level of the candidates appropriate? (bachelors vs Masters)</li> </ul>                                |
| <b>Linnaeus-Palme</b>          | UHR               | SPF                                                   | <ul style="list-style-type: none"> <li>Potentially a programme that could be particularly relevant to KAPAME if re-jigged so that the institutional component in the programme was greater.</li> </ul>                                                                                                               |
| <b>Civil society</b>           |                   |                                                       |                                                                                                                                                                                                                                                                                                                      |
| <b>Prakti-kant-pro-grammet</b> | UHR               | SPF<br>Sida framework organisat-ions/CIVSAM           | <ul style="list-style-type: none"> <li>A stepping stone programme between studies and work life. Only open to CSO organisations.</li> <li>Open to candidates without an academic background.</li> <li>Issues of aid effectiveness and whether internships are demand driven or not and if so whose demand</li> </ul> |

### 3. Evaluation questions

The evaluation team has revisited the evaluation questions. At an overall level, the evaluation team would like to propose that the evaluation be framed by the following overarching questions:

1. What results have each programme achieved?
  - What intended and unintended outcomes have each programme achieved?
2. To what extent are the programmes' objectives, theory of change, and results relevant to KAPAME?
  - What would be needed for these programmes content-wise to be more in line with KAPAME?
3. How are the programmes managed by Sida and UHR and what would be needed to better fulfil KAPAME?

**We believe that agreeing to this overall perspective on the evaluation's scope will help steer all parties in a common direction.**

The team has also revisited the evaluation questions to assess evaluability. Below are our comments, questions and suggestions for Sida to consider. This includes adding questions, removing questions and revising/ focusing the original questions in the ToR. **The team would like feedback from Sida on this revised set of evaluation questions.**

## Relevance

1. *To which extent are the programmes relevant in relation to the Strategy for Capacity Development, Partnerships and Methods for Agenda 2030?*

How do the programmes complement each other to ensure a broadened, diversified, deepened, well maintained and vibrant resource base? In what ways are the programme designs, implementation and results in line with the KAPAME?

It appears that this question is **highly central** for the evaluation and is related to the second overarching question listed above. To answer would require mapping the programmes (using secondary data on funding, participation, focus etc.); analyse of the design and implementation of the programmes; as well as an overview of the results that the programme have achieved.

## Effectiveness

2. *To what extent have the programmes contributed to intended outcomes? If so, why? If not, why not?*

This **question is necessary** to be able to assess relevance in relation to KAPAME (see above evaluation question). Because there is potentially a sizable amount of secondary data, this should be used to assess all 11 programmes. In addition, the team could gather primary data (interviews, survey) for BSS and BBE. The team could also examine whether the selected participants for BBE and MSS are well-matched to organisations' needs (demand-driven).

- ~~3. *To what extent do programme participants contribute to the implementation of the Agenda 2030, during their participation in the programme as well as afterwards?*~~

This question is complicated to assess, not least because what counts as contributing to implementing Agenda 2030 and what does not? For example, does a position in UNICEF's HR division count as contributing to Agenda 2030? Or working in at a consultancy firm undertaking evaluations of development assistance after the posting? Or working in global health? It is difficult for the team to see how meaningful data can be collected by the team and then meaningfully used by Sida. The team suggests the question be dropped.

4. *To what extent have the programmes contributed to unintended positive/negative outcomes?*

This new question came up in the interviews with the stakeholders. There is not much data in this area. It is also highly challenging and time-consuming to gather the type of data needed to answer this question, especially for the wide range of resource base programmes. However, a harvesting approach, could provide some information on unintended effects. Thus for a limited number of programmes – e.g. the BBE and MSS programmes – and perhaps academic institutions involved in LP programmes – the team could apply a outcome harvesting inspired approach. The team would document stories that it comes across. Naturally the aim would not be provide an exhaustive account of unintended effects, but to provide information that can serve as an indicator of the kinds and range additional effects the programmes may have.

## Sustainability

5. *Are the participants' experiences and knowledge taken advantage of, upon their return to Sweden? Are they able to make use of their new competencies and experiences?*

This sustainability question relates to results in the long-term (sustainability can technically be considered a form of an intervention's impact) and thus comes under the first overarching question. To what extent have the Swedish development cooperation actors benefitted? Are the latter proactive in making the most of the resource base? To what extent are there opportunities for participants upon return to Sweden? To what extent are participants making use of their new competences elsewhere and to what extent does this directly or indirectly benefit development/ Agenda 2030/Swedish development cooperation policy priorities? Can factors be identified that are conducive to win-win long-term effects? For this question, the team would rely on secondary data for all programmes, but gather primary data in relation to BBE and MSS.

## Efficiency and organisational effectiveness

The third overarching question captures the key question on efficiency and organisational effectiveness - "How are the programmes managed and what would be needed to better fulfil KAPAME?"

The first three questions relate to the organisational practices of Sida and UHR. The questions concern the ability of the organisations to:

- Learn from past experience;
- Incorporate learning into future management of the support; and
- Adapt to changing contexts.

It will involve assessing how well the practices and systems within Sida and UHR are conducive to smooth management and administration; can adjust agilely to changing circumstances; and how it is organised to assesses new programme proposals.

6. *To what extent have lessons learnt from what works well and less well been used to improve and adjust project/programme implementation?*

Past evaluations point to management shortcomings that Sida has had difficulties in overcoming. This includes strategic direction for the programmes; clear roles and responsibilities within the organisation; and monitoring and follow-up of the participants, not least after their respective postings. It would seem important to follow up on these areas to determine the extent Sida has or is addressing these issues.

7. *How effective is Sida's and UHR's internal system for managing the programmes and how well prepared and organised is Sida in developing and maintaining new programmes?*
8. *Does Sida have the structures and systems in place to respond to contextual or political changes?*

The first part of the question can be examined using the past evaluations as a baseline. However, it is unclear whether the second part of the question refers to UNYV

and MSS, as the newest programmes, or whether it is about the extent that Sida, *hypothetically*, is organisationally geared to address future programmes. **This needs to be clarified by Sida.** Perhaps the overarching question 3 – “How are the programmes managed by Sida and UHR and what would be needed to better fulfil KAPAME?” – is sufficient to capture the essence of this question.

The question about structures and systems in place for responding to contextual and political changes seems related to the systems for internal management and their ability to adapt. We therefore regard it as a sub-question of question 7. However, since the building of the resource base is a long-term effort as opposed to a quick-response intervention, how important is it for the programmes to be highly responsive? And what political and contextual changes does the question concern? Does it relate to changes in developing countries (e.g. sending programme participants to a country like Ethiopia because of the opportunities emerging from the change in government?) Or does it relate to changes at the global level (e.g. the implementation of the SDGs and new commitments and processes it entails)? Or does the question concern political changes in Sweden such as the adoption of KAPAME? **The team needs clarity from Sida on this question.**

~~9. Based on what grounds and criteria does Sida assess new programme proposals?~~

The discussions with stakeholders have focused on the existing programmes, not programme proposals. Likewise, documentation and other data on proposals received by Sida has not come to the team’s attention. Given that evaluating the assessment of incoming resource base programme proposals does not appear to be a Sida priority, the team questions the utility of this question and proposes it be dropped.

~~10. Can the costs for each of the programmes be justified by its results?~~

11. *How efficient is the management of the 11 programmes? To what extent would streamlining and/or enhancing the management processes lead to more optimised results and better alignment with KAPAME?*

Assessing the extent to which the results of the programmes justify the cost is potentially methodologically tricky, since strictly speaking it would involve setting a financial value to the results achieved. What might be more useful, given the initial discussions with the key stakeholders, is to assess the extent that the 11 programmes are efficiently managed. Could they be streamlined to achieve more with less? And/or to what extent would additional management resources enhance the ability of Sida to ensure that the programmes broaden, deepen, diversify and maintain the Swedish resource base?

12. *Do other (bilateral) donors have programmes with similar objectives? If so, how are these managed and financed?*

The final organisational effectiveness question involves comparing the Swedish resource base interventions with those of other countries. The team preliminarily proposes that Norway be looked at since it appears to have developed a centre that aims to develop the Norwegian resource base. A visit can also be paid to OECD/DAC to find

out more about similar programmes in other countries.<sup>4</sup> There are also JPO evaluations that could be studied from Italy, Finland, and Switzerland.

## 4. Data availability

The evaluation team has explored what potential data is available so far:

For secondary data collection:

1. **Open aid.** The evaluation team has retrieved partial documentation for several of the different resource programmes on the online platform Open Aid. This includes a range of types of documentation such as decisions and assessment documents, travel reports from individual participants, evaluation templates etc. for various programmes. The documentation is, however, very scattered and far from complete.
2. **Sida contribution system and archive – PLAN-IT and DOX.** If the evaluation team could get terminal access to Sida's contribution system and archives, as well as a quick orientation, the team could assess most of the necessary secondary data needed. Important documents to be accessed from these systems include: decisions & appraisals; programme documentation (incl. 'målbildsprogmemoria'); financial overviews; end term surveys and reports; Notes from network/regional meetings
3. **Evaluations.** There are a number of evaluations focusing on different resource base programmes. For instance, in 2018, the programmes managed by UHR were evaluated; in 2014 a study of the BBE programme was undertaken; and in 2009, a relatively comprehensive evaluation of the resource base programmes including JPO/SARC/JED/BBE was undertaken. These reports could potentially form a baseline for the current evaluation.
4. **Strategy reports.** Annual strategy reports for each of the three strategies covered by this evaluation (2011-2018) have been extracted from Sida's archives. These provide information of progress aggregated at high-level outcomes. Information on results of the individual programmes is limited in these documents.
5. **JPO centre/UNDP conducts annual surveys** for several of the relevant resource programmes, for instance the JPO and SARC. The evaluation team has located the annual reports for the client satisfaction survey and the data is deemed to be relevant for the evaluation. Unfortunately, access to the raw data is restricted.
6. **Surveys from SPF.** Access to post training surveys between 2017-2018 has been made available to the evaluation team. However, the content for the individual year differs and it is unclear at this stage if the received data is the full set of data. The evaluation team needs to access a larger sample to assess the utility in the data.
7. **Reports from secondments - midterm and final and secondment seminar reports.** This is to be provided to the evaluation team by MULTI.
8. **Survey results from Sida.** Two surveys have been conducted by Sida in recent years: a BBE survey and a survey of Swedes in the UN (primarily focusing on JPOs and SARCs). Some quantitative data can be used from these for the evaluation.

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<sup>4</sup> Since the team leader is based in Paris this would not require travel.

The team has preliminarily identified potential sources for primary data collection. This will be further developed in the inception report:

1. **Contact details of seconded staff** for interviews, including names and contact details to be provided by Sida/MULTI.
2. **Contact details of recipient partner organisations:** this is especially relevant for the BBE and MSS programmes. This would need to be provided by CAPDEV, SPF and/or MULTI.
3. **Electronic SWOT and workshop** with Sida staff.
4. **Survey of core resource staff.** While many surveys have been undertaken of factual or former participants of the programmes, the Swedish resource base has not been surveyed. A questionnaire could be prepared and administered to staff at core Swedish resource base actors where there is a high likelihood of finding programme alumni, namely Sida, MFA, CSOs (ie., Sida Framework organisations), Swedish development cooperation consultancy companies and a **sector-specific** area such as the global health sector.
5. **Contact details of past participants.** It is understood that Sida and UHR have some of these. If gathering data from past participants is prioritised by Sida, the evaluation team could potentially disseminate information about the evaluation on social media platforms (various Facebook groups linked to the programmes, the international JPO association, etc.) to gain access to email addresses for a survey. Interviews could potentially be held with a sample of former participants.
6. **LinkedIn** is a web platform focusing on employment-oriented services. The evaluation team has made some preliminary assessments of content related to the evaluated resource programmes and the platform seem to hold a fair amount of relevant information. The evaluation team could crawl the platform and parse data with relevance for the evaluation. For instance, we could identify individuals that mention resource programmes on their CVs and then track their career paths and thus shed light on past and current employment record. This is, however, potentially resource intense.

The table below provides an overview of the documentation needed. At present the evaluation team has received only a limited amount of information and data. (**Annex 1** provides a list of the documents that the evaluation team currently has accessed.) The items marked in green below are those that the team have received/retrieved. The evaluation team has received conflicting information as to whether we can have access to documents or not, stemming from uncertainties around GDPR requirements.

Table 3: Programme documentation needed for the evaluation

| Pro-gramme            | Manager ('owner') | Other implementing parties | Documentation needed                                                                                                                                                                                                                | Source                          | Responsible                                                |
|-----------------------|-------------------|----------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|------------------------------------------------------------|
| <b>United Nations</b> |                   |                            |                                                                                                                                                                                                                                     |                                 |                                                            |
| <b>UNYV</b>           | Sida /CAPDEV      | SPF<br>UNV Bonn            | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>End term surveys<br>Notes from network/regional meetings<br>Documents from recipient organisations<br>Målbild promemoria<br>SPF training surveys/reports | Sida Plan-it<br>Dox<br>UNV Bonn | CAPDEV<br>SPF (has sent a handful for the years 2017-2018) |

|                       |                 |                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                               |                                                                      |
|-----------------------|-----------------|----------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------|----------------------------------------------------------------------|
| <b>JPO</b>            |                 | SPF<br>JPOSC Copenhagen<br>UN agencies             | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>End term surveys and reports<br>Notes from network/regional meetings<br>Quantitative data from JPOSC<br>Contact details of staff at sample recipient organisations<br><a href="#">Målbild promemoria</a><br><a href="#">SPF training surveys/reports 2017 &amp; 2018</a><br><a href="#">Sida survey on Swedes in UN</a><br><a href="#">List of recipient organisations</a> | Sida Plan-it<br>Dox<br>JPOSC<br>CPH data-base | CAPDEV<br>SPF (has sent a handful for the years 2017-2018)<br>JPO SC |
| <b>SARC</b>           |                 | SPF<br>JPOSC Copenhagen                            | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Målbild promemoria<br>End term surveys and reports<br>Notes from network/regional meetings<br>SPF training surveys/reports<br>Quantitative data from JPOSC<br>Contact details of staff at sample recipient organisations<br><a href="#">Sida survey on Swedes in UN</a><br><a href="#">List of recipient organisations/offices</a>                                         | Sida Plan-it<br>Dox<br>JPOSC<br>CPH data-base | CAPDEV<br>SPF<br>JPOSC                                               |
| <b>SDP</b>            |                 | SPF<br>JPOSC Copenhagen (UNDP only)                | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Quantitative data from JPOSC<br>End term surveys and reports<br>Notes from network/regional meetings<br>SPF training surveys/reports<br><a href="#">Målbild promemoria</a>                                                                                                                                                                                                 | Sida Plan-it<br>Dox<br>JPOSC<br>CPH data-base | CAPDEV<br>SPF<br>JPOSC                                               |
| <b>MSS</b>            | Sida/<br>MULTI  | Representation in New York, Washington, Paris      | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Målbild promemoria<br>mid and end-term reports<br>MSS participant seminar reports<br>Contact details of seconded staff<br>Contact details of staff at recipient organisations<br><a href="#">List of recipient organisations</a>                                                                                                                                           | Sida Plan-it<br>Dox<br><br>Interviews         | MULTI<br>MFA<br><br>Evaluation team                                  |
| <b>European Union</b> |                 |                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                               |                                                                      |
| <b>JPD</b>            | Sida/<br>CAPDEV | EU Brussels                                        | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Målbild promemoria<br>End term surveys and reports<br>Notes from network/regional meetings<br>SPF training surveys/reports<br>EU Surveys? Assessments?<br><a href="#">JDP survey cannot be opened</a>                                                                                                                                                                      | Sida Plan-it<br>Dox<br>EU reports             | CAPDEV<br>SPF<br>EU (EEAS, DEVCO)                                    |
| <b>NE</b>             | Sida/<br>MULTI  | Representation in Brussels                         | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Målbild promemoria<br>mid-term reports and end reports from seconded staff<br>Surveys? Assessments?                                                                                                                                                                                                                                                                        | Sida Plan-it<br>Dox<br>EU reports             | MULTI<br>MFA<br>EU (EEAS, DEVCO, NEAR)                               |
| <b>Sida/Bilateral</b> |                 |                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                               |                                                                      |
| <b>BAE/<br/>BBE</b>   | Sida/<br>CAPDEV | Sida regional and thematic units, Embassies<br>SPF | Decisions & appraisals<br>Programme documentation<br>Financial overview<br>Målbild promemoria<br>End term surveys and reports<br>Notes from network/regional meetings ( <a href="#">3 travel reports - 2016-2017</a> )<br><a href="#">Sida BBE survey 2017</a>                                                                                                                                                                                        | Sida Plan-it<br>Dox                           | CAPDEV<br>SPF (has sent a handful for the years 2017-2018)           |

|                                                     |     |                                               |                                                                                                                                             |                       |            |
|-----------------------------------------------------|-----|-----------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------|-----------------------|------------|
|                                                     |     |                                               | SPF training surveys/reports<br>List of recipient organisations                                                                             |                       |            |
| <b>Academia</b>                                     |     |                                               |                                                                                                                                             |                       |            |
| <b>MFS</b>                                          | UHR | SPF                                           | UHR evaluation<br>Results report 2016-18<br>SPF training surveys/reports<br>Annual reports<br>Programme documentation<br>Financial overview | UHR<br><br>Interviews | UHR<br>SPF |
| <b>Lin-<br/>naeus-<br/>Palme</b>                    |     | SPF                                           | UHR evaluation<br>Results report 2016-18<br>SPF training surveys/reports<br>Programme documentation<br>Financial overview                   | UHR                   | UHR<br>SPF |
| <b>Civil society</b>                                |     |                                               |                                                                                                                                             |                       |            |
| <b>Prakti-<br/>kant-<br/>pro-<br/>gram-<br/>met</b> |     | SPF<br>Sida framework<br>organisations/CIVSAM | UHR evaluation<br>Results report 2016-18<br>SPF training surveys/reports<br>Programme documentation<br>Financial overview                   | UHR                   | UHR<br>SPF |



## Annex 1: List of documents and data

### Documents:

Nilén H, Nilsson P-U och Nyberg J. 2004. *Verktyg som utvecklats av den svenska resursbasen - En utvärdering av JPO- och BBE-programmen 1992-2003*. Sida.

Lewin Elisabeth. *Training for a Career in International Development – an Evaluation of the JPO, BBE, JED and SARC Programmes*. Sida. 2009

Fältstudier och praktik utomlands – Vad hände sedan?, Internationella Programkontoret 2010

Arbetsgivarens syn på utlandserfarenhet, Internationella Programkontoret och Svenskt Näringsliv, 2010.

White P, Seppänen M & Ahonen P 2011 Evaluation of the Junior Professional Officer Programme of Finland. Evaluation report 2011:5. Ministry for Foreign Affairs of Finland

Anger, Joakim, Bertil Oskarsson och Malin Grundström. "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling, Steg 1, Programportföljen som genomförs av UHR", and "Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling Steg 2, Biträdande Bilateral Expert", Indevelop AB, 2014.

"Främjandet av svensk närvaro i FN-systemet", Sida, 2017

Rekryteringspool för internationellt utvecklingssamarbete? Utvärdering av Minor Field Studies (MFS), Linnaeus-Palme och Praktikantprogrammet, UHR:s rapportserie 2018:7, Universitets- och högskolerådet, 2018.

### Programme documents:

Annual *strategy reports* for:

- Strategin för Kapacitetsutveckling och Samverkan, 2011 – 2013
- Resultatstrategin Kapacitetsutveckling och utbyten, 2014 – 2017
- Strategi för kapacitetsutveckling, partnerskap och metoder som stöder Agenda 2030 för hållbar utveckling, 2018

'*Måldokument*' for JPO, SPD (2018-2022) (not yet received for other programmes)

*Travel reports* by CAPDEV for regional follow-ups on BBE programme (2016, 2017)

### Data sources (including surveys conducted by others):

Mid-term and end reports of candidates (not yet received; unclear for which programmes these are available)

Surveys conducted by Sida of JPO/SARC and BBE 2016 & 2017

Surveys, evaluations conducted by SPF in conjunction with trainings for the Swedish resource base programmes (we have received some for the years 2017 and 2018)

JPO/SARC Satisfaction Surveys 2010-2017, UNDP JPO Service Centre,  
<http://www.jposc.undp.org/content/jposc/en/home/for-current-jpos-sarcs/jpo-sarc-satisfaction-survey/>

UN system Financial and Human Resources Statistics: <https://www.unsceb.org/content/statistics>

Assessment of the JPO programmes across the UN System (2017) (summary powerpoint has been accessed through the UN JPO SC – the full report will be requested)

JPO Alumni association directory report (2017), UNDP JPO Service Centre

# Annex 8: List of Informants

## ORGANISATION

## NAME

### Multilateral agency

- |                                       |                     |
|---------------------------------------|---------------------|
| 1. FAO Coordinator on AMR             | Vecchione, Vittoria |
| 2. FAO, Chief Veterinary Officer,     | Lubroth, Juan       |
| 3. UNCDF, trainer for JPO Centre, NYC | Abbadi, Mahammad    |
| 4. UNDP HR, JPOSC                     | Andersson, Lykke    |
| 5. UNESCO                             | Safi, Patricia      |
| 6. UNFPA, Chief, Talent Management    | Dahl, Michael       |
| 7. UNICEF                             | Zeck, Willibald     |
| 8. UNICEF HQ                          | Saikaly, Lubna      |
| 9. UNICEF HQ                          | Mitra, Chandreyee   |
| 10. UNRCO Kenya                       | Knutsson, Pelle     |
| 11. UNRCO Tanzania                    | Rodriguez, Alvaro   |

### Sida

- |                                                              |                       |
|--------------------------------------------------------------|-----------------------|
| 12. Sida, CAPDEV                                             | Acevedo Narea, Lorena |
| 13. Sida, CAPDEV                                             | Metell Cueva, Karin   |
| 14. Sida, CAPDEV                                             | Morin, Carin          |
| 15. Sida, CIVSAM                                             | Magnusson, Grimur     |
| 16. Sida, EURO/LATIN                                         | Hartler, Christina    |
| 17. Sida, FAO Focal Point                                    | Åberg, Mats           |
| 18. Sida, FORSK                                              | Akuffo, Hannah        |
| 19. Sida, HR KOM                                             | Hulterström, Karolina |
| 20. Sida, HR KOM                                             | Hjalmarsson, Lina     |
| 21. Sida, HR KOM                                             | Morency, Nicole       |
| 22. Sida, MULTI                                              | McDonald, Karin       |
| 23. Sida, MULTI                                              | Nunes Sörensson, Eva  |
| 24. Sida, MULTI                                              | Rudström, Kristina    |
| 25. Sida, MULTI                                              | Rönnqvist, Richard    |
| 26. Sida, MULTI                                              | Skarpe, Cecilia       |
| 27. Sida, MULTI, EU-Co-ordinator                             | Bergström, Marie      |
| 28. Sida, MULTI, EU-Coordinator, fmr Swedish Embassy, Maputo | Elofsson, Mikael      |
| 29. Sida, SPF                                                | Melbing, Maria        |
| 30. Sida, SPF                                                | Sundqvist, Josefine   |

|                                                          |                            |
|----------------------------------------------------------|----------------------------|
| 31. Sida, SPF                                            | Wedenstam, Camilla         |
| 32. Sida, UNDP Focal Point                               | Zinn, Katarina             |
| 33. Sida, UNICEF Focal Point                             | Forsgren, Lena             |
| <b>Other Stakeholders</b>                                |                            |
| 34. EDM Maputo                                           | Artur, Fatima              |
| 35. Forum Syd                                            | Brättermark, Magda         |
| 36. Forum Syd                                            | Enlund Joakim              |
| 37. Gävle University                                     | Hillman, Malin             |
| 38. Gothenburg University                                | Fransson, Elin             |
| 39. Gothenburg University                                | Johannesson, Laila         |
| 40. Gothenburg University                                | Svelid, Isabella           |
| 41. Höskolan Väst                                        | Flodin, Karin              |
| 42. Impactpool                                           | Rydén, Henrik              |
| 43. IPPF Bangkok                                         | Ghosh, Aditi               |
| 44. Karolinska Institute                                 | Dahlerus, Anna             |
| 45. Karolinska Institute                                 | Witte, Pernilla            |
| 46. Kungliga Musikhögskolan                              | Nivbrant Wedin, Eva        |
| 47. Luleå University                                     | Larsson, Anna Carin        |
| 48. Lund University                                      | Stenelo, Richard           |
| 49. Lund University                                      | Svensson, Pär              |
| 50. Malmö University                                     | Kisthinos, Marianne        |
| 51. Musika Zambia                                        | Munro, Rob                 |
| 52. NORAD Knowledge Bank                                 | Kvalvaag, Tale             |
| 53. NOREC                                                | Espe, Helge                |
| 54. OECD                                                 | Hedman, Jenny              |
| 55. SLU                                                  | Larsson, Jenny             |
| 56. Swedish Embassy in Bangkok                           | Hedén, Åsa                 |
| 57. Swedish Embassy in Bogota                            | Paulsson, Göran            |
| 58. Swedish Embassy in Rome (formerly)                   | Alfer, Fredrik             |
| 59. Swedish Embassy, Lusaka, SRHR Sida                   | Sundelin, Dag              |
| 60. Swedish MFA, /International Development Co-operation | Eriksson, Sara             |
| 61. Swedish MFA, International Development Cooperation   | Lindström, Kamilla         |
| 62. Swedish MFA, International Development Co-operation  | Teague, Johanna            |
| 63. Swedish MFA, UD-FN                                   | Fried, Katarina            |
| 64. Swedish MFA, UD-FN                                   | Nordström, Anders          |
| 65. Swedish MFA,, Deputy Head of UN Policy Department    | Pedersen, Harriet          |
| 66. Swedish Ministry of Enterprise and Innovation        | Milivojevic, Marija        |
| 67. Swedish Mission Council                              | Isaksson, Victoria         |
| 68. Swedish Mission Council                              | Olsson, Anna               |
| 69. Swedish Representation EU, Brussels                  | Frelén, Victoria           |
| 70. Swedish Representative New York                      | Nevstad Bruzelius, Camilla |
| 71. UHR                                                  | Angestav, Maria Linna      |

## ANNEX 8: LIST OF INFORMANTS

|                                                  |                    |
|--------------------------------------------------|--------------------|
| 72. UHR                                          | Dygeus, Jacob      |
| 73. UHR                                          | Hadland, Therese   |
| 74. UHR                                          | Hallbåter, Magnus  |
| 75. UHR                                          | Lindberg, Anneli   |
| 76. UHR                                          | Lundqvist, Eva     |
| 77. UHR                                          | Palmgren, Victoria |
| 78. UHR                                          | Pettersson, Conny  |
| 79. UHR                                          | Åkerblom, Catrine  |
| 80. UHR Assessor                                 | Kullbjer, Arne     |
| 81. UHR Assessor                                 | Sundin, Ebba       |
| 82. UHR Assessor, Stockholm University           | Fiedler, Birgitta  |
| 83. We Effect                                    | Malmberg, Linn     |
| 84. Former DG Sida; former Ambassador;           | Båge, Lennart      |
| 85. former President IFAD                        |                    |
| 86. Former head Nordic Africa Institute, and FUF | Wolgemoth, Lennart |

### Number of programme participants/ former participants interviewed

|    |      |
|----|------|
| 15 | MSS  |
| 15 | JPO  |
| 13 | BBE  |
| 2  | UNV  |
| 6  | MFS  |
| 1  | SARC |
| 1  | NE   |
| 1  | JED  |

# Annex 9: List of Documentation Reviewed

1. Andersen, H. & Tengnäs, B. *Resursbasutveckling för skogligt utvecklingsarbete med inriktning på Sidas och Skogsinitiativets framtida behov*. 2009.
2. Anger, J. & Oskarsson, B. *Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling, Steg 1* (Programportföljen som genomförs av UHR). 2013.
3. Anger, J., Oskarsson, B. & Grundström, M. *Översyn av utbildningsprogram inom Sidas uppdrag för resursbasutveckling, Steg 2 - Bilateral Biträdande Expert*. 2014.
4. Arbetsgivarverket, *Avtal om utlandskontrakt och riktlinjer för anställningsvillkor vid tjänstgöring utomlands*, Centrala avtal 2010-02-01.
5. Baradun, Patricia. *Switzerland's JPO Programme and Findings of a Recent Study*. Swiss Federal Department of Foreign Affairs, 2017.
6. Beslut om undantag från insatsregeln i TRAC gällande hantering av resursbasinsatser under 2017
7. Decision of the Director-General of Budget and Administration of the European External Action Service in agreement with the Directors-General of DG DEVCO and DG HR of the European Commission of 21/06/2017
8. Evaluation Results of Pre-selected candidates for EEAS and Commission traineeship positions in the framework of the Junior Professionals in Delegation (JDP) programme, Sweden.
9. Governance and Social Development Resource Centre (GSDRC), *Helpdesk Research Report: Changing approaches to technical assistance*, 2009.
10. Italian Development Cooperation, *40 years of the Italian JPO-Programme*, 2017.
11. Joint Decision of the European Commission and the High Representative of the Union for Foreign Affairs and Security Policy of 19.6.2017
12. Jusek, *Handbok för anordnande av mentorskapsprogram för utrikes födda*, 2018.
13. Lewin, E. (2009). *Training for a career-in-international development, an Evaluation of the JPO, BBE, JED and SARC Programmes*, Sida Review.
14. Makongo, J., Kristensen, M.B., Bamwine, E. & Ternstrom, I. *Evaluation of Sida's ITP approach for Capacity Development*, 2017.
15. McArthur, J.W & Rasmus, K. (2017). *Who funds which multilateral organizations?*, Global Views, no.8

16. Ministry of Financial Affairs of Finland, *Finland's Junior Professional Officer-Programmes evaluation*, 2011.
17. Ministry of Foreign Affairs (UD), *Bilaga till regeringsbeslut 2013-12-19: Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017*.
18. Ministry of Foreign Affairs (UD), *Nyttjandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster*, Slutrapport 2010-10-01.
19. Ministry of Foreign Affairs (UD), *Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017*, Regeringsbeslut 2013-12-19.
20. Ministry of Foreign Affairs (UD), *Strategi för kapacitetsutveckling och samverkan 2011-2013*, Regeringsbeslut 2010-11-04.
21. Ministry of Foreign Affairs (UD), *Strategy for capacity development, partnership and methods that support the 2030 Agenda for sustainable development*.
22. Ministry of Foreign Affairs (UD), *Uppdrag att ansvara för programmet Samarbete med utvecklingsländer*, Regeringsbeslut 2007-12-19.
23. Ministry of Foreign Affairs (UD), *Uppdrag att hantera stipendieprogrammen Minor Field Studies och Internship*, Regeringsbeslut 2002-04-25.
24. Ministry of Foreign Affairs (UD), *Uppdrag att inrätta utbytesprogrammet Linnaeus-Palme*, Regeringsbeslut 2000-05-11.
25. Ministry of Foreign Affairs (UD), *Uppdrag att lokalisera verksamhet till Gotland*, Regeringsbeslut 2006-04-20.
26. Nilén, H., Nilsson, P.U. & Nyberg, J. *Verktyg som utvecklats av den svenska resursbasen - En utvärdering av JPO- och BBE-programmen 1992-2003*, Sida Review. 2004.
27. North, N., Stokar, T.V., Stern, S. & Berner, S. *Evaluation of the JPO Programme 2003-2008*. 2009.
28. Proposal for postings within the European Union Delegations for the selected candidates - High level traineeship programme for Junior Professionals (JPD) - Mound 2017/2019
29. Sida & UNDP, Framework Co-financing Agreement for Government Technical Expert Secondment for Development, 2018 Annual Monitoring Report, 2019.
30. Sida, Administrativa flödesscheman: Bilateral Biträdande Experter (BBE); Junior Professionals in Delegation (JPD); Junior Professional Officers (JPO).
31. Sida, Enheten för kapacitetsutveckling Avdelningen för Partnerskap & Innovation, Handbok JPO & SARC/SDP programmen, 2019.
32. Sida, Främjandet av svensk närvaro i FN-systemet, 2017.
33. Sida, Miljö och hållbar utveckling - förslag om en ökad satsning på miljö inom ramen för Sveriges internationella utvecklingssamarbete, 2005.
34. Sida, Multifokalpunkter vid Sida och prioriteringsgrad för de multilaterala organisationerna (gäller från 2017-12, uppdaterad 2019-09-10).

35. Sida, Målbild för JPO & SDP-programmen 2018-2022, Promemoria 2017-12-19.
36. Sida, Program hemkomstseminarium efter sekondering, 2018.
37. Sida, Rapportering av strategigenomförande och resultat Strategin för Kapacitetsutveckling och Samverkan, 2013.
38. Sida, Reviderad målbild multilaterala sekonderingsprogrammet på mellan och senior nivå 2019-2020, Beslut.
39. Sida, Riktlinjer för Sidas rekrytering av nationella experter till EU:s institutioner, 2018.
40. Sida, Sidas multilaterala sekonderingsprogram - Processflöde, ansvarsfördelning, lagringsmedia, mötesforum, arkivering och fråga om utlämnande av handlingar, Internt arbetsdokument 2019.
41. Sida, Sidas årsredovisning 2019.
42. Sida, Strategiplan för Kapacitetsutveckling, Partnerskap och Metoder för Agenda 2030 för 2019-2021.
43. Sida, Strategiplan för Kapacitetsutveckling, Partnerskap och Metoder för Agenda 2030 för 2020-2022.
44. Sida, Strategirapport 2017 för Resultatstrategi för kapacitetsutveckling och utbyten 2014-2017.
45. Sida, Strategirapport för kapacitetsutveckling och samverkan september 2011 – september 2012.
46. Sida, Strategirapport för Kapacitetsutveckling, partnerskap och metoder som stöder Agenda 2030 för hållbar utveckling 2018-2022.
47. Sida, Strategirapport för resultatstrategi för kapacitetsutveckling och utbyten 2015.
48. Sida, Strategirapport för resultatstrategi för kapacitetsutveckling och utbyten 2016.
49. Sida, Strategirapport för resultatstrategin kapacitetsutveckling och utbyten 2014.
50. Sida, Strategirapport år 1 för kapacitetsutveckling, partnerskap och metoder som stöder Agenda 2030 för hållbar utveckling 2018-2022.
51. Sida, Svenskt arbete för att stärka resursbasen, Programdagar för högskolan 2015.
52. Sida, Sveriges SARC-program, Information till kandidater, 2016.
53. Sida, *Underlag till ny strategi för kapacitetsutveckling som stödjer hållbar utveckling och genomförande av Agenda 2030 samt utveckling och breddning av den svenska resursbasen 2018-2022*, Skrivelse 2018-01-30.
54. Sida, Uppföljningsrapport avseende kapacitetsutveckling och samverkan 2012.
55. Sida, Årshjul för KAPAME, Baserat på datum för 2019.



56. Sida. Bilaga 2. Framtagande av ramavtal med mottagarorganisation för sekonderingar.
57. Sida. Bilaga 3. Framtagande av arbetsbeskrivning/Terms of Reference (ToR) för sekonderingar.
58. Sida. Bilaga 4: Rekryteringsprocessen.
59. Swedish Council for Higher Education (UHR), Budgetframställan för 2018, 2017-10-27.
60. Swedish Council for Higher Education (UHR), Budgetframställan till Sida 2019-2021 för programverksamhet som administreras av Universitets- och högskolerådet, 2018-10-24.
61. Swedish Council for Higher Education (UHR), *Effektutvärdering av de Sida-finansierade programmet Linnaeus-Palme*, 2017.
62. Swedish Council for Higher Education (UHR), *Effektutvärdering av de Sida-finansierade programmer Minor Field Studies (MFS)*, 2017.
63. Swedish Council for Higher Education (UHR), *Effektutvärdering av de Sida-finansierade Praktikantprogrammet*, 2017.
64. Swedish Council for Higher Education (UHR), *Effektutvärdering av de Sida-finansierade programmen, Rapport – Studenter uppväxta i ett annat land än Sverige*, 2017.
65. Swedish Council for Higher Education (UHR), Framställan om medel, 2017-07-06.
66. Swedish Council for Higher Education (UHR), *Information Linnaeus-Palme och Minor Field Studies*, 2019-11-21.
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The team has also reviewed hundreds of documents from 2013 to 2019 for the 11 resource base programmes in the following categories:

- Sida’s appraisals
- Sida’s contribution decisions
- Agreements with partner organisations
- Participants’ annual, mid-term and final reports
- Surveys of participants
- Sida’s correspondence with secondees
- Sida’s correspondence partner organisations.

# Annex 10: The Concept of the Swedish Resource Base

## 1. THE SWEDISH RESOURCE BASE

Understanding what is meant by the “Swedish resource base for developing cooperation” is critical for this evaluation. Indeed, for many working within development cooperation in Sweden, the term is unclear. An analysis of policy documentation shows that the term has been used differently over time. This section discusses the concept.

## 2. THE RESOURCE BASE TODAY

The past strategies (2011-13 and 2014-2017) and related documents from 2010 to 2017 do not define the concept of a resource base but seem to refer to a “recruitment base” (rekryteringsbas)<sup>19</sup> or “competence pool”. By recruiting individuals to different work or study experiences in the international development context, the 11 resource base programmes were expected to contribute to the *competence pool*.

The documentation suggests that the competence pool has been assumed to be tangible enough that it can be drawn on as needs arise. However, exactly how to efficiently access it has never been clearly specified. Without systematically applying the second lever discussed in the section above, the pool becomes a highly theoretical concept.

Who exactly make up the competence pool has also not been clearly specified. From preliminary documentation review and interviews, the team assumes it is made up of Swedes with international development experience – both those that have participated in the Swedish resource base programmes or not. They may be working in Sweden (MFA, Sida, Swedish CSOs, universities the international sections of line ministries and some public agencies/authorities including the Folke Bernadotte Academy) or internationally (INGOs, the UN system, the development banks, the EU/Devco and international consulting companies).

If one is part of the competence pool, would one know this? There is little to suggest that Swedes that have participated in the programmes or otherwise might be considered part of the resource base and identify as being part of it.

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<sup>19</sup> See Strategi för kapacitetsutveckling och samverkan 2011-2013; Resultatstrategi för kapacitetsutveckling och 2014-2017; Nyttandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster (Anders Nordström, UD, 2010.10.01)

Meanwhile, there are other Swedish competence pools with development experts that are more concrete. For example, FUF, the Swedish Association for Development Issues, has a network and a mentorship program for young professionals. The Folke Bernadotte Academy (FBA) has a roster for its peace and election observation missions. Likewise, the Swedish Civil Contingencies Agency (MSB) has a database of experts for emergency interventions in developing countries. The international global health group that is coordinated by MFA includes all the main actors of this thematic area and the group also serves as a de facto resource pool. Meanwhile, a Swedish social entrepreneurship initiative has led to the establishment of Impactpool (previously UNjobfinder), a fast-growing Stockholm-based online career platform. Impactpool was founded by former Sida and UN human resource personnel. By using automated computer-based systems, it offers services to both job searchers and international development institutions to match individuals with positions. It appears that a number of governments have started using the services as a one-stop-shop to identify candidates for development cooperation positions. There appears to be no coordination among any of these pools.

### 3. RESOURCE BASE AS ACTUAL AND POTENTIAL SWEDISH DEVELOPMENT ACTORS

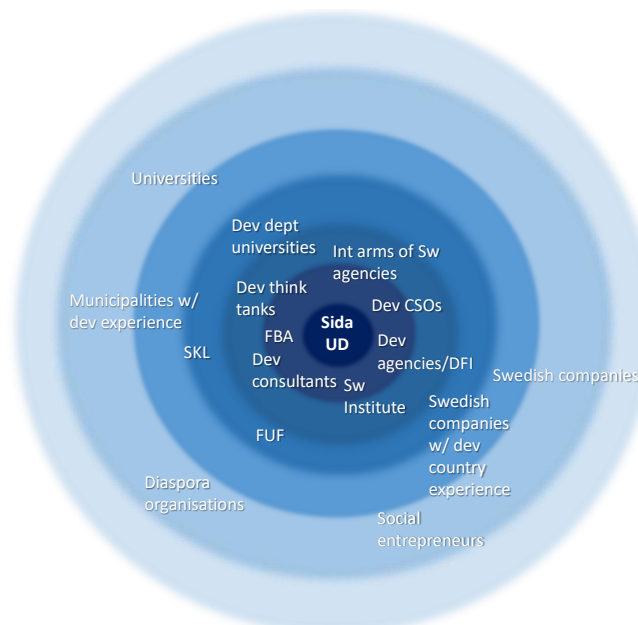
In 2018, the resource base was referred in the KAPAME strategy as “a wider group of *Swedish actors* in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030” (p 6, our italics). This suggests that the resource base consists of both organisational entities working in development and those entities that have a potential to contribute to development cooperation. With this interpretation, the connection between the 11 resource base programmes and the strategy could be considered more tenuous since the programmes are *personnel based*, with focus on building the competence of Swedish *individuals* (with the possible exception of Linnaeus Palme that focuses on academic institutions and partnerships among them), while KAPAME, as understood by Sida, aims to develop the capacity of Swedish *actors*.

During the scoping exercise, the team developed a visual representation of the actual and potential Swedish resource base and shared it with the stakeholders. The darker centre of the image represents the core of the Swedish resource base for international development cooperation and Agenda 2030, with MFA and Sida at the centre as the primary implementers of Swedish development cooperation policy. The outer light coloured rings represent the potential resource base (currently less or not engaged). Most stakeholders found the visual representation to be accurate. However, the

representation does not fit as well with MFA's objective to make use of Swedish competence in the multilateral system, which is more focused on individuals.<sup>20</sup>

With KAPAME referring to the resource base being “the broad range of existing and potential Swedish actors”, in which actors are understood as organisations, the current KAPAME strategy significantly departs from the earlier strategies. Moreover, while the earlier strategies referred to the specific resource base programmes, KAPAME only mentions the secondment programmes. It underlines the importance of increasing Swedish representation (both in terms of number of Swedes and the organisations they represent) with the aim of having greater effect on the multilateral organisations of which Sweden is a member. Although a few of the other nine resource base programmes (JPO, SARC, UNYV, SDP, JPD) may be vehicles for increasing the number of Swedes and promoting some level of Swedish priorities in the multilateral organisations, these are mostly junior level positions offering limited scope for influence. Moreover, the participants do not typically represent specific actors of the Swedish resource base and therefore there is no direct link back to the Swedish resource base once the programme has been completed. There appears thus to be a degree of mismatch between most of the current programmes and Sida's interpretation of KAPAME's objectives.

**Figure 1: Actual and potential actors of the Swedish resource base**



<sup>20</sup> See for instance, *Strategi för Sveriges samarbete med UNDP 2017-2021 and Nyttjandegörande av svensk kompetens i det multilaterala systemet med fokus på FN och utvecklingsbankerna och högre tjänster*, UD 2010 which is still regarded as valid today.

## 4. DEFINITIONS

- Since KAPAME has changed the definition of Swedish resource base within Sida, and there appears to be confusion and inconsistency in the use of the phrase, the team will apply the following definitions:
- **Swedish resource base:** For this evaluation, the team will use the term “Swedish resource base” in line with Sida’s interpretation of the KAPAME strategy – a wider group of Swedish actors in the public and private sector, and civil society, that can contribute to the international implementation of Agenda 2030. This includes Swedish government institutions, CSOs, private sector companies, academic institutions that are currently engaged in development cooperation, as well as those with potential to engage.
- **Competence pool:** This refers to individual Swedes with international development experience – both those that have participated in the Swedish resource base programmes or not. They may be working in Sweden or internationally. These Swedes form a “pool”, but it is not formalised in the form of a roster or network. The way the term “Swedish resource base” was used in the earlier strategies amounts to what the evaluation team calls the “competence pool”.

# Annex 11: Resource base development in Norway

## 1. HOW NORWAY WORKS WITH ITS RESOURCE BASE DEVELOPMENT

Norway has a number of international exchange and capacity building programmes that engage and develop the Norwegian resource base for international development. These are discussed below.

## 2. NORWAY AND THE MULTILATERAL SYSTEM

Norway is a strong supporter of the multilateral system for international development cooperation. Similar to Sweden, Norway has a number of tools at its disposal to promote Norwegian and common interests in the multilateral system, candidacies, board memberships and the recruitment of Norwegians to international organisations.<sup>21</sup>

Norway encourages recruitment of Norwegians to international positions by encouraging and supporting Norwegian candidates, particularly to senior positions. This generates useful expertise for Norway. The Ministry for Foreign Affairs and its embassies have a central role in this. The Government is however developing a new strategy for recruiting Norwegians to international organisations, the goal of which is to increase recruitment at all levels, including lower levels as well, since the top positions often require experience from within the system. The efforts will concentrate on organisations and positions of particular interest to Norway.

Norway currently supports a range of programmes to promote experience among young professionals in the UN system<sup>22</sup>:

- The UN's own programme, the young professionals programme (YPP) is a traineeship programme to prepare young professionals to enter into the UN system as staff. Norway is one of 116 underrepresented countries eligible to take part in the YPP and supports candidates interested in applying.
- Norway currently funds approximately 80-90 JPO and SARC positions at UN agencies. The recruitment is managed by the Ministry for Foreign Affairs.
- Norway also participates in the UNV and UNYV programmes. With UNV, Norway primarily finances the deployment of technical experts for volunteer assignments.

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<sup>21</sup> NORAD (2019) Norway's Role and Interests in Multilateral Cooperation, <https://www.regjeringen.no/en/dokumenter/meld.-st.27-20182019/id2654250/>

<sup>22</sup> [https://www.regjeringen.no/no/dep/ud/stillinger/int\\_org/id2340102/](https://www.regjeringen.no/no/dep/ud/stillinger/int_org/id2340102/)

- Stipends for internships at UN organisations are also available for Norwegian students and covers travel and living expenses accrued during the internship.

### 3. CAPACITY DEVELOPMENT WITH GOVERNMENT AGENCIES

**The Knowledge Bank** is a department in NORAD with 40 employees tasked to strengthen the competency and capacity of the public administration in Norway's partner countries through partnerships with Norwegian institutions, agencies and ministries that have the relevant sector competencies.

The programmes currently managed by in The Knowledge Bank are Oil for Development, Fish for Development, Tax for Development, Cooperation on Statistics, The Norwegian Programme for Capacity Development in Higher Education and Research for Development, Innovation, Gender for Development, and Institutional cooperation within clean energy. NORAD mainly provides administrative support to the technical agencies and an administrative handbook on how to make the twinning arrangements as efficient as possible.

### 4. ORGANISATIONAL EXCHANGES

**The Norwegian Agency for Exchange Cooperation, NOREC** (previously Fredskorpeset founded in 1963) is an executive body under the Norwegian Ministry of Foreign Affairs. It has 40 staff members and offices in Bangkok, Johannesburg, Kampala and Bogota. The overall objective of NOREC is to facilitate exchange programmes, through grants and training, between Norwegian actors and developing country partners abroad. The Norwegian and foreign partners can be from the public sector, private sector, civil society or from academia. NOREC functions as a grant-maker. It funds the expenses of the exchanges, but does not recruit or have any human resource responsibility, which is undertaken by the applicants. The partners are also responsible for socio-cultural support. NOREC does, however, design and implement training and follow-up support before, during and after the exchange. The training takes place in Norway, at one of its regional hubs, and/or or online. The training includes for example the following generic modules Critical thinking and problem solving, Creativity and innovation, Communication and collaboration and Interdisciplinary, intercultural and global understanding

Past evaluations have found that these exchanges have influenced participants' engagement and careers decades after their exchange period. NOREC's experience furthermore indicates that the greatest contribution to learning and capacity development is when the participants return from their exchange and engage with their home organisation home organisation. This is true for both Norwegians and their international partners.

In the light of the 2030 Agenda, NOREC has the ambition to expand the programme to consist of 2000 exchanges per year. Currently, NOREC finances around 600 exchanges. About a third of these are south-south exchanges. There is an ambition to



become a centre of excellence in the methods of conducting an effective exchange programmes. NOREC's strategy for the period up to 2022 is being revisited to pick up new /innovative methods from also outside the traditional development sector.

## 5. HUMANITARIAN SUPPORT AND PEACEBUILDING

The Norwegian refugee council manages a resource deployment programme, NORCAP, which is a global provider of expertise to the humanitarian, development and peacebuilding sectors. NORCAP focusses on partnerships with international organisations and national actors. Through its roster system, NORCAP provides expert personnel and collaborates with international organisations and national partners to identify capacity needs and to establish common goals and projects.

## Annex 12: Overview of SPF's courses

Sida's Swedish Partnership Forum has been dedicating more time and resources to the resource base programmes in the last three years, engaging with eight of the eleven programmes. organises three types of capacity development interventions:

- a) Training courses for partner organisations, including public authorities and CSOs;
- b) Development cooperation network meetings;
- c) Courses for participants of the Sida-financed Swedish resource base programmes.

SPF courses take place throughout the year. For 2019 a total of 223 days were dedicated to capacity development activities.<sup>23</sup> The table below illustrates that courses for participants of the Swedish resource base programmes are by far the most numerous (more than half of the total number of course days).

**Table 1 number of course days and participants per SPF activity area**

|                                            | 2017                 |                    | 2018                 |                    | 2019                 |                    |
|--------------------------------------------|----------------------|--------------------|----------------------|--------------------|----------------------|--------------------|
|                                            | Total no. of courses | Total participants | Total no. of courses | Total participants | Total no. of courses | Total participants |
| Training of partner organisations          | 11                   | 276                | 16                   | 383                | 19                   | 530                |
| Network meetings                           | 7                    | 208                | 8                    | 242                | 12                   | 427                |
| Training of participants of SRB programmes | 30                   | 723                | 34                   | 973                | 35                   | 936                |

The UHR-managed programmes – MFS, LP and Praktikant – make up half (52%) of the total number of scheduled course days for the resource base programmes, while the professional level courses for JPO, SARC, SPD, JPD constitute just over one-third. The training associated with the MFS programme is highly time-consuming for SPF and interviews held with SPF staff questioned whether this is the most effective and efficient use of the unit's time and resources.

**Table 2: SPF's number of course days 2019**

|                                            | Total days | % of total days |
|--------------------------------------------|------------|-----------------|
| Training of partner organisations          | 57         | 26%             |
| Network meetings                           | 36         | 16%             |
| Training of participants of SRB programmes | 130        | 58%             |

<sup>23</sup> Extract from SPF database (accessed 2019-10-10).

## ANNEX 12: OVERVIEW OF SPF'S COURSES

| <i>of which:</i>                            |    |     | % of SRB<br>course days |
|---------------------------------------------|----|-----|-------------------------|
| <b>MFS (17 courses)</b>                     | 51 | 23% | 39%                     |
| <b>Preparatory JPO/BBE/SARC (3 courses)</b> | 15 | 7%  | 12%                     |
| <b>Preparatory UNV (1 course)</b>           | 15 | 7%  | 12%                     |
| <b>JPD (1 every 2 years)</b>                | 5  | 2%  | 4%                      |
| <b>Praktikant (2 courses)</b>               | 10 | 4%  | 8%                      |
| <b>prep LP (2 courses)</b>                  | 6  | 3%  | 5%                      |
| <b>Mentors (1 course)</b>                   | 4  | 2%  | 3%                      |
| <b>Mid-term JPO Turin (1 course)</b>        | 5  | 2%  | 4%                      |
| <b>Mid-term SARC Turin (1 course)</b>       | 5  | 2%  | 4%                      |
| <b>Other (FUF, UNG19, sommarakademin)</b>   | 14 | 6%  | 11%                     |

# Annex 13: Administrative process charts

## BBE

| Månader | Förberedelser                                                                                                                | Ansvarig och berörda aktörer                                                       |
|---------|------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| 1       | Anslag till BBE-tjänster ges                                                                                                 | Fastställt i budget för CAPDEV                                                     |
|         | Temaatiskt område för BBE-tjänsterna fastställs                                                                              | CAPDEV med hänsyn till regeringens prioriteringar                                  |
|         | Identifiering och strategiskt val av placeringar (tema, land och organisation/ EMB)                                          | CAPDEV i samråd med TEMA                                                           |
|         | Tids- och aktivitetsplan för rekryteringsprocess tas fram                                                                    | CAPDEV i samråd med operativa avdelningar, ambassader och rekryteringskonsult      |
|         | Förslag kommer till avdelningarna, som prioriterar utifrån CAPDEV:s info                                                     | Operativa avdelningar                                                              |
|         | CAPDEV får in ca 40 förslag, lägger pussel med befintlig portfölj i beaktande, prioriterar                                   | CAPDEV samt EC TEMA                                                                |
|         | Slutgiltigt urval presenteras för EC CAPDEV + operativa avdelningar (något beslut för helheten har ej fattats senaste åren)  | CAPDEV + operativa avdelningar                                                     |
|         | Uppstartsmöte för att ge mer information om BBE-programmet, lärandeaspekten, processen etc.                                  | CAPDEV + mottagande organisation (samt i vissa fall ansvarig hdl på ambassad/Sida) |
|         | Arbetsbeskrivning (Job Description) tas fram                                                                                 | Samarbetspartners, i samråd med CAPDEV                                             |
|         | Beställning av rekryteringsuppdrag görs (konsulter upphandlades dock inte 2016-2019 då dessa inte ansågs ge något mervärde.) | CAPDEV till upphandlad rekryteringskonsult                                         |
|         | <b>Rekrytering</b>                                                                                                           |                                                                                    |
| 2       | Annons skapas och publiceras i rekryteringssystemet Reach Mee                                                                | CAPDEV                                                                             |
|         | Dialog förs kring prioritering av kvalifikationskrav (dialogen börjar dock i samband med att ToR tas fram)                   | CAPDEV i dialog med mottagande org.                                                |
|         | Av samtliga ansökningar kortlistas ca 5-7 kandidater                                                                         | CAPDEV                                                                             |
|         | Ca 2-5 kandidater väljs ut och rekommenderas för intervju                                                                    | Mottagande organisation och CAPDEV ( i vissa fall tillsammans med EMB/Sida)        |
|         | Kandidater kallas för intervju                                                                                               | CAPDEV                                                                             |
|         | Intervju                                                                                                                     | CAPDEV, mottagande organisation samt, oftast, handläggare på Sida/ambassad         |
|         | Referenser kontrolleras                                                                                                      | CAPDEV                                                                             |

|                     |                                                              |                                                                                |
|---------------------|--------------------------------------------------------------|--------------------------------------------------------------------------------|
|                     | Erbjudande om tjänst ges, inklusive information om villkor   | CAPDEV (samt information från HR)                                              |
|                     | Förhandling om avtal med mottagande org                      | CAPDEV/mottagande org.                                                         |
|                     | Beslut om placering tas                                      | CAPDEV                                                                         |
| <b>Genomförande</b> |                                                              |                                                                                |
| 3                   | Kontrakt upprättas                                           | Sidas HR-avdelning                                                             |
|                     | Kontrakt undertecknas                                        | BBE och Sida                                                                   |
|                     | Diskussion om tillträdesdatum                                | BBE, mottagande org och CAPDEV                                                 |
|                     | Anmälan till förberedelsekurs                                | CAPDEV till SPF                                                                |
|                     | Inbjudan till förberedelsekurs skickas                       | SPF                                                                            |
|                     | Förberedelsekurs genomförs                                   | SPF och BBE (CAPDEV med i förberedelser samt deltar oftast i något/några pass) |
|                     | Villkor/URA-avtal går igenom                                 | HR och BBE (ofta i samband utresekursen)                                       |
|                     | Visumansökan (antingen före utresa eller på plats)           | BBE, mottagande organisation + stöd från ambassad och CAPDEV                   |
|                     | Resa till placeringsort bokas                                | BBE via Sidas resebyrå                                                         |
|                     | Avtal med mottagande organisation upprättas och undertecknas | CAPDEV och mottagande organisation                                             |
|                     | Dialog kring bostad, förtullning av gods, mm                 | BBE, mottagande organisation, CAPDEV, HR, stöd från ambassad                   |
|                     | Tjänsten tillträds                                           | BBE                                                                            |
|                     | Inledande uppföljningssamtal efter 6-8 v                     | CAPDEV + BBE                                                                   |
|                     | Fakturor för bostad + deposition hanteras                    | CAPDEV                                                                         |
|                     | Ansökan om eventuell förlängning                             | BBE och mottagande organisation/EMB                                            |
|                     | Samråd kring möjlighet till- och beslut om förlängning       | CAPDEV och berörda parter                                                      |
| <b>Uppföljning</b>  |                                                              |                                                                                |
|                     | Årlig rapportering                                           | Mottagande organisation/BBE till CAPDEV                                        |
|                     | Uppföljningsseminarium för samtliga BBE                      | CAPDEV och BBE                                                                 |
|                     | Ev. uppföljningsbesök                                        | CAPDEV                                                                         |
|                     | Slutrapport                                                  | BBE och mottagande organisation                                                |
|                     | Avslutssamtal                                                | CAPDEV och BBE                                                                 |

## JPD

| Månad              | Förberedelser                                                                        | Ansvarig och berörda aktörer                   |
|--------------------|--------------------------------------------------------------------------------------|------------------------------------------------|
| Höst               | Information från EEAS till MS                                                        | EEAS/svenska representationen i Bryssel/CAPDEV |
|                    | Ev. diskussioner med EEAS/EC om särskilda prioriteringar från Sidas håll             | CAPDEV                                         |
|                    | Interna diskussioner om ev. särskilda prioriteringar i urval, t ex språk eller likn. | CAPDEV/Sida                                    |
|                    | Upphandling av rekryteringskonsult/uppdrag till befintlig konsult                    | CAPDEV                                         |
| <b>Rekrytering</b> |                                                                                      |                                                |
| Januari            | Annonsering på EEAS' hemsida samt Sida.se                                            | CAPDEV (för Sidas annonsering)                 |
|                    | Svara på frågor från kandidater                                                      | CAPDEV                                         |

|                     |                                                                                                                          |                                           |
|---------------------|--------------------------------------------------------------------------------------------------------------------------|-------------------------------------------|
| Mars                | Gallring av inkomna ansökningar (2019: ca 260 st)                                                                        | Rekryteringskonsult med stöd av CAPDEV    |
| Mars                | Urval enligt förbestämda kriterier                                                                                       | -/-                                       |
| Mars                | Onlinetest, problemlösning                                                                                               | Rekryteringskonsult                       |
| Mars                | Intervju                                                                                                                 | Rekryteringskonsult                       |
| April               | Slutlig poängbedömning                                                                                                   | Rekryteringskonsult och CAPDEV            |
| April               | Sammanställning av valda kandidater samt ansökningshandlingar, sorterade per EEAS och EC. Skickas till representationen. | CAPDEV                                    |
| April               | Sidas/Sveriges urval skickas till EEAS                                                                                   | Svenska representationen i Bryssel        |
| Maj                 | Kandidater matchas med tjänster                                                                                          | EEAS/EC                                   |
| Maj                 | Erbjudande om tjänst                                                                                                     | EEAS/EC till kandidater                   |
| Maj                 | Besked till kandidater som inte gått vidare                                                                              | CAPDEV                                    |
| Juni                | Förslag på placeringar och Cost Estimate                                                                                 | EEAS/EC till CAPDEV                       |
| Juni                | CAPDEV godkänner placeringar                                                                                             | CAPDEV                                    |
| Juni-juli           | Beslut om insats + rekvisition för år 1 kommer från EEAS till Sida                                                       | CAPDEV                                    |
| <b>Genomförande</b> |                                                                                                                          |                                           |
| Sept                | Utresekurs SPF/Stockholm                                                                                                 | SPF/CAPDEV                                |
| Sept                | Utresekurs Bryssel                                                                                                       | EEAS/EC                                   |
| Sept/okt            | Utresa                                                                                                                   | JPD                                       |
| <b>Uppföljning</b>  |                                                                                                                          |                                           |
| Juni-juli           | Rekvisition år 2                                                                                                         |                                           |
| Aug                 | Årlig rapportering                                                                                                       | Delegationer till EEAS/EC, vb till CAPDEV |
|                     | Begäran om förlängning för de JPD som vill/får                                                                           | EEAS till CAPDEV                          |
|                     | Godkännande av år 2                                                                                                      | CAPDEV till EEAS                          |
| Aug                 | Slutrapport                                                                                                              | Delegationer till EEAS/EC, vb till CAPDEV |

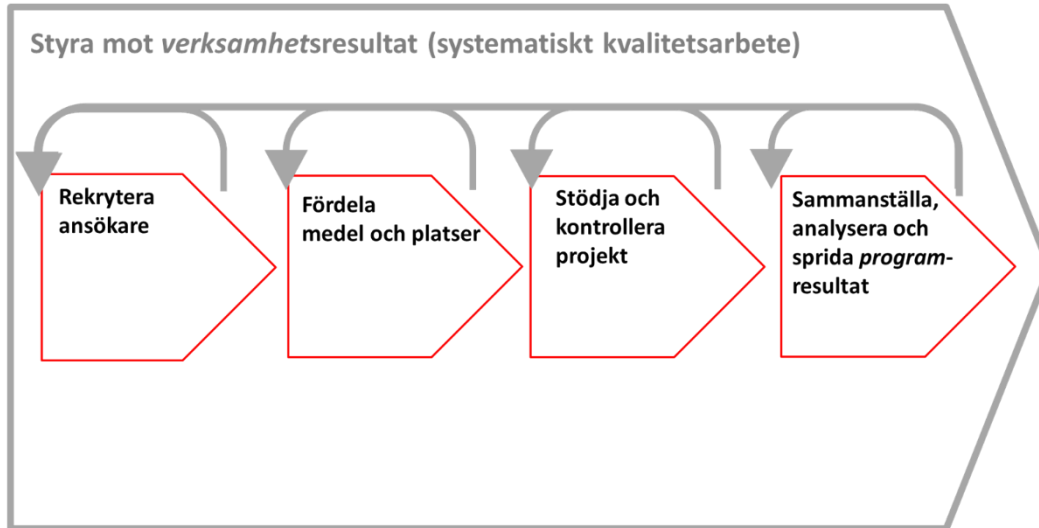
## JPO

| Månader | Förberedelser                                                                                         | Ansvarig och berörda aktörer                                                  |
|---------|-------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|
| 1       | Anslag till JPO-tjänster ges                                                                          | Fastställt i budget för CAPDEV                                                |
|         | Insamling och sammanställning av lediga tjänster hos de olika FN organisationerna                     | CAPDEV                                                                        |
|         | Insamling av förslag på tjänster från Sidas operativa avdelningar (samt UM), multifokalpunkter och UD | CAPDEV ger instruktioner och kriterier för hur man ska tänka när förslag ges. |
|         | Sammanställning av förslag för Styrgruppen. Kollar att förslagna tjänster "finns" och har översyn.    | CAPDEV                                                                        |
|         | Beslut om tjänster                                                                                    | Styrgruppen tar beslut, CAPDEV förbereder allt nödvändigt underlag.           |
|         | Öronmärkning av tjänster                                                                              | CAPDEV till relevanta FN organisationer                                       |
|         | Beredning av insatser per mottagande organisation                                                     | CAPDEV                                                                        |

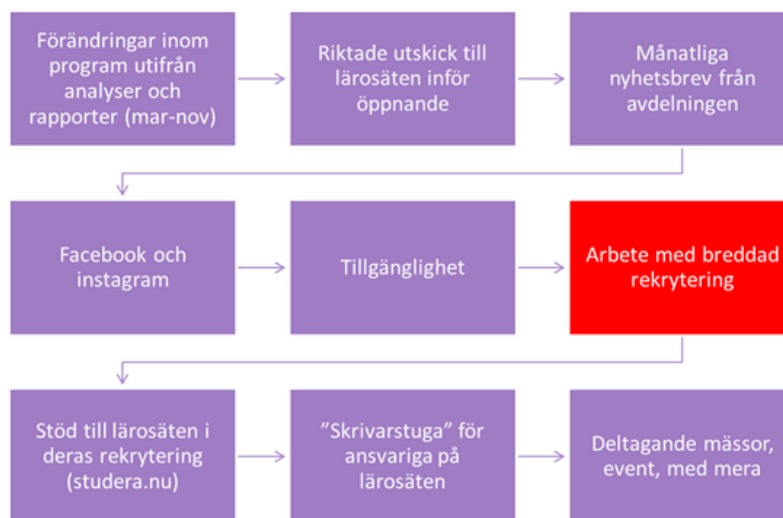
|   |                                                               |                                                                                                                        |
|---|---------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|
|   | <b>Rekrytering</b>                                            |                                                                                                                        |
| 2 | Annons skapas och publiceras i rekryteringssystemet Reach Mee | CAPDEV                                                                                                                 |
|   | CV sållning samt shortlist (3 kandidater kortlistas)          | Respektive mottagande organisation (förutom WB där CAPDEV förbereder långlistan)                                       |
|   | IQ/EQ test                                                    | CAPDEV vidareförmedlar kortlistor till konsult och förmedlar sedan rapporterna till respektive mottagande organisation |
|   | Intervjuer                                                    | Respektive mottagande organisation CAPDEV blir inbjuden och deltar i mån av tid.                                       |
|   | Referenser kontrolleras                                       | Respektive mottagande organisation                                                                                     |
|   | Beslut om placeringserbjudande tas                            | Respektive organisation meddelar CAPDEV om vem de vill rekommendera. CAPDEV meddelar utvalda kandidater                |
|   | <b>Förebereelser/anställning/uppföljning</b>                  |                                                                                                                        |
| 3 | Alla rekommenderade kandidater bjuds in till utresekurs       | CAPDEV och SPF                                                                                                         |
|   | Utresekurs genomförs                                          | SPF och CAPDEV                                                                                                         |
|   | Antställningsprocess genomförs                                | Mottagande organisation                                                                                                |
|   | Utbetalning av lön/förmåner/resa mm                           | CAPDEV (görs inför varje förlängning)                                                                                  |
|   | Tjänsten tillträds                                            | JPO                                                                                                                    |
|   | Ansökan om eventuell förlängning                              | Mottagande organisation                                                                                                |
|   | Årlig performance evaluation                                  | Mottagande organisation, godkänd utvärdering är krav för att kunna bli förlängd                                        |
|   | Eventuell omplacering inför tredje året                       | Lång dialog mellan CAPDEV, mottagande organisation och berörd JPO                                                      |
|   | Uppföljningssamtal vid behov                                  | CAPDEV                                                                                                                 |
|   | Midterm training                                              | SPF och CAPDEV (UNSSC)                                                                                                 |
|   |                                                               |                                                                                                                        |

## UHR MANAGED PROGRAMMES

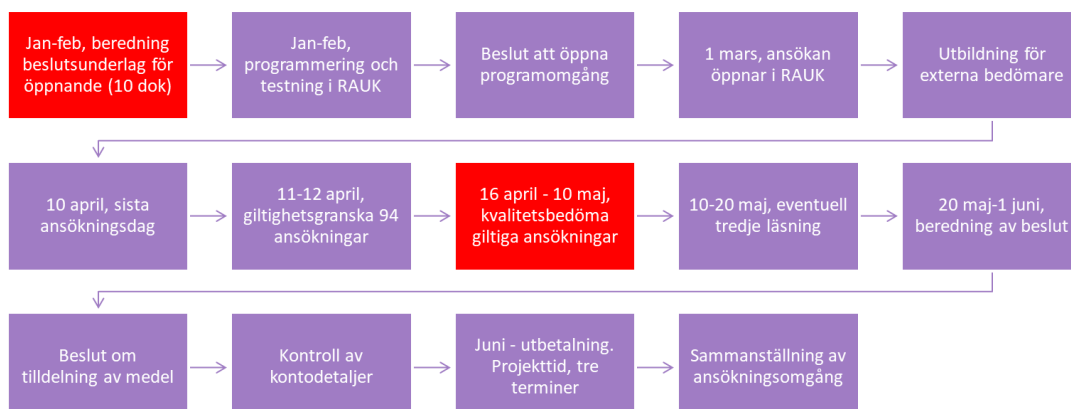
### Fyra delprocesser på UHR:s avdelning för internationellt samarbete



#### DELPROCESS REKRYTERA ANVÄNDARE

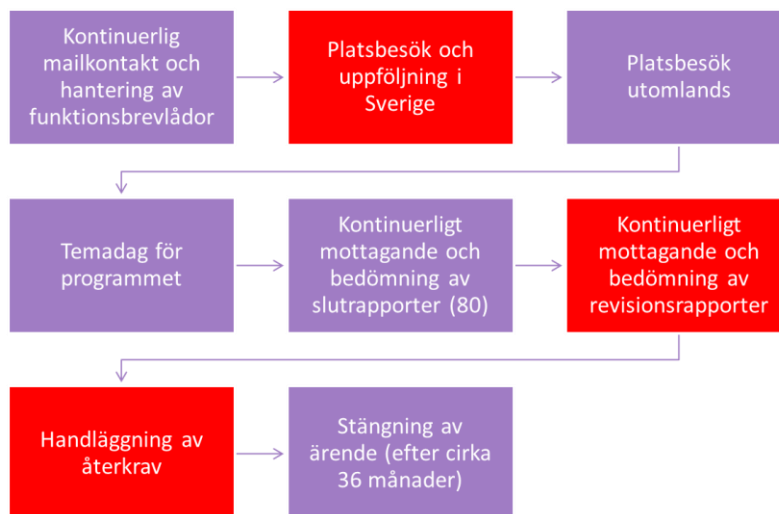


#### DELPROCESS FÖRDELA MEDEL OCH PLATSER

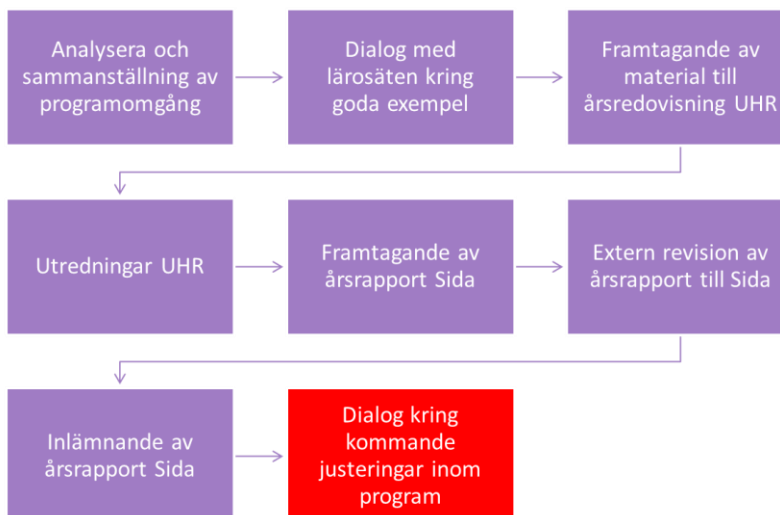




## DELPROCESS STÖDJA OCH KONTROLLERA PROJEKT



## SPRIDA OCH ANALYSERA RESULTAT





## Evaluation of the Swedish Resource Base

Under the *Strategy for Capacity Development, Partnership and Methods that Support the 2030 Agenda for Sustainable Development*, Sida funds 11 different programmes focused on developing the Swedish resource base in relation to international development cooperation. The evaluation purpose is to provide Sida with input for strategic development of new programmes to meet the Strategy's objectives. It is framed by three overarching questions that relate to relevance, effectiveness, and efficiency.

The programmes are generally efficiently managed, but there is scope for improvements. Taken together, the portfolio of Swedish resource base programmes are generally relevant to strengthening the resource base. All have had positive or very positive effects on the career development of most participants and some participants have contributed to important change through their deployments. The resource base programmes focus on individuals gaining competences, but a lynchpin assumption is that these individuals *share* the knowledge and skills gained. Promoting institutional learning, exchange, and knowledge-sharing is the weakest aspect of the resource base programmes.

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