

GUIDELINES FOR STRATEGIES IN SWEDISH DEVELOPMENT COOPERATION AND HUMANITARIAN ASSISTANCE



Guidelines for strategies in Swedish development cooperation and humanitarian assistance

1 Introduction and purpose

Guidelines for strategies are intended for the Government Offices, the Swedish International Development Cooperation Agency (Sida), the Folke Bernadotte Academy (FBA), Swedish missions abroad and, where applicable, also for other government agencies commissioned by the Government to implement strategies for development cooperation.

The guidelines set out starting points that are common to all Swedish development cooperation. The guidelines govern the different stages of the strategy process. They are to be applied to activities governed by strategies and financed from expenditure area 7, International development cooperation.¹

Strategies are one of the Government's instruments for the governance of development cooperation and humanitarian assistance. They govern development cooperation implemented geographically, in individual countries or regions, through multilateral organisations, and in thematic areas. Strategies set out objectives for Swedish development cooperation, i.e. *what* the cooperation will contribute to in a specific strategy period, and objectives for humanitarian assistance. Strategies govern the use of funds in each appropriation item in the expenditure area. Several strategies can govern funds within the same appropriation item.

In the implementation of geographic and thematic strategies, the government agency or agencies commissioned to implement a strategy, are responsible for *how* to do so within the framework of strategies. Several government agencies can contribute to the implementation of individual geographic and thematic strategies.

The principal authority for the implementation of multilateral strategies is held by the ministry responsible for the relevant multilateral organisation. Several ministries and government agencies can contribute to the implementation of individual multilateral strategies.

The results of development cooperation are followed up in relation to what is stated in strategies and other governing instruments, such as government agency instructions and appropriation directions, and are reported back to the Riksdag (the Swedish Parliament) every year in the reporting of results in the budget bill, and in government communications.

¹ The guidelines can also be applied to Sweden's multilateral commitments that are financed, in addition to expenditure area 7, by other expenditure areas.

2 Starting points

The overall objective of Sweden's international assistance is to create *preconditions for better living conditions for people living in poverty and under oppression*.

In the Policy Framework (Govt. Comm. 2016/17:60) the Government presents the overall direction of Swedish development cooperation and humanitarian assistance, and how this is related to the 2030 Agenda, commitments from the third international conference on financing for development,² and the Climate Agreement from Paris. This direction will form the basis for, and be applied in, strategies for development cooperation. New priorities can also be stated in other governing documents, such as the budget bill or appropriation directions, and be applied in strategies for development cooperation.

The perspective of poor people and a rights-based approach, are the starting points for, and will characterize, Swedish development cooperation. These two overarching perspectives will be analysed and integrated in Sweden's development cooperation.

Three thematic perspectives, a *gender perspective, an environmental and climate perspective, and a conflict perspective* will be the starting point for, and integrated in, the development cooperation.

All perspectives are to be integrated in decision-making, planning, implementation, and follow-up of development cooperation.

Humanitarian assistance is founded on international humanitarian law and the humanitarian principles of humanity, impartiality, neutrality, and independence. The distribution of humanitarian assistance is based on humanitarian needs on a global level. The policy is also guided by the principles of Good Humanitarian Donorship.

2.1 Flexible and appropriate development cooperation and humanitarian assistance

Development cooperation and humanitarian assistance are to be adapted to the prevailing circumstances in order to achieve the set objectives. The application of guidelines and the implementation of strategies for development cooperation and humanitarian assistance is to be flexible and appropriate. One important part of this is constructive, strategic, and ongoing dialogue between the Government Offices (Ministry for Foreign Affairs) and the responsible government agency about the changes in the conditions for implementing the strategy that may occur during the strategy period.³ This includes preparedness for the adaptation of modalities for, and direction of development cooperation in the event of a worrying negative development of the political situation.

To be able to respond to new challenges, the design, implementation, and financing of development cooperation and humanitarian assistance will be developed further. One important part of this is trying different ways of working and different methods in order to improve the possibilities of achieving the desired results. The operation is to learn from experience and apply evidence-based methods. It is also a matter of working through cost-effective channels and partners, applying new technical solutions, and using financing solutions that can contribute to mobilizing other financial resources.

2.2 Results-oriented development cooperation and humanitarian assistance

Sweden's development cooperation and humanitarian assistance are to be relevant and effective. Development cooperation will contribute to long-term sustainable results and this requires

² The Addis Ababa Action Agenda.

³ When government agencies with a principal at another ministry in the Government Offices are commissioned by the Government to implement a strategy, or a part of a strategy, for development cooperation or humanitarian assistance, the Ministry for Foreign Affairs and the ministry concerned will hold dialogues and consultations jointly.

monitoring, evaluation and the reporting of results. Humanitarian assistance will contribute to results that will be evaluated and reported based on the conditions for the activities.

The main responsibility for the development of a country lies with its government and other national actors. Sweden contributes to a positive development along with these and other actors. Development is often the result of complex processes. The effects of development cooperation must therefore be viewed from a broad and long-term perspective.

Effective development cooperation and substantiated decisions require knowledge about problems and about what factors contribute to results of operations and sustainable improvements for people living in poverty. Analysis, learning and feedback from experience is to be integrated in the development cooperation. In the implementation of strategies, the dialogue between actors in development cooperation is of central importance. Humanitarian assistance is also to be characterised by dialogue, and should be adapted to lessons learned.

There is to be a focus on results in all stages of the strategy process. This means that the strategies are to set objectives that are adapted to the specific conditions, and that can be monitored and followed-up, and. The objectives are to be operationalised by the government agencies responsible. It is important to steer the activities towards the objectives, and to monitor the actual results based on the objectives. Results information will be used for decision-making, learning, and accountability as well as to ensure transparency in relation to the public. Monitoring will produce reliable and useful information about results in both the short term and the longer term by using both qualitative and quantitative information where possible. Monitoring of results will primarily answer the question of whether the activities made a difference, how, and for whom. Based on what is possible, monitoring is to give an answer about the extent to which the development cooperation made a difference.

Methods and approaches used for monitoring are to be flexible, appropriate, and adapted to their purpose and context. The governance, monitoring and evaluation systems of partner countries and partners should be used to the extent possible. Indicators used, should primarily, be those of the countries and multilateral organisations, or indicators that are internationally agreed.

2.3 Effective development cooperation and humanitarian assistance

Sweden has committed to comply with international agreements on aid effectiveness and effective development cooperation in accordance with the Paris Declaration (2005), the Accra Agenda for Action (2008), the Partnership for Effective Development Co-operation from Busan (2011), and the outcome document from the second high-level meeting of the Global Partnership for Effective Development Cooperation in Nairobi (2016). Ahead of the World Humanitarian Summit (2016) Sweden contributed to the *Grand Bargain* agreement, which aims to make humanitarian assistance more transparent, effective, and inclusive.

In Busan, Sweden also committed to comply with the agreement on support to fragile and conflict-affected states, which sets out five peacebuilding and state building goals, and principles for development cooperation⁴.

Sweden will ensure that principles for effective development cooperation are followed and developed further in Swedish development cooperation as an important condition for planning, implementation, and follow-up.

This is also important in Sweden's contributions to EU's development cooperation. Together with the EU and its Member States, Sweden has committed to participate in, and contribute to, EU Joint

⁴ New Deal for Engagement in Fragile States.

Programming in order to contribute to increased development effectiveness, and a better division of labour in development cooperation.

One way of achieving this, is for Sweden to take part in drafting a joint strategy for development cooperation in a specific country, along with the EU delegation and the other EU Member States. The strategy will, in turn, start from the partner country's own priorities, development strategies or the equivalent. The process is field-governed and will be driven locally by the EU delegation along with EU Member States. When possible, a joint strategy can replace the bilateral strategy documents of the EU, or of each Member State. This means that Sweden will be able, when appropriate, to replace all or part of a bilateral strategy with an EU joint strategy.

2.4 Risk-aware development cooperation and humanitarian assistance

Sweden conducts development cooperation and humanitarian assistance in high risk environments. In humanitarian assistance it is particularly important that implementation is not perceived as partial. Risk-taking is often necessary to achieve results. Risks must be weighed against the results that could be achieved. Sometimes it can therefore be justified to support a contribution even though the risks are high by, for example, managing and sharing risks.

The risk assessment will be made as part of the implementation stage at both contribution and strategy levels, and be an integral part of preparation, implementation, and follow-up. In the case of risks that cannot be accepted from the outset, control measures can be proposed in order to manage the risk. Risk assessments and measures will be followed up regularly. Dialogue and consultations will be held with stakeholders, especially regarding risk assessment and risk tolerance, taking into account those affected by the outcome of the risks.

2.5 Integrated development cooperation and humanitarian assistance

Coordination and synergies will be sought between activities in different areas of a strategy, or between different strategies. Integrated activities, where there is coordination and use is made of synergies, contribute to effectiveness and quality.

Integrated activities in a strategy can, for example, contribute to several objectives in different areas of activities. A holistic view will be sought to the various parts of Sweden's aggregate support to a country or region, in implementation and the follow-up of activities. This applies, for example, to activities within the framework of a bilateral strategy, and activities financed by thematic strategies in the same country or region.

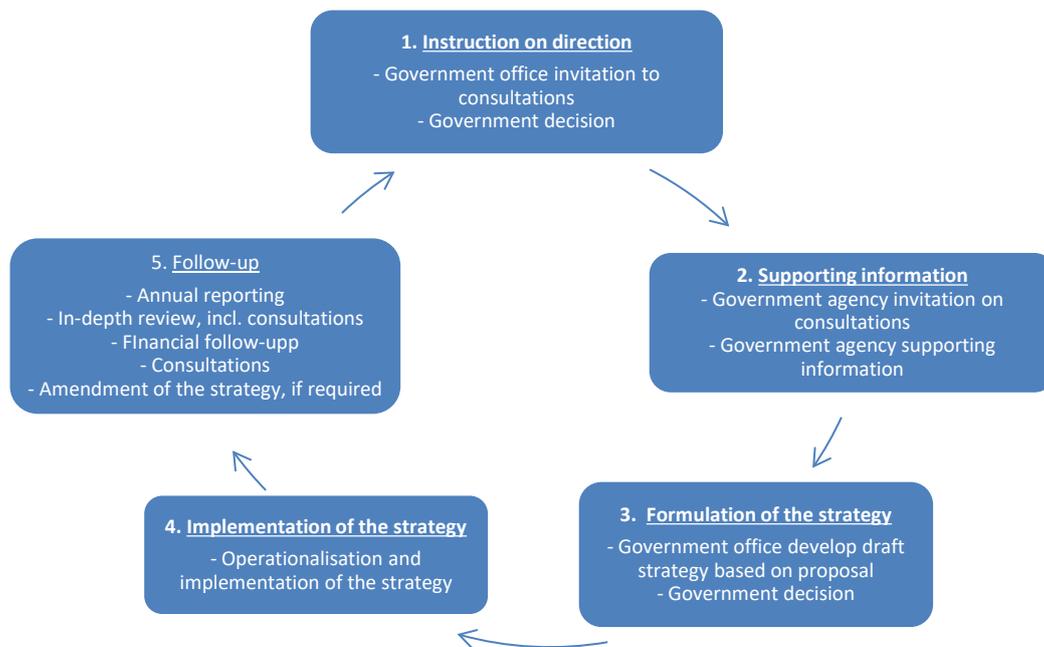
It can also apply to cooperation between, and synergies with, activities implemented as part of regional and global strategies, and synergies with development-related activities carried out by other government agencies. The support channelled by Sida and other government agencies through multilateral organisations, known as multi-bilateral contributions, will be in harmony with Swedish priorities and approaches in relation to multilateral organisations.

2.5.1 Humanitarian assistance and long-term development cooperation

In situations of protracted humanitarian crises, or in situations where humanitarian crises risk developing, long-term development cooperation and humanitarian assistance will jointly develop forms for enhancing their collaboration. It is of the utmost importance that the humanitarian principles are respected. The possibilities of collaboration can, for example, include joint analysis, joint planning, and joint objectives. When drafting new strategies, collaboration between humanitarian assistance and long-term development cooperation will be included when relevant. In implementation, synergies are to be sought between relevant strategies.

3 Process for geographic and thematic strategies

The process for drafting, implementing and monitoring a strategy is illustrated below. The strategy process is cyclical and is to be characterised by dialogue and learning. Ahead of the drafting of a new strategy, the experiences of the current strategy period and relevant analyses will form the basis for further work. If required, the various steps may be adapted to the situation, and individual elements can be removed if deemed necessary.



3.1 Step 1 – Instructions

The instructions consist of a brief document (1–2 pages) in which the Government sets out the overall direction of development cooperation in the particular context. The responsible department at the MFA drafts the instructions in consultation with the Department for International Development Cooperation (IU) at the MFA. Experiences and results documented during the implementation of a strategy (including in annual strategy reports or an in-depth strategy report) are an important basis for the drafting of new instructions.

Consultations in connection to the drafting of instructions will include relevant departments and ministries in the Government Offices, and the government agencies that are expected to be commissioned by the Government to implement the strategy. When required, consultations can be held in a broader circle of stakeholders, and include other government agencies concerned, civil society organisations, the trade union movement, the research community, the business sector, and other actors.

In geographic development cooperation, the country’s own priorities, expressed in relevant documents or by a broad range of national actors, will be a central starting point for the direction of the strategy.

In countries where EU Joint Programming is under way a decision on instructions can be a starting point and provide direction for Sweden’s participation in the process. Since the process will be led locally by the EU delegation together with the Member States in the partner country, it can vary

between countries. Sweden will therefore have a flexible procedure and adapt the Swedish contribution to the particular context.

The instructions will normally contain:

1. *Relevance and justification.* Brief account of the particular context and the relevance of the intended direction.
2. *Direction and target groups.*
3. *Starting points.* Guidance about central starting points of importance in the particular context.
4. *Guidance about risks.*
5. *Indicative volume for the strategy period.*

3.2 Step 2 – Proposal

In the case of geographic and thematic strategies, the government agency that has received a commission in the form of instructions drafts a proposal for the strategy. Normally the government agency concerned is given two to four months to prepare the supporting information. The shorter period may be justified in certain contexts, for example concerning activities of a limited scope (in terms of volume or breadth). It may also be justified when a relatively small change is expected in relation to an ongoing direction.

The responsible government agency will invite a broad range of actors, such as government agencies, civil society organisations, the trade union movement, the research community, the business sector, or others to consultations before the proposal is drafted. Where relevant, the mission abroad is responsible for consultations in the partner country. In countries where EU Joint Programming is relevant, the proposal will also be an important contribution to the drafting of a joint EU strategy, in order to enable the programming of Swedish funds in accordance with a joint EU strategy. If several government agencies are affected by the commission, there will be intra-agency coordination during the drafting of the supporting information.

Normally the proposal will be 15–20 pages in length (including a summary) and contain:

1. *Proposed objectives for the strategy.*
2. *Presentation of the context:* Presentation of the possibilities for the activities to contribute to the objectives, including conclusions from a multi-dimensional poverty analysis. Supporting information for bilateral strategies will contain a brief account of the country's own priorities. A summary will be given of the contribution of Swedish development cooperation to the 2030 Agenda, and the aid and development effectiveness agenda in the context. General information about other donors will also be included.
3. *Brief description of how the five perspectives are to be integrated in the activities.*
4. *Synergies.* Possible synergies with mainly Swedish strategies for development cooperation and humanitarian assistance are to be presented.
5. *Risks, risk management and opportunities.* The risk analysis will include identification of factors that may affect the implementation of the strategy and the attainment of its objectives. The level of risk will be taken into account and weighed against possible results.
6. *Implementation, monitoring and learning.* The supporting information will give a general account of the conditions for implementation and of how monitoring is intended to take place in the specific context.

3.3 Step 3 – Formulation of the strategy

Based on the instructions and the proposal, the department responsible in the Government Offices (Ministry for Foreign Affairs) prepares a draft strategy for development cooperation which is then adopted by the Government. Normally geographic and thematic strategies are valid for five years,

and after adoption directed at Sida, the FBA, or other government agencies, which are commissioned to implement all or part of the strategy.

Ultimately development cooperation is always to contribute to the objective of the expenditure area: *to create opportunities for better living conditions for people living in poverty and oppression*. The strategies will be formulated to make the development cooperation focused and effective. The strategy states an overall purpose and a limited number of objectives of Sweden's cooperation with the country, region, or activities within the thematic area. The term objective means the desired future condition that the cooperation will contribute to.

The objectives will be monitorable and state what is to be achieved during the strategy period. They will also be adapted to the specific context and express priorities of development policy. The objectives will be sufficiently precise to provide governance and enable monitoring, whilst being sufficiently broad to allow the government agency responsible to formulate activities according to the particular context, and the flexibility to make adjustments if conditions change. In geographic development cooperation the objectives will be linked to the country's own priorities as far as possible. Where relevant, any particular target groups should be stated.

In the case of development cooperation directed at countries with great uncertainty, briefer strategies with a more general and flexible approach, can be considered. This can, for example, apply to countries in a conflict situation, or countries where there is great political uncertainty.

Bilateral strategies should be adapted, in terms of timing, to the national development plan of the partner country and, where relevant, to EU Joint Programming. In cases where it is possible to do so, replacing Sweden's bilateral strategy with a joint EU strategy will be considered. In these cases, an overarching strategy cover document is produced and adopted by the Government, with the common EU strategy as an attachment. The cover document states the strategy period, volume, and priorities in Sweden's contributions to the joint EU strategy, and governs the use of funds in the relevant appropriation item.

Strategies are financed according to the Government's decisions on allocations to various appropriation items in the annual letter of appropriation. In geographic strategies a total volume is stated for the whole of the strategy period. Similarly, to geographic strategies, thematic strategies that share an appropriation item also contain a statement of a total volume for the whole of the strategy period. Thematic strategies that have their own appropriation items do not contain a statement of a total volume for the whole of the strategy period. Instead the Government decides on annual amounts for these strategies in the letter of appropriation for the coming year.

Normally a strategy will contain:

1. *Direction*. This includes the overall purpose, strategy period, volume, and specific objectives.
2. *Context*.
3. *Activities*. This part provides guidance, when needed, regarding:
 - a. specific points of departure that apply to the particular context;
 - b. priorities for, or restrictions on, the activities based on the objectives stated;
 - c. conditions for, and any restrictions of forms of cooperation, actors, and channels for implementation;
 - d. monitoring and follow-up.

3.4 Step 4 – Operationalisation and implementation of the strategy

The activities supported within the framework of a strategy will contribute to the overall purpose of the strategy and the objectives stated. The government agency will have a flexible and appropriate approach in order to constantly adapt activities within the framework of the strategy to changes in conditions. In connection to a decision on a new strategy the responsible government agency will

operationalise the activities, and produce a theory of change, and a plan for implementation and monitoring.

A continuous dialogue with relevant actors in the particular context is crucial in order to ensure a broad-based and long-term ownership. This applies not least to the dialogue with state actors, when possible, in the implementation of a geographic strategy.

3.5 Step 5 – Monitoring and follow-up of the strategy

The implementation and results of the strategy are monitored and followed up at several levels. Organisations with operational responsibility for implementation, usually in partner countries, are responsible for monitoring and following up their own activities.

Government agencies commissioned to implement strategies are responsible for the continuous monitoring of the activities financed via the strategy, and report the results to the government in relation to the objectives of the strategy.

The Government follows up the aggregate implementation of the strategy by the agencies, and reports back to the Riksdag in relation to the objective of the expenditure area. A strategy can be amended, when required, following a government decision.

3.5.1 Strategy reports

A report on every geographic and thematic strategy is prepared each year by the agency responsible. When several agencies have commissions to implement a strategy, separate reports are prepared.

The annual strategy report is supporting information for the consultation normally held in the spring. The report is also part of the supporting information for the reporting of results by the Government Offices (Ministry for Foreign Affairs). The strategy report will reach the Government Offices (Ministry for Foreign Affairs) no later than 15 April (unless otherwise agreed).⁵

When a new strategy is adopted, the first strategy report will present the theory of change developed, central considerations, and the plan for implementing and monitoring the activities. The same annual report will also include a brief summary of conclusions from the implementation of the previous strategy, and the changes that have occurred since the in-depth review.

The annual strategy report will be overarching and contain, inter alia, a report on, and analysis and assessment of, the results of the activities in relation to the objectives stated. The responsible agency will discuss the extent of Sweden's contributions to changes, for example in relation to the contributions of other donors, or the influence of external factors. Where relevant, the report will also give an account of changes in the conditions for implementation and, when needed, an updated theory of change.

3.5.2 In-depth review

In the second last year, the annual strategy report is replaced with an in-depth review summarising implementation of the strategy, and giving clear recommendations ahead of the coming strategy period. Consultations can be held, when needed, with government agencies concerned, civil society organisations, the trade union movement, the research community, the business sector, and others. In the review of geographic strategies, the government agency responsible or the mission abroad, normally holds consultations with relevant actors in the country or region. The content of the in-depth strategy report is adapted as required, but will normally contain:

⁵ When government agencies with a principal at another ministry in the Government Offices are commissioned by the Government to implement a strategy, or a part of a strategy, for development cooperation or humanitarian assistance, the ministry concerned also take part of the strategy report.

1. An account and analysis of the achievement of objectives.
2. A discussion about Sweden's contributions to changes.
3. A discussion about how the five perspectives have permeated activities.
4. An analysis of relevant changes in the context. This can also include changes in the donor composition, or actors taking part.
5. An analysis of what has worked and what has not worked so well in the implementation of the strategy, as well as which measures have been taken to remedy the problems identified during the strategy period.
6. Recommendations for the coming strategy period that are clearly forward-looking.
7. Conclusions from monitoring, evaluation, and analyses carried out during the period as well as the mid-term review or portfolio analysis.

If there is a worrying negative development, the government agency responsible should contact the Government Offices (Ministry for Foreign Affairs) for a discussion of the potential effects on the development cooperation. If needed, a review of the cooperation should be produced.

3.5.3 Consultations

Consultations on strategies are part of the strategic and ongoing dialogue between the Government Offices (Ministry for Foreign Affairs) and the government agency responsible.⁶ Consultations are held twice a year, normally in the spring and autumn. In certain cases, more regular consultations may be required. To the extent that several government agencies are commissioned within the framework of the same strategies, joint consultations should be held. Efforts should be made to ensure that relevant missions abroad participate. When applicable, another department or another ministry with responsibility for an agency implementing the strategy should take part. The purpose of the consultations is to have a structured dialogue at a strategic level on, for example, changes in the conditions for the implementation of the strategy. The annual strategy report is used as supporting information for the spring consultation.

3.5.4 Financial conditions

In the case of geographic and certain thematic strategies, a total amount is given for the whole strategy period. Regarding thematic strategies that do not have a total amount for their strategy period, an annual allocation of budget funds is made via the relevant appropriation item. This means that the annual payments can be adapted to circumstances and needs during the whole of the strategy period. However, the total annual payments for the implementation of the strategies is always to be accommodated within the funds available within each appropriation item. A deviation of more than +/- 10 per cent from the total strategy amounts decided for an individual strategy, requires a new government decision.

The use of guarantees can be considered in the implementation of a strategy in order to contribute to the strategy's objectives.

3.6 Amendment of an ongoing strategy

A strategy can be amended, when required, if the conditions for the implementation of the strategy have changed. Amendments to the strategy can be made at the initiative of the Government.⁷ The government agency responsible can also propose amending a strategy. A decision to amend the direction or scope of a strategy is taken by the Government. Changes in conditions for

⁶ When government agencies with a principal at another ministry in the Government Offices are commissioned by the Government to implement a strategy, or a part of a strategy, for development cooperation or humanitarian assistance, the Ministry for Foreign Affairs and the ministry concerned will hold dialogues and consultations jointly.

⁷ When government agencies with a principal at another ministry in the Government Offices are commissioned by the Government to implement a strategy, or a part of a strategy, for development cooperation and humanitarian assistance, the ministry concerned can also propose revising the strategy.

implementation should primarily be raised in consultations held between the Government Offices (Ministry for Foreign Affairs) and the government agency responsible.

An amendment of the strategy can be made on the basis of the available documentation, e.g. strategy reports, an in-depth review, or other analyses. If there are extensive needs for amendments, it may be appropriate to instead draft a new strategy in accordance with the various steps in the process.

4 Process for multilateral organisations

New global challenges make great demands on the multilateral system and provide the opportunity of establishing a stronger and more integrated system. Sweden will work to strengthen and increase the effectiveness of the multilateral humanitarian and development system in order to achieve better results. Swedish support to multilateral organisations, except for levied contributions, will be based on an assessment of the relevance and effectiveness of each individual organisation. Sweden's work with multilateral organisations in development cooperation and humanitarian assistance is described in the *Strategy for Multilateral Development Policy* (UD2017/21055/FN).

Sweden will work to ensure that multilateral organisations have an appropriate results framework and focus on results in their work.

In order to focus Sweden's involvement in multilateral development cooperation and humanitarian assistance, the multilateral organisations that are priorities for Sweden will be identified. Cooperation with these priority organisations will be governed by specific strategies for each organisation.

The identification of priority organisations will be prepared accordingly, and will be cleared at an early stage with the responsible minister. A continuous assessment will be made of what organisations Swedish involvement will focus on. When appropriate, the annual budget bill contains a statement of the organisations for which the Government intends to draft new specific strategies.

The identification of priority organisations will be based on the following:

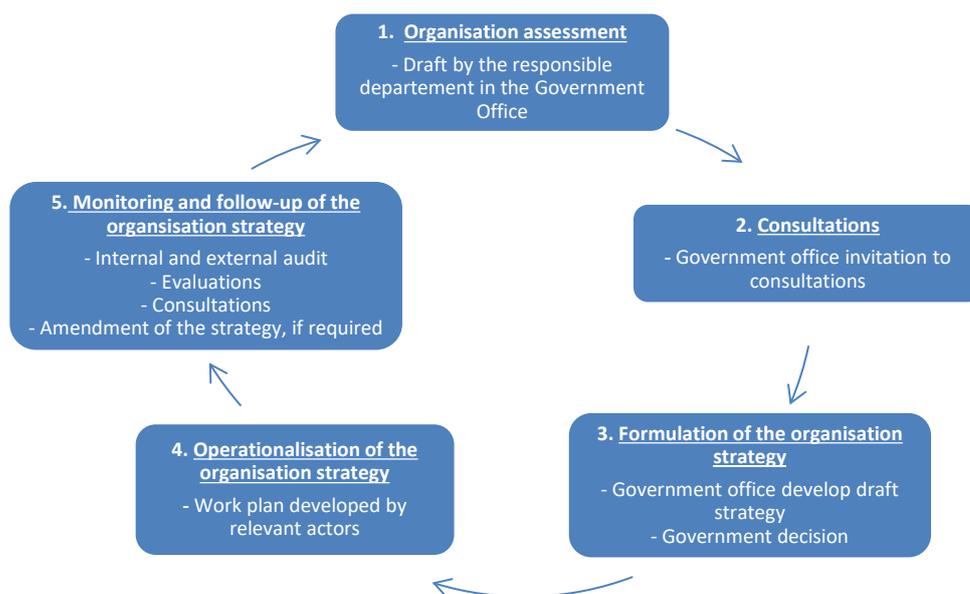
1. The relevance of the organisation for Sweden's policy objectives in international development cooperation, and policy objectives for humanitarian assistance.
2. The ability of the organisation to contribute effectively to results in development cooperation and/or humanitarian assistance.
3. The size of Sweden's aggregate support that can qualify as development assistance⁸ to these organisations (core support and multi-bilateral contributions).⁹

For multilateral organisations that also support other foreign policy and sectoral policy goals, the relevance and effectiveness of the organisations must also be assessed based on these objectives.

Strategies and assessments may, in certain cases, be drafted for other multilateral organisations than those with the highest priority. In such cases, the process for carrying out an assessment of the organisation, drafting a strategy, and carrying out a consultation can be simplified and adapted to the context.

⁸ In accordance with the criteria for development assistance (*Official Development Assistance, ODA*) from OECD's Development Assistance Committee (DAC).

⁹ Core support refers to non-earmarked support directly to the organisation's central budget, such as core budget support, annual core contributions, contributions following replenishment negotiations, assessed contribution/membership fee, and paid-in capital. Core support also includes the state guarantee capital provided to the multilateral development banks. A multi-bilateral support is the part of bilateral development cooperation that is channelled through multilateral organisations, and which is usually earmarked for specific purposes such as a project, programme, partner country, region, sector, or theme.



4.1 Step 1 – Organisation assessment

An organisation assessment is drafted by the responsible ministry in the Government Offices and makes up the main supporting information for the strategy. A template is used for this purpose, and an assessment is made of the results achieved by the organisation, its relevance, and its internal and external effectiveness.

Sweden is a member of MOPAN (*Multilateral Organisations Performance Assessment Network*), which is a network of donors that conduct joint assessments of multilateral organisations. MOPAN assessments are extensive and play a central role in the Swedish assessment of the relevance and effectiveness of an organisation. In cases where a recent MOPAN assessment of an organisation has been undertaken, it can after having been reviewed, be used as a Swedish assessment of the effectiveness of the organisation, and be supplemented with a Swedish assessment of its relevance in terms of goals of Swedish development assistance policy.

A direction is proposed based on the assessment of the organisation and, following normal preparatory work, and after being cleared with the minister responsible, it forms the basis for further work on the strategy.

4.2 Step 2 – Consultations

In Sweden consultations regarding the drafting of an organisation strategy include the departments and ministries affected in the Government Offices, and relevant missions abroad and government agencies. When required, a broad range of other actors can also be consulted.

4.3 Step 3 – Formulation of the organisation strategy

A draft organisation strategy is prepared based on the organisation assessment and the proposed direction. When adopted by the Government, the strategy commissions the Government Offices and the ministry responsible.

Organisation strategies set out the objectives of the organisation concerned, and how they relate to the overall objective of Sweden’s international development assistance. It is possible to highlight certain objectives that are of particular interest for Sweden to follow. Organisation strategies are also

to include objectives for Swedish dialogue and advocacy regarding both the organisation's activities, and its internal ways of working.

The strategy period for multilateral organisations should be adapted, as far as possible, to the organisation's own strategy period, and central planning tools, such as replenishment negotiations.

An organisation strategy should be brief (about 10 pages), and normally contain the following main headings:

1. *Scope of the strategy*
2. *The organisation's mandate and activities*
3. *Direction and thematic priorities*
4. *Priorities regarding the organisation's way of working*
5. *Advocacy and forms for collaboration*
6. *Monitoring and follow-up*

4.4 Step 4 – Operationalisation of the organisation strategy

Strategies for multilateral organisations are operationalised in plans of work drafted between the actors concerned, and under the leadership of the department responsible in the Government Offices. These plans of work are based on the priority areas in the strategy, and are intended to coordinate the advocacy work of Swedish actors in relation to each organisation.

4.5 Step 5 – Monitoring and follow-up of the organisation strategy

In Sweden's multilateral cooperation the emphasis on relevance and effectiveness is part of the demands for monitoring, evaluation, and the reporting of results. Sweden will work to ensure that multilateral organisations have an appropriate results-based management and results framework, and focus on results in their work. This means, for instance, that planning starts from the results to be achieved, that activities are monitored continuously, and evaluated in both quantitative and qualitative terms, and that information about results is used for learning, accountability and communication. When required, an organisation strategy can be amended through a new government decision.

Multilateral organisations have systems for internal and external audit, whose recommendations Sweden will follow up. Most of these organisations also have some form of evaluation function. Sweden will be active in making demands, press for improvements, and ensure that lessons learned are fed back into operations. Sweden will work to ensure that the audit and evaluation activities of these organisations are given adequate funding in their organisation's regular budget.

Towards the end of the strategy period, the ministry responsible drafts a new organisation assessment. This assessment also draws conclusions about what has worked and what has not worked in the implementation of the strategy, as well as which measures have been taken to remedy the problems identified during the strategy period.

4.6 Consultations

The ministry responsible is responsible for organisation consultations with the participation of relevant departments, ministries, and government agencies.

The MFA is responsible for multilateral consultations. At multilateral consultations, which are held at least once a year, discussions are held on strategic multilateral development issues, with the intention of strengthening the overall cooperation in multilateral development cooperation between the relevant ministries, and Sida.

Sida is to consult with relevant ministries before deciding on larger financial contributions relating to Sweden's core support to an organisation, or support to strategy policy development, or a thematic area.