

Sida's programme for global development

Sida Looks Forward

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FOREWORD

Sida believes that there are choices which we, in the rich countries, can — and must — make. We believe that we can all live in a better world, together, if we all enjoy a reasonably acceptable standard of living. We believe that a world of this type would be safer for both our generation and future generations. We believe that all of us must collaborate to solve the major common problems we will face in the future. We also believe that mutual cooperation is necessary to make it possible for the poor countries to benefit fully from international development.

Sida was founded to take part in this cooperation, and to assume part of our global responsibility. The aim is to make investments now — to reduce poverty, protect the environment, solve conflicts — in order to lay the foundations for a better future for everybody.

Sida makes many choices in its work, and Sida's operations extend over many areas. To make it easier for us to obtain an overall view and to keep a global perspective, as well as to choose appropriate methods and approaches, we have worked together since Sida was set up in July 1995 to clarify our points of departure and establish the basic framework for our tasks. This is the aim of this policy statement — Sida's programme for global development.

BO GÖRANSSON Director general

THE GOALS OF SWEDISH DEVELOPMENT COOPERATION

To provide guidance for Sweden's contributions to the reduction of poverty, the Swedish Parliament (Riksdag) has laid down six goals for Swedish development cooperation:

- **Economic growth.** To contribute to an increased production of goods and services.
- Economic and social equality. To help reduce the gap between rich and poor and ensure the satisfaction of everyone's basic needs.
- Economic and political independence. To help countries to national self-determination.
- **Democratic development.** To contribute to people being able to exercise greater influence over development at the local, regional and national level.

- Environmental care. To contribute to the sustainable use of natural resources and protection of the environment.
- Gender equality. To promote equality between women and men.

Sweden's Parliament and Government have also laid down four overall goals for cooperation with Central and Eastern Europe. These are:

- to promote common security
- to deepen the culture of democracy
- to support socially sustainable economic transition
- to support environmentally sustainable development.

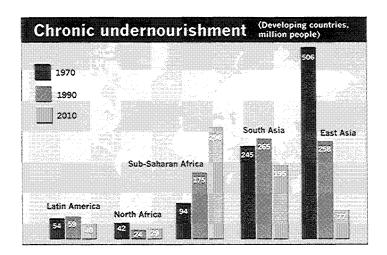
A WORLD IN A STATE OF IMBALANCE

N THE LONG RUN the rich countries cannot continue to prosper if other countries suffer from conflicts, environmental degradation and growing poverty. The environment is universal and economies have an international impact on each other. Destitution, infectious diseases and lack of knowledge have consequences which transcend national borders.

It is now we can choose: either to work together to achieve sustainable development – or be forced to invest even greater resources after the disasters have occurred. We cannot choose to stand aside from the task of solving the critical global issues of our time: poverty, environmental degradation, conflicts. Global problems demand international collaboration. This is of importance for both poor and rich countries. But if the poor countries are to be able to protect their own interests and to participate in solving global problems, cooperation and international support are required.

External resources can never be the decisive factor in a country's development. But international development cooperation can play an important role by creating the conditions required for the countries to assume responsibility themselves and work successfully.

Development cooperation must give poor people a better life, protect the environment, and promote peace, democracy and equality between women and men. Sida's task is to create the conditions necessary for sustainable development, and thus make development assistance superfluous in the long run. Our principal method is the development of capacity and of institutions. Knowledge is our most important resource. During the next five years we shall implement an investment programme for the long-term regeneration of the knowledge and skills of our partner countries, of our Swedish partners and at Sida.



A WORLD IN TRANSFORMATION

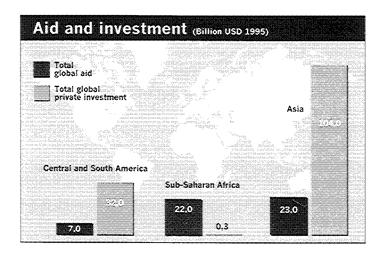
rated — politically, economically, technologically and scientifically. This means that mutual dependence and relationships between countries are being strengthened. At the same time the gulf between the rich and the poor has become greater than ever before — within and between countries and continents.

All the more people are succeeding in escaping from poverty. Since 1980 rapid economic growth, chiefly in Asia, has led to an increase in the standard of living of about one and a half billion poor people. But at the same time even more have become poorer in the approximately 90 countries, many in Africa, where the population has increased more rapidly than the national income.

In 20 years' time there will be between two and three billion more people on earth. The fastest growth is taking place among poor people in the poorest countries. The most rapid increase is taking place in Africa. Population pressure is having a severe effect on the environment. A degraded environment is leading in its turn to increases in the numbers of refugees. In 20 years it is estimated that 200 million people will be on the move, fleeing from degraded areas.

The concept of globalisation summarises the on-going processes of change and integration. It involves radical consequences for economies, welfare and the environment, for the political freedom of action of central and local governments, and for the opportunities available to people to make their own decisions in respect of their own lives.

National governments no longer have control over financial flows and developments in their countries. Cultures and life-styles are being spread from major centres to



the most distant parts of the world. The potential of information technology to provide information rapidly constitutes a threat to authoritarian regimes. The new technology creates opportunities for greater cooperation – for those who have the ability to participate.

International trade and the division of labour can lead to greater prosperity, more contacts, greater mutual dependence and thereby fewer conflicts. Freely moving capital can now be invested where it provides the best yields, including the poor countries. This has already happened in East and South-East Asia. On the other hand the mobility of capital, in combination with pressure for increased production and consumption, can lead to environmental degradation and the marginalisation of some parts of the world.

Globalisation involves both threats and opportunities. There is an obvious danger that the richest countries will be able to take advantage of the opportunities while the poor countries will lose out on the risks.

Development cooperation cannot steer these trends but it can exert an influence. One of development cooperation's challenges is to create the conditions necessary for an increase in the flow of private capital to poor countries in Africa. International development cooperation can improve the ability of poor countries to benefit from international exchange by providing support for higher education and research. With the aid of international cooperation special cultures threatened by extinction can be protected.

DEVELOPMENT COOPERATION INSTEAD OF DEVELOPMENT ASSISTANCE

XTENSIVE WORK is being undertaken on an international, regional and national basis to reduce the differences in living conditions in different parts of the world. Not least, considerable efforts are being made by the rich countries to stimulate neglected regions or parts of countries. A substantial part of Eu's budget is allocated to support poor regions in the Eu. Special sectors, for example agriculture, receive considerable support on both a national and regional basis.

When corresponding support is provided outside of the frame of individual states and the unions of states, from rich to poor countries, it is called aid.

It will not be possible to retain this type of classification in the future when an increasing number of issues will be more closely interwoven on a global basis. Sida would therefore like to discard the term "aid" since it has come to represent one-sided giving which does not take joint efforts and responsibility into consideration. The big world issues in the future will be common to all, and international co-

operation is necessary to secure the development of all countries. The expression "international development cooperation" provides a better description of what is involved.

Current trends indicate a need for coherent common strategies for the national, regional and international work with:

- neglected countries or regions (poverty)
- prevention of conflicts (peace and democracy)
- critical global issues (environment, population growth, disease)
- disasters (humanitarian relief)

AN INSTRUMENT FOR MUTUAL DEVELOPMENT

IDA PARTICIPATES IN international development cooperation to assure a better future for all. Sida's main task is to promote development in our partner countries. It lies in Sweden's interests to pursue international development cooperation. It is also in Sweden's interest that we participate actively. A large part of the work involved in development cooperation is of benefit to Sweden as well as the partner country. In Swedish programmes of cooperation with Central and Eastern Europe aspects of common security also play an important role.

These mutual benefits have three dimensions.

I Sweden participates through Sida in processes which lead to the solution of global problems.

Many projects have objectives which are of direct interest both for us and the partner country. It can be the case of cleaning the Baltic Sea, combating infectious diseases, developing sustainable tropical forestry or supporting peace processes in the Middle East and the Balkans.

2 Sida plays an important role in the internationalisation of Swedish society.

Development cooperation contributes to the building up of relations and networks which are of value both for the partner country and for Swedish society.

Companies, institutions, local authorities, consultants and experts are engaged in programmes of cooperation, and many people participate in courses and study visits. Each year some 200 Swedes, financed by Sida, work in our partner countries and about the same number of people from partner countries attend Sida-financed education and training programmes in Sweden each year. Twinning cooperation has led to extensive contacts between cities and local authorities in Central and Eastern Europe and Sweden. Hundreds of Swedish non-governmental organisations receive support from Sida for their international work.

Research and cultural cooperation provide mutual benefits. Extensive programmes of cooperation are taking place between more than a hundred Swedish university departments and institutions in partner countries. Sida also works together with many Swedish university departments and colleges to enable young people to perform so-called *Minor field studies* (MFS) during their last year at university.

Research cooperation, volunteer work and junior experts in bilateral and multilateral cooperation programmes secure the Swedish resource base for international development cooperation in the future.

3 Sida contributes in both the short and long term to growth in Sweden.

Development cooperation uses Swedish goods and services to a large extent. Some 60 per cent of Swedish support goes ultimately to Swedish companies and organisations. Through development cooperation Swedish companies can obtain an early foothold in new markets and can develop their know-how with new experience. It has been estimated that, in 1996, Sida's operations created 5,000 job opportunities in Sweden.

But knowledge of development cooperation and the situation in developing countries is poor, even among groups which are positive to cooperation, despite the fact that so many are actively engaged. Many believe that humanitarian assistance and emergency assistance are the main tasks of development cooperation and have problems in seeing the benefits our support provides other than in the case of disasters.

The responsibility, sympathy and interest shown by the Swedish people as regards the situation in poor countries has not diminished. But their confidence in the ability of development cooperation to help has decreased at the same rate as the funds made available for development cooperation.

Sida's existence is an expression of Sweden's readiness to assume its share of the responsibility for solving common international problems. Sida must demonstrate that international development cooperation is an efficient instrument for this purpose.

THE TASK IS TO CREATE THE RIGHT CONDITIONS

EVELOPMENT COOPERATION cannot implement democracy, create equality or eliminate poverty. But it can contribute through creating the conditions for sustainable development by supporting:

- Peace and stability as the most fundamental condition: Democracy, solution of conflicts, humanitarian assistance, reconstruction, mine clearance.
- *Political conditions:* Strong national and local democratic institutions, freedom of association, free mass media, and cultural diversity and equality between the sexes.
- Institutional conditions: Efficient public administration, active civil society, fair and equitable legislation and a competent and independent legal system.
- *Economic conditions*: Macro-economic stability, manageable debt burden, efficient finance and credit systems. Markets with unambiguous rules.
- *Physical conditions:* Expansion, operation and maintenance of infrastructure. Water supply and urban development.
- Human conditions: Knowledge from elementary school to

research, public health including clean water and sanitation, human rights.

• Environmental conditions: Sustainable use of natural resources: land, air, water, biodiversity.

In all operational programmes the development of knowledge, in the widest sense of the term, is the most important working method.

SIDA'S KEY AREAS

IDA HAS PRODUCED action programmes for those areas which are central to international development cooperation: poverty, democracy, gender equality and the environment.

Reducing poverty is the overriding goal of all a's operations. Sida's point of departure is that the

Reducing poverty is the overriding goal of all Sida's operations. Sida's point of departure is that the governments of partner countries have the responsibility for reducing poverty and for sustainable development. Sida's programme states how it can support the efforts and build the capacity of the partner countries. In cases in which poverty reduction is not given priority by governments, the main part of Sida's support shall go to programmes which provide direct benefits for the poor, mainly through non-official channels.

Economic growth is a prerequisite for the sustainable reduction of poverty. There are no examples in which mass poverty has been eliminated without the aid of strong economic growth. To make this type of growth possible it is necessary to have a clear definition of the roles of the government and the market, well-developed institutions and a

vigorous private sector. But economic growth in itself is not sufficient. It must be made part of a deliberate overall policy to reduce poverty.

Above all this can be achieved by the creation of more job opportunities and by making it easier for people to earn a living, not least small farmers and the self-employed. Combined with a more equitable distribution of wealth and land, an expansion of elementary schooling, and investment in labour-intensive exports, this will lead to a situation in which more people can benefit from growth. In the long term this will reduce poverty as well as population growth.

Sida's main task is thus to support the type of growth which leads to a sustainable reduction of poverty.

Democratic development and respect for human rights are necessary for the peaceful solution of conflicts and for preventing armed conflicts from breaking out. Democratic development also provides a good – even if insufficient – foundation on which to build up a society in which people are equal and have the opportunity to participate in development. Some key government institutions, and a civil society which functions effectively, are of fundamental importance for the consolidation of democracy.

Sida considers that the fulfilment of certain minimum requirements is necessary for democratic governance: free election among alternative representatives, an independent legal system and the fundamental democratic rights and freedoms. Equality between women and men is both a human rights issues and a prerequisite for sustainable development.

Sida gives priority to measures which promote the human rights and economic independence of women as well as women's equal participation in political and economic decision-making processes.

Environmental considerations are being integrated into all Swedish development cooperation programmes in accordance with the undertakings ensuing from Sweden's accession to Agenda 21 and other international environmental conventions. All projects are assessed on the basis of their effect on the environment.

Sida gives priority to supporting the management of scarce water resources, agriculture, forestry and soil conservation, the marine environment, the urban environment as well as environment-friendly consumption and production of energy.

EACH REGION AND COUNTRY REQUIRES ITS OWN STRATEGY

have led to pronounced regional differences, and Sida is thus working to a greater extent with regional perspectives. This results in a different cooperation profile for each region.

Africa is in danger of being marginalised in the world economy. Poverty is increasing, as is population growth. Institutions are weak and the region is growing increasingly dependent on aid. However trends are positive in many countries. Development cooperation can be characterised as a means to strengthen society: it combats poverty, encourages economic, social and democratic reforms, and protects the environment.

East Asia is increasing its revenues through exports and is attracting foreign investments and other flows of capital. The countries in this region have experienced historically unique economic growth and are laying a solid foundation for economic development which will reduce poverty. South-East Asia has started a similar process.

In South Asia rates of growth have been lower but are

now increasing. Poverty is still extremely deep. If the present rates of growth can be maintained the number of poor people can stop increasing and even start to decrease during the next decade, but there is a great danger that growth will be so unevenly distributed that the number of poor people will continue to increase.

The profile of cooperation in Asia can be described as a means to change society: It works with poverty reduction, the environment, social reforms, democracy and equality.

In Latin America there are now democratically elected governments in almost all countries. Many have relatively sound GNP growth and an inflow of foreign capital. But the resources are unevenly distributed and the growth insufficient to lift the countries out of poverty, especially the poorest which still have high population growth. The character of development cooperation in Latin America is a means to integrate society: It works with peace and reconciliation, democracy, equality and human rights.

Most countries in Central and Eastern Europe can be characterised by a transition from dictatorships to democracy and from planned economies to market economies. Initially the standard of living of large groups in some of these countries has decreased. In several cases average life expectancy has also diminished substantially. In other countries the transition has been implemented with great rapidity and success. A closer relationship with the EU is a key issue for the region.

The profile for cooperation with Central and Eastern Europe is a means to transform society: it works with political, economic and social reforms, cooperation with neighbouring countries in respect of the environment, energy and equality, support for integration with the EU. Projects in the former Yugoslavia, mostly in respect of physical infrastructure and rehabilitation, can be characterised as a means for reconstruction.

Each country has its own distinctive character and the potential for development varies considerably from country to country. Sida proposes country strategies for Government approval, for the most important partner countries. These strategies are the most important instrument available to Sweden to steer cooperation at country level. The objectives of the support and the choice of sectors, programmes and projects are determined on the basis of an assessment of the country as a whole. This holistic approach also determines decisions on the scope of cooperation, the time frame, forms of financing and participants.

Sida focuses its support to make it correspond with the efforts, reality and development needs of each individual country. Sida works from an holistic perspective which also takes into account what Sweden is best suited to contribute to a programme of cooperation.

FOCUS ON BETTER QUALITY

IDA FEELS THAT THE QUALITY of its work improves if it focuses its activities. The country strategies and the four action programmes form the foundation for the selection of projects in each country and for the concentration of activities to central areas or issues. Sida plans the new projects together with the partner country.

Up to the year 2000 Sida will reduce the number of projects it supports by up to 25 per cent. By reducing the number of projects it will be possible to improve quality. Having fewer projects to support will guarantee that quality and efficiency will be kept high.

At the same time Sida must retain a great deal of flexibility for those parts of its work which are not part of long-term planned programmes. This means that Sida will continue to devise different flexible ways of working.

One point of departure in Sida's work is that quality must always take precedence over quantity. Disbursements are a means, not an end in themselves.

Certain countries have developed to such high levels

that, in the near future, development cooperation with them can be replaced by other forms of cooperation. Grant aid will be of less importance and it will be possible to go over to credits or to greater cost-sharing. In these cases the partner country can absorb an ever increasing part of the costs of projects.

In the course of establishing these new forms of cooperation the scope and objectives of the programmes will be changed. Instead of financial support to a sector or programme, cooperation will consist of individual projects which contain a great deal of Swedish know-how. Cooperation with stable, growing economies will have a greater emphasis on economic, scientific and cultural cooperation for the mutual benefit of both parties.

By gradually winding up development cooperation with countries which have less need of Swedish support, resources will be freed for other purposes. Sida can then expand the scope of its planning of development cooperation with poorer countries.

KNOWLEDGE IS THE KEY TO DEVELOPMENT

HE CENTRAL ISSUE of all development cooperation is to contribute to developing knowledge – in the partner country, in Sweden, and internationally. In the search for solutions to global problems such as environmental degradation, food shortages, ill health and infectious diseases it has been shown that international cooperation, research and other forms of developing knowledge are both necessary and effective.

Development cooperation must contribute to starting up this type of cooperation and to facilitating the participation of poor countries in this process.

During recent decades events in developing countries have demonstrated two important facts:

Firstly raising the general level of education can be of crucial importance for economic and social development. Secondly major efforts in education are necessary but will not be sufficient unless other important functions in society also work properly.

The long-term development of knowledge is important

even in programmes of humanitarian assistance which often appear on the surface to be of a short-term nature. In 1995/96 approximately 14 per cent of bilateral disbursements through Sida were for Swedish humanitarian support. This was due above all to the increase in the number of intra-state conflicts. These conflicts are complex and there are many reasons why they break out: economic, political, social and environmental. This places demands on programmes of humanitarian assistance to find methods which combine emergency assistance with long-term support to build up institutions and strengthen the capacity to solve the conflicts.

The development of knowledge is included in all goals of development cooperation and in all Sida's programmes. Sida gives priority to the following:

- 1. Basic education of acceptable quality. Special efforts in favour of girls and women are of central importance to democratic and economic development.
- 2. Human resource development within the framework of projects and programmes in different sectors and in public administration, public institutions, organisations and the private sector.
- 3. Support to higher education and research at universities in the poorest countries as a prerequisite for the development of knowledge in these countries.
- 4. Support to research to enable new knowledge to be acquired in important development areas.

5. Greater knowledge about projects that prevent conflicts and forms of humanitarian assistance which promote long-term development.

Sida will carry out a programme which systematically raises levels of knowledge and skills in partner countries, of Swedish partners and at Sida.

INTERNATIONAL NETWORKS FOR DEVELOPMENT

OVERTY, DISEASE, environmental degradation and population growth are issues requiring solutions which ignore national borders. The economic crises and structural adjustment programmes which many partner countries – mainly in Africa – are undertaking require close consultations with both multilateral and bilateral partners in addition to the partner country. Interaction over development projects has also become more complex. No one can act alone any more.

Sida is part of an international network which is being linked more closely together with the aim of solving global problems. Sida's decision to act as host to the Global Water Partnership (GWP) is an expression of this. The GWP is a forum for the discussion and solution of global water issues.

The un's world conferences have adopted action programmes which contain policies and goals in many areas in which Sida is active. This makes it natural that Sida's participation in the multilateral system is intensified.

Sida's multilateral engagement increased considerably when Sweden entered the Eu. The Eu is playing an increasingly important role as a major donor. It is in Sweden's interest that the aid provided by the Eu is efficient and focused on essential issues.

Sida intends to place greater emphasis on coordinatory work with the EU and with other multilateral and bilateral aid agencies.

FROM AID DEPENDENCY TO PARTNERSHIP

evelopment assistance has the aim of making itself superfluous. But instead of helping recipients to become independent, aid has, in several cases – particularly in the poorest countries in Africa – contributed to greater psychological, economic and political dependence.

To reduce this dependence on aid, actions are required which are partly governed by other factors than development cooperation and aid. The fundamental issue is that the poor countries are given the opportunity to benefit from international participation and cooperation on the same conditions as richer nations.

For example there must be markets which are dynamic and open to new exporters. The barriers placed by the industrial countries on imports, particularly in the areas of agriculture and textiles, must be dismantled in order to give the poorest countries a durable alternative to aid as a source of finance.

This makes it necessary in turn that the poor countries

expand their capacity to produce and export. This requires a developed trade and industry sector which, in turn, requires competent government institutions and an appropriate framework, in particular economic legislation.

Development cooperation can contribute to developing these institutions, and increasing expertise where financing, regulations, laws and reforms are concerned. In the long term these countries will become more attractive for private investment and they will participate in the increasing flow of private international capital.

Another prerequisite is internationally coordinated debt relief. Only when this is in place can a reasonable credit and investment climate be established in heavily indebted countries. Here development cooperation can act catalytically, with considerable investments and development effects as a consequence.

In most countries the role of government is changing from exercising direct controls over development to laying down the framework and creating the right conditions for development. The institutions and contact networks of civil society are becoming increasingly important. Voluntary organisations, academic institutions, political parties, and trade unions, cooperative and religious movements are being given greater scope to participate in the development of society.

Sida is striving to strengthen the parties in civil society which are involved in this process. In many cases support and cooperation is directed towards non-governmental institutions and organisations, for example through development of the cooperative movement, adult education, the media and culture and support to the development of private trade and industry.

Swedish non-governmental organisations are also receiving support to work together with sister organisations in various development projects.

PARTNERSHIP FOR DEVELOPMENT

CHANGE IN THE RELATIONSHIP between donor and partner country can also contribute to strengthening the possibilities available to poor countries to participate in international resource flows and to reduce their dependence on aid. Here it is necessary that the donor adopts a more unobtrusive role while the partner country assumes a greater amount of responsibility. The relationship thus becomes more of a partnership in which the cooperation partner assumes responsibility for formulating needs, planning and implementation while Sida participates in the dialogue and financing and in the follow-up of results.

The following six points summarise how the aid relationship should be changed to create a clearer division of roles:

- 1) An open and unambiguous policy dialogue is conducted with the partner country.
- 2) The aid-supported programmes are put into their national context. Programme support will become a more common form of cooperation.

- 3) Active donor co-ordination takes place under the leadership of the partner country.
- 4) Aid mobilises local resources both human and financial.
- 5) The financing is shared among the partners in cooperation, with Sida's and the partners' shares clearly stated.
- 6) Clearly defined project and programme goals are set up as well as fixed time limits and end dates for the projects.

Sida considers that a change in the aid relationship towards cooperation on more equal terms promotes development and reduces aid dependence. Sida must work to ensure that its partners in cooperation own and assume responsibility for their own development.

ORGANISATION FOR CHANGE

IDA'S GOAL IS CHANGE. Our work is governed to a great extent by our environment which is changing at an ever faster pace. Both the organisation and its staff must therefore be prepared to adapt and to develop. Sida must be characterised by flexibility and the ability to change. Sida is an organisation which possesses the knowledge to plan, prepare and follow up projects in partner countries. Development cooperation is involved in many different sectors and in many different countries.

Sida engages the foremost expertise in each area for the implementation of projects. This means that Sida staff must know where this expertise can be found, in Sweden and abroad. The partner country is responsible for ensuring that projects achieve their planned results, often with the support of the Sida personnel there. It is valuable for members of staff to work abroad, for short or long periods.

In order to be able to meet changes and new demands, Sida will keep up a continuous learning process in order to utilise and benefit from the experience gained by all members of staff. Project groups will be used to a greater extent for large-scale assignments. This is a way to spread knowledge and expertise over the borders of departments and divisions. Sida will take the initiative to have independent evaluations made of projects to obtain information about the strengths and weaknesses of operations and to learn lessons from this information. Evaluations are an important instrument for both securing quality and for transformation. Sida's learning will also take place though the development of the skills of its staff and the recruitment of specialists.

Sida's organisation structure will be flat, decentralised and specialised. Decisions msut be made at the operational level and where the problems arise. The framework for Sida's work is a tight set of rules. The organisation, the goals of operations and the roles must be unambiguous. In this way it will be possible for the entire organisation to work together to create the holistic approach and flexibility which is Sida's objective. Sida's managers have a central role in stimulating their staff to develop and change in order to meet the demands of the environment. Great respect shall be shown to the creativity of all members of staff and to their ability to work and develop. Equality between women and men will be respected, and women and men will be given the same scope to develop their full potential. Sida shall be characterised by openness, new ideas and a free exchange of opinion, between members of staff as well as with outsiders.

Sida Looks Forward is part of a series of publications from Sida (Swedish International Development Cooperation Agency). The other titles are:

Sida at WorkSida's methods for development cooperation

Reducing Poverty
Sida's programme
for combating poverty

Justice and Peace Sida's programme for peace, democracy and human rights

Women and Men Sida's programme for gender equality

Environmental CareSida's programme for sustainable development

