

SADEV

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DEVELOPMENT
EVALUATION

Dressed for success?

Evaluation of Sweden's readiness to influence the European Commission's and other EU member states' actions in development cooperation at the field level

Swedish Agency for Development Evaluation
P. O. Box 1902, SE-651 19 Karlstad, Sweden

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Preface

The Swedish Agency for Development Evaluation (SADEV) is a government-funded agency that conducts and disseminates evaluations of Swedish international development cooperation.

The Swedish Government has repeatedly stressed the central role of the multilateral organisations and the EU in achieving the Millennium Development Goals and in implementing the Paris Declaration on Aid Effectiveness. In pursuance of this objective, the government has also emphasised its commitment to influencing the way these organisations form and implement development cooperation at the field level. As part of this commitment, one of the Swedish Government's priorities is to influence the European Commission's and other EU member states' actions in development cooperation.

This report presents the findings of an evaluation of how the Swedish field offices are instructed and organised to meet the Swedish Government's commitment to influence the actions of representatives of the European Commission and of other EU member states in development cooperation at the field level. It also makes recommendations on how the Swedish Ministry for Foreign Affairs and Sida can more effectively meet this commitment.

The evaluation commenced in October 2007 and was finalised in April 2009. It was carried out by Therese Brolin, Jonna Carlsson and Patrik Stålgren (team leader).

Gunilla Törnqvist
Director General
May 2009

Executive summary

This report presents the findings of an evaluation of how the Swedish field offices are instructed and organised to influence the actions in development cooperation by representatives of the European Commission and of other EU member states at the field level.

Background

As a signatory to international agreements such as the *Paris Declaration on Aid Effectiveness* and the *European Consensus on Development*, the Swedish Government has confirmed its commitment to increase coordination and collaboration with other donors and to influence the way international development cooperation is formed and implemented.

The EU member states and the Community collectively account for almost 60 percent of the global official development assistance (ODA). As a means to attain international development goals, the Swedish Government has emphasised its priority to influence the Commission and other EU member states within development cooperation. Furthermore, the government has identified the field level as an important arena to obtain this influence.

Objective, purpose and evaluation questions

The objective of the evaluation is to provide knowledge about how the Swedish field offices can increase their influence on the actions in development cooperation by representatives of the Commission and of other EU member states at the field level.

The purpose of the evaluation is to assess the extent to which the Swedish field offices are instructed and organised to meet the Swedish Government's commitment to influence the actions in development cooperation by representatives of the Commission and of other EU member states at the field level. To fulfil this purpose, the evaluation covers three areas identified as vital to effectively gain influence within the EU framework: (i) instructions from the Ministry for Foreign Affairs (MFA) and Sida headquarters to the field offices; (ii) the internal organisation of the field offices; and (iii) the human resources management for the field offices.

Empirical data

The evaluation commenced in October 2007 and the main part of the empirical data was collected from February to November 2008. The following empirical sources were used in the evaluation of how the Swedish field offices are instructed and organised:

- *Analysis of documents* from the MFA and Sida outlining Sweden's policies regarding the Community's and other EU member states' development cooperation.

- *A survey* sent to 65 Swedish field officials in 35 countries (46 percent of the survey recipients answered the survey).
- *Field visits* to Ethiopia, Albania and Guatemala for interviews with Swedish field officials and representatives of the Commission delegations and of other EU member states.
- *Interviews with Sida officials in Stockholm*

Main findings and conclusions

i) Instructions from the MFA and Sida headquarters to the field offices

SADEV evaluated to what extent the instructions from the MFA and Sida headquarters to the field offices are organised and communicated to successfully increase influence on representatives of the Commission and of other EU member states. SADEV found that while the instructions do specify that the field offices should try to influence these actors, they are incomplete and unclear in regards to *why* and *how* the field offices should meet this objective. SADEV also found that although the field officials are well aware of the Swedish Government's priority to influence actions in development cooperation by field representatives of the Commission and of other EU member states, they do not fully endorse it.

Furthermore, SADEV found that there is no direct contact between the MFA and the field offices regarding issues related to development cooperation. Instead, the information from the MFA is mediated to the field offices via the Sida headquarters. SADEV concludes, however, that there are no routines at Sida specifying *how* and *when* information should be communicated from the Sida headquarters to the field offices; nor is it specified *what kind* of information should be communicated.

Based on the interviews at the visited field offices, SADEV concludes that many field officers do not perceive they have a clear mandate from the headquarters to initiate a process of developing a strategy for how to achieve influence on representatives of the Commission and of other EU member states.

SADEV's overall conclusion is therefore that the instructions from the MFA and Sida headquarters are only to a limited extent designed and organised to successfully increase their influence on the Commission and on other EU member states.

ii) Internal organisation of the field offices

SADEV evaluated to what extent the field offices are internally organised to increase their influence on representatives of the Commission and of other EU member states, and found a limited existence and use of organisational tools aimed for this purpose. Although strategies for dialogue and communication do exist at some field offices, their formal status is unclear and they are not widely used. Whereas individual field officials do engage in informal discussions on how to increase the Swedish influence, these discussions tend to occur on an *ad hoc* basis rather than as part of a structured and strategic process supported by the management of the field offices.

Furthermore, SADEV concludes that there is no systematic and strategic process to develop an agenda for (i) which actors within the EU framework to influence, (ii)

which donors to cooperate with to gain influence and (iii) what issues the field offices should prioritise in order to promote the Swedish Government's positions.

SADEV's overall conclusion is therefore that the field offices only to a limited extent are organised to effectively implement the government's priority to increase the Swedish influence on the Commission and on other EU member states.

iii) Human resources management for the field offices

SADEV evaluated to what extent the human resources management for the field offices is designed to increase their ability to influence representatives of the Commission and of other EU member states. SADEV concludes that although the general ability to influence other donors is recognised as an asset in the recruitment of field officers, neither specific knowledge of how the Commission or other individual EU member states function nor experience from working in the organisation of these actors is regarded as vital in the recruitment of field officials.

In addition, training on issues that could increase the likelihood of increasing influence – e.g. on the legal and organisational structure of the Commission and of other EU member states, or on negotiation techniques – is rarely provided to field officials.

SADEV notes that Swedish field officials are widely recognised among other actors for their inclination to be proactive and for taking initiatives to interact with representatives of Commission delegations and of other EU member states. Whereas the Swedish field officers are known to possess a high degree of technical knowledge (e.g. knowledge on sector-specific issues), their knowledge about how the Commission and other EU member states function can be improved further.

SADEV's overall conclusion regarding the human resources management for the field offices is that it only to a limited extent is designed to successfully increase the influence on representatives of the Commission and of other EU member states. SADEV recognises that commendable efforts to gain influence within the EU framework are made by individuals working at the field offices. However, these efforts are *ad hoc* rather than guided by systematic and strategic efforts at the field offices. As a consequence of the sub-optimal human resources management, the ability of the field offices to effectively execute the government's priority to increase the Swedish influence on the Commission and on other EU member states is reduced.

Recommendations

To the Swedish Government and Government Offices/MFA

1. Clarify whom within the EU to influence

The government should clarify whether its ambition to influence EU actors includes both the representatives of the Commission and of other EU member states at the field level.

The government should, as a step in its clarification, be clear and consistent in the terminology it uses to denote the development cooperation of (i) the individual EU member states and (ii) the Community administered by the Commission.

2. Clarify the priority between efforts to influence representatives of the Commission and other EU member states on the one hand and representatives of other donors on the other hand

The government should clarify whether efforts to influence representatives of the Commission and other EU member states should be prioritised higher than efforts to influence representatives of other bilateral and multilateral donors.

3. Clarify *how* efforts to influence representatives of the Commission and other EU member states should be implemented

The government should ensure the following in its clarification of how representatives of the Commission and other EU member states should be influenced:

- a. The government's forthcoming organisation-specific strategy for the Commission¹ should take the field perspective into account.
- b. The government should include a section in the individual country strategies that specifies the desired goals with the field offices' work to influence representatives of the Commission and other EU member states, in order to make sure that the government's priorities are addressed in the operational work at the field level.
- c. The government should clarify what mandate Sida has to operationalise Sweden's priorities in trying to influence representatives of the Commission and other EU member states.

To Sida, including the field offices

1. Clarify the responsibilities and authority of the different Sida officers

Sida should clarify the responsibilities and authority of different kinds of officers within the organisation with regard to unilaterally design and make prioritisations among working methods to influence representatives of the Commission and other EU member states.

2. Clarify *how* the work to influence representatives of the Commission and other EU member states should be implemented

Sida should generate a systematic and strategic approach to influence representatives of the Commission and other EU member states by:

- a. preparing a process to establish a well defined agenda that reflects the government's goal for the work to influence representatives of the Commission and other EU member states;
- b. stipulating when during the Commission's and other EU member states' development work process the attempts to gain influence should occur and how these attempts should be organised;

¹ Utrikesdepartementet (2007a).

- c. making sure that adequate financial and human resources are made available for the influence work;
- d. ensuring documentation and systematic follow-ups of the influence work; and
- e. making sure that the systematic and strategic approach is reflected in essential internal steering instruments at the field offices.

3. Clarify the status and validity of steering documents

Sida should clarify the status and validity of the documents that may have a steering effect on the field offices' influence work.

4. Ensure uniformed use of concepts

Sida should be clear and consistent in the terminology it uses to denote (i) the individual EU member states and (ii) the Community administered by the Commission.

5. Establish routines for communication about EU-related issues

Sida should establish distinctive routines for how the communication between Sida's headquarters and the field offices should be conducted, for what type of information should be communicated and for when the communication should occur.

6. In the recruitment process of new personnel, increase the value of knowledge and skills that are considered to be beneficial in the work to influence representatives of the Commission and other EU member states

Sida should review the recruitment process of field officers to make sure that experience and skills that could help increase the Swedish influence on representatives of the Commission and EU member states, such as experience of working with or within the Commission's or the EU member states' development organisations, are valued and utilised.

7. Increase knowledge about the organisation of and ways to influence representatives of the Commission and other EU member states

Sida should develop educational material regarding how representatives of the Commission and other EU member states can be influenced. The material should include guidance on the organisation of and potential entry points to the Commission and other EU member states, as well as knowledge and recommendations on how to work strategically to influence their field representatives.

Sida should make training on how the Commission is organised, and how it can be influenced, compulsory.

Sida should offer the training that field officers need to effectively implement the government's priorities in relations to representatives other EU member states present in the respective partner countries.

Sammanfattning (Swedish Executive summary)

Denna rapport presenterar resultaten av en utvärdering av hur de svenska utlandsmyndigheterna styrs och är organiserade för att framgångsrikt påverka representanter för kommissionen och andra EU-medlemsländer inom utvecklingssamarbetet på fältnivå.

Bakgrund

Genom att underteckna internationella överenskommelser såsom *Paris Deklarationen* och *Europeiskt samförstånd om utveckling* har den svenska regeringen bekräftat sin målsättning att öka samarbetet med andra givare och att påverka det sätt på vilket det internationella utvecklingssamarbetet utformas och genomförs.

Europeiska gemenskapen och medlemsländer står tillsammans för nästan 60 procent av det internationella biståndet (ODA). För att uppnå de utvecklingsmål som fastställts i internationella överenskommelser har den svenska regeringen bland annat prioriterat att utöva påverkan på representanter för kommissionen och andra EU-medlemsländer. Den svenska regeringen har klargjort att denna påverkan med fördel kan uppnås på fältnivå.

Mål, syfte och utvärderingsfrågor

Målet med utvärderingen är att bidra till ökad kunskap om hur de svenska utlandsmyndigheterna kan påverka representanter för kommissionen och andra EU-medlemsländer inom utvecklingssamarbetet på fältnivå.

Syftet med utvärderingen är att utvärdera i vilken utsträckning de svenska utlandsmyndigheterna styrs och är organiserade för att uppnå den svenska regeringens mål att påverka representanter för kommissionen och andra EU-medlemsländer inom utvecklingssamarbetet på fältnivå. För att nå detta syfte täcker utvärderingen tre områden som bedömts vara viktiga för att uppnå påverkan inom EU:s ramverk: (i) styrning från utrikesdepartementets och Sida:s högkvarter till utlandsmyndigheterna; (ii) den interna organisationen av utlandsmyndigheterna; och (iii) personalförsörjning och –hantering för utlandsmyndigheterna.

Empiriskt material

Utvärderingen inleddes i oktober 2007 och större delen av det empiriska materialet samlades in från februari till november 2008. Följande källor har använts:

- *Analys av dokument* från utrikesdepartementet och Sida som beskriver svensk policy rörande gemenskapens och andra EU-medlemsländers utvecklingssamarbete.
- *En enkät* som skickades till 65 svenska fältrepresentanter i 35 länder (46 procent av mottagarna svarade på enkäten).

- *Fältbesök* i Etiopien, Albanien och Guatemala för intervjuer med svenska tjänstemän och representanter för kommissionens delegationer och för andra EU-medlemsländer.
- *Intervjuer med tjänstemän på Sida i Stockholm*

Sammanfattning av resultaten och slutsatser

- i) Styrning från utrikesdepartementets och Sida:s högkvarter till utlandsmyndigheterna

SADEV har utvärderat i vilken utsträckning den styrning som ges från utrikesdepartementets och Sida:s högkvarter till utlandsmyndigheterna är organiserad och kommunicerad på ett sätt som främjar en ökad svensk påverkan på representanter för kommissionens och för andra EU-medlemsländer verksamma i fält.

SADEV fann att styrande dokument specificerar *att* utlandsmyndigheterna ska försöka påverka de nämnda aktörerna, men SADEV bedömer att styrningen är ofullständig och oklar i fråga om *varför* och *hur* utlandsmyndigheterna ska försöka uppnå detta mål. SADEV fann också att svenska tjänstemän i fält är medvetna om regeringens mål, men att de i begränsad utsträckning har anslutit sig till detta.

SADEV fann att det inte finns någon direktkontakt mellan utrikesdepartementet och utlandsmyndigheterna i frågor relaterade till utvecklingssamarbetet. I stället är information från utrikesdepartementet förmedlad till utlandsmyndigheterna via Sida:s högkvarter. SADEV drar emellertid slutsatsen att Sida saknar rutiner för *hur* och *när* information ska kommuniceras från Sida:s högkvarter till utlandsmyndigheterna. Riktlinjer saknas även för *vilket slags* information som ska kommuniceras.

Baserat på intervjuerna vid de besökta utlandsmyndigheterna drar SADEV slutsatsen att många tjänstemän i fält upplever att de inte har ett tydligt mandat från högkvarteret att utveckla en strategi för att uppnå påverkan på representanter för kommissionen och andra EU-medlemsländer.

SADEV:s övergripande slutsats är därför att styrningen från utrikesdepartementet och Sida:s högkvarter bara i begränsad utsträckning är organiserad och kommunicerad för ökad påverkan på representanter för kommissionen och andra EU-medlemsländer verksamma i fält.

- ii) Intern organisation av utlandsmyndigheterna

SADEV har utvärderat i vilken utsträckning utlandsmyndigheterna är organiserade internt för att öka påverkan på representanter för kommissionen och för andra EU-medlemsländer i fält. SADEV bedömer att tillgången på, och användningen av, organisatoriska verktyg ämnade för detta ändamål är begränsade. Trots att strategier för dialog och kommunikation finns tillgängliga hos vissa fältkontor är den formella statusen på strategierna oklar och de används endast i begränsad omfattning. Spontana och informella diskussioner om hur det svenska påverkansarbetet ska bedrivas i fält förs bland tjänstemän i fält. Dessa informella diskussioner sker *ad hoc* snarare än som en del i en strukturerad och strategisk process som stöds av utlandsmyndigheternas ledning.

SADEV drar också slutsatsen att en systematisk och strategisk process saknas för att utveckla en agenda rörande (i) vilka aktörer inom EU-nätverket som bör prioriteras, (ii) vilka givare Sverige bör samarbeta med för att uppnå påverkan samt (iii) vilka frågor utlandsmyndigheterna bör prioritera för att föra fram den svenska regeringens intressen.

SADEV:s övergripande slutsats är därför att utlandsmyndigheterna endast i begränsad utsträckning är organiserade för att effektivt kunna genomföra regeringens prioritering att öka den svenska påverkan på representanter för kommissionen och andra EU-medlemsländer verksamma i fält.

iii) Personalförsörjning och -hantering för utlandsmyndigheterna

SADEV har utvärderat i vilken utsträckning personalförsörjning och -hantering för utlandsmyndigheterna är anpassad till att stärka tjänstemännens förmåga att påverka representanter för kommissionen och andra EU-medlemsländer verksamma i fält. SADEV bedömer att trots att förmåga att påverka andra givare betonas vid anställning av fältkontorspersonal, så läggs ingen större vikt vid kunskap om hur kommissionen och de individuella EU-medlemsländerna fungerar. Erfarenhet av arbete inom kommissionen eller i något annat EU-lands biståndsorganisation är inte heller av särskild betydelse i rekryteringsprocessen.

Utbildning som är relevant för att öka möjligheterna att påverka – t ex utbildning i den rättsliga och organisatoriska strukturen i kommissionen och i andra EU-medlemsländers biståndsorganisationer, eller i förhandlingsteknik - erbjuds sällan utlandsmyndigheternas personal.

SADEV noterar att personalen vid de svenska utlandsmyndigheterna anses, av kommissionens och andra EU-medlemsländers representanter, vara proaktiva och villiga att ta initiativ till samverkan med andra aktörer. Svenska tjänstemän i fält bedöms besitta stor teknisk kunskap (t ex beträffande sektorspecifika kunskaper). Däremot skulle svenska tjänstemäns kunskaper om hur kommissionen och andra EU-medlemsländer fungerar i fält kunna förbättras ytterligare.

SADEV:s övergripande slutsats angående personalförsörjningen och -hanteringen för utlandsmyndigheterna är därför att denna endast i begränsad utsträckning är utformad för att öka påverkan på representanter för kommissionen och för andra EU-medlemsländer verksamma i fält. SADEV vill uppmärksamma att enskilda medarbetare vid utlandsmyndigheterna gör stora ansträngningar för att påverka inom EU:s ramverk. Detta påverkansarbete görs dock *ad hoc* snarare än som del av ett systematiskt och strategiskt arbete på utlandsmyndigheterna. Detta begränsar enligt SADEV:s bedömning utlandsmyndigheternas förmåga att effektivt genomföra regeringens prioritering av ökad påverkan på representanter för kommissionen och andra EU-medlemsländer.

Rekommendationer

Till Sveriges regering och regeringskansliet/utrikesdepartementet

1. Tydliggör vem inom EU som ska påverkas

Regeringen bör tydliggöra huruvida ambitionen att påverka EU-aktörer omfattar både representanter för kommissionen och för andra EU-medlemsstater på fältnivå.

Som en del av detta tydliggörande bör regeringen använda en tydlig och konsekvent terminologi för att beteckna (i) individuella medlemsländers och (ii) gemenskapens (företrädd av kommissionen) utvecklingssamarbete.

2. Tydliggör prioriteringen mellan ansträngningar att påverka kommissionen och andra EU-medlemsländer å ena sidan och övriga givare å andra sidan

Regeringen bör tydliggöra huruvida ansträngningar att påverka representanter för kommissionen och andra EU-medlemsländer bör prioriteras högre än ansträngningar att påverka representanter för andra bilaterala och multilaterala givare.

3. Tydliggör *hur* ansträngningar att påverka representanter för kommissionen och EU-medlemsländer bör genomföras.

Regeringen bör inkludera följande i sitt tydliggörande av hur kommissionens och EU-medlemsländernas representanters insatser ska påverkas:

- a. Den kommande organisationsstrategin för kommissionen² bör beakta fältperspektivet.
- b. I samtliga samarbetsstrategier bör regeringen lägga till ett avsnitt som specificerar målen för utlandsmyndigheternas arbete med att påverka kommissionen och andra EU-medlemsländer. Avsikten med detta är att säkerställa att önskade prioriteringarna beaktas i arbetet på fältnivå.
- c. Regeringen bör tydliggöra vilket mandat Sida har att konkretisera svenska prioriteringar när det gäller påverkan på kommissionen och andra EU-medlemsländer.

Till Sida, inklusive utlandsmyndigheterna

1. Tydliggör vilket ansvar och mandat olika slags Sida-tjänstemän innehar

Sida bör tydliggöra det ansvar och det mandat som olika slags tjänstemän i organisationen har att utforma och prioritera arbetsmetoder för att påverka representanter för kommissionen och andra EU-medlemsländer verksamma i fält.

² Utrikesdepartementet (2007a).

2. Tydliggör *hur* arbetet med att påverka representanter för kommissionen och andra EU-medlemsländer ska genomföras

Sida bör säkerställa ett systematisk och strategisk förhållningssätt för hur representanter för kommissionen och andra EU-medlemsländer ska påverkas. Detta bör ske genom att:

- a. en process utvecklas för att ta fram en tydlig agenda som speglar regeringens mål för att påverka representanter för kommissionen och andra EU-medlemsländer;
- b. fastställa vid vilken tidpunkt under kommissionens och de andra EU-medlemsländernas arbetsprocess som de svenska tjänstemännen i fält kan påverka, samt hur detta påverkansarbete bör organiseras;
- c. säkerställa att adekvata finansiella och personella resurser finns tillgängliga för påverkansarbetet;
- d. dokumentation finns och systematisk uppföljning genomförs av påverkansarbetet; samt
- e. säkerställa att det systematiska och strategiska förhållningssättet speglas i viktiga styrinstrument på utlandsmyndigheterna.

3. Tydliggöra styrdokumentens status och giltighet

Sida bör tydliggöra statusen och giltigheten av de dokument som ska ha en styreffekt på utlandsmyndigheternas arbete med att öka Sveriges påverkan.

4. Skapa konsekvent användande av terminologi

Sida bör använda tydlig och konsekvent terminologi för att beteckna (i) individuella medlemsländers och (ii) gemenskapens (företräd av kommissionen) utvecklings-samarbete.

5. Skapa rutiner för kommunikation rörande EU-relaterade frågor

Sida bör skapa tydliga rutiner för hur kommunikationen mellan Sida:s högkvarter och utlandsmyndigheterna ska ske, inklusive vilket slags information som bör kommuniceras, samt när kommunikationen bör ske.

6. Vid anställning av fältpersonal, öka meritvärdet av kunskap och kompetens som kan förbättra förutsättningarna för svensk påverkan

Sida bör se över rekryteringsprocessen av tjänstemän i fält för att säkerställa ett högt meritvärde på erfarenhet och kompetens som kan stärka svensk påverkan på representanter för kommissionen och andra EU-medlemsländer (t ex erfarenhet av arbete med eller inom kommissionen eller andra EU-medlemsländers biståndsorganisationer).

7. Öka kunskapsnivån om kommissionens och andra EU-medlemsländers organisation och hur dessa aktörer kan påverkas

Sida bör ta fram utbildningsmaterial som beskriver hur representanter för kommissionen och andra EU-medlemsländer kan påverkas. Detta material bör innehålla information om kommissionens och andra EU-medlemsländers organisation och om när och hur de kan påverkas. Utbildningsmaterialet bör innehålla rekommendationer om hur tjänstemännen i fält kan arbeta strategiskt för att påverka kommissionen och andra EU-medlemsländer.

Sida bör göra utbildningen som belyser hur kommissionen är organiserad och kan påverkas obligatorisk.

Sida bör erbjuda fältpersonalen utbildningar som möter behovet av att effektivt kunna genomföra regeringens målsättningar om påverkan på företrädare för andra EU-medlemsländer i tjänstgöringsland.

Abbreviations

AIDS	Acquired Immune Deficiency Syndrome
CSP	Country Strategy Paper
DAC	Development Assistance Committee
DAG	The Development Assistance Group
DCI	The Development Cooperation Instrument
DESO	Sida Department of Democracy and Social Development
DFID	Department for International Development (UK)
EDF	The European Development Fund
EU	The European Union
HIV	Human Immunodeficiency Virus
HOM	Head of Mission
IDA	The International Development Association
IPA	Instrument for Pre-Accession Assistance
MFA	Ministry for Foreign Affairs
OECD	Organisation for Economic Cooperation and Development
ODA	Official Development Assistance
PASDEP	Plan for Accelerated and Sustainable Development to End Poverty in Ethiopia
PGD	Swedish Policy for Global Development
SAP	Stabilisation and Association Process
Sida	Swedish International Development Agency
TWG	Thematic Working Groups

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1 Introduction

Today donors aspire to work closer together than ever before. By signing international agreements, such as the *Paris Declaration on Aid Effectiveness* (2005) and the *Accra Agenda for Action* (2008), they have committed themselves to cooperate and coordinate their work to a larger extent than in the past.

The European Consensus on Development, signed by the European Council, the European Parliament, the European Commission in 2005, was the first policy document to provide EU member states and the Commission with a common vision of values and objectives. By signing the Consensus, the EU member states committed themselves, not only as members of the Council but also as bilateral donors, to increase their efforts to deliver unified responses to development needs in partner countries and regions.³ Subsequent efforts to realise this vision include a number of communications⁴ and the adoption by the Council of the Code of Conduct on Complementarity and Division of Labour in Development Policy.⁵

As a signatory to these agreements, the Swedish Government has confirmed its commitment to be an active partner in international development cooperation and to influence the way it is formed and implemented. The European Community and the individual EU member states collectively account for almost 60 percent of the global Official Development Assistance (ODA), and the Swedish Government has identified that influence within the EU framework can have substantial leverage on the attainment of international development goals.⁶ In addition, the government has emphasised its commitment to increase its influence on the Commission's and other EU member states' actions in development cooperation at the field level.⁷

The Swedish Government's priority within the EU framework is included in the policy *Shared responsibility: Sweden's policy for Global Development* approved by the Swedish Parliament in 2003.⁸ This policy provides the foundation for all of Sweden's development cooperation, and states that Sweden's efforts to influence should be directed towards all of EU's development cooperation, meaning 'the development cooperation of individual EU member states and the collective development cooperation of the Community'.⁹ Sweden should work actively to strengthen the quality and effectiveness of the Community's and the EU member states' development cooperation and its focus on the poorest people. Moreover, the importance of intensified coordination and collaboration at the partner country level is stressed.

³ European Council (2005), see also European Commission (2006a), p. 3 foreword by Commissioner Louis Michel

⁴ European Commission (2006b), European Commission (2006c), European Commission (2006d).

⁵ European Commission (2007).

⁶ Utrikesdepartementet (2008a), Regeringen (2002), Utrikesutskottet (2003), Regeringen (2003).

⁷ Regeringen (2002), Utrikesutskottet (2003), Regeringen (2003), Utrikesdepartementet (2007a).

⁸ Riksdagen (2002), Utrikesutskottet (2003), Regeringen (2003).

⁹ Utrikesutskottet (2003) p. 153. In Swedish: 'EU:s utvecklingsarbete omfattar både medlemsstaternas eget bistånd och unionens gemensamma'.

In 2008, the current Swedish Government confirmed its commitment to the 2003 policy as the overarching policy for Swedish development cooperation. The EU framework is further emphasised as a platform for international recognition of Swedish priorities.¹⁰

1.1 Objective and purpose

The objective of the evaluation is to provide knowledge about how the Swedish field offices can increase their influence¹¹ on the actions in development cooperation by representatives of the Commission and of other EU member states at the field level.

The purpose of the evaluation is to assess the extent to which the Swedish field offices are instructed and organised to meet the Swedish Government's commitment to influence the actions in development cooperation by representatives of the Commission and of other EU member states at the field level.¹²

The evaluation provides recommendations on possible improvements to more effectively influence the actions in development cooperation by field representatives of the Commission and of other EU member states.

1.2 Evaluation questions and scope

In order to achieve the purpose of the evaluation, the following evaluation questions were developed:

- 1 To what extent are the instructions from the MFA and Sida headquarters to the field offices designed and communicated to successfully increase influence on representatives of the Commission and of other EU member states?
- 2 To what extent is the internal organisation of field offices designed to successfully increase their influence on representatives of the Commission and of other EU member states?
- 3 To what extent is the human resources management for field offices organised to successfully increase their influence on representatives of the Commission and of other EU member states?

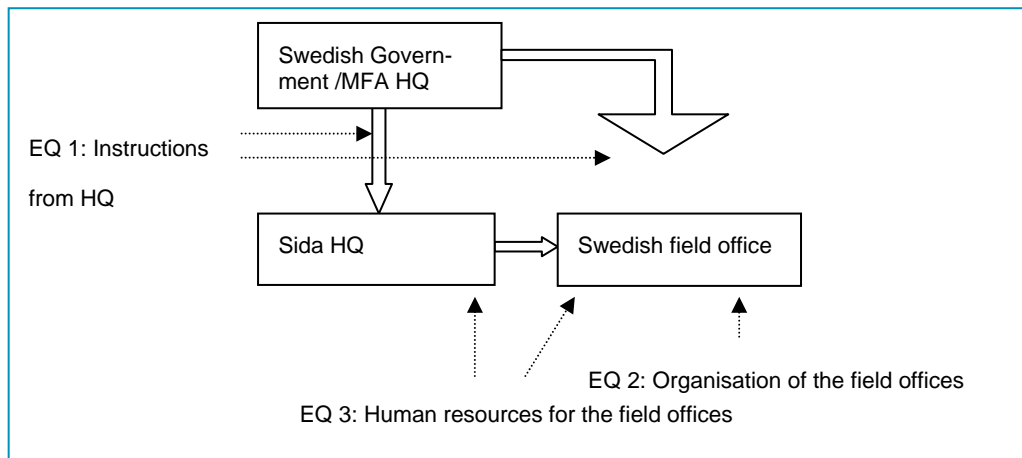
Three actors of the Swedish development cooperation administration are included in the evaluation: (i) the Swedish Government Offices, represented by the MFA headquarters, (ii) the Sida headquarters, and (iii) the Swedish field offices. According to the official organisational structure of Sweden's development cooperation, the field offices receive instructions from the Swedish Government/MFA and from the Sida headquarters, as illustrated in *Figure 1*. *Figure 1* also illustrates the three areas covered by the evaluation questions and how they relate to the administration of the Swedish development cooperation.

¹⁰ Utrikesdepartementet (2008b).

¹¹ Influence is here defined as a situation where an actor (Sweden's field offices) has obtained a change in another actor's policy, agenda and/or behaviour (the Commission and/or a member state).

¹² The evaluation purpose relates to OECD/DAC criteria on 'effectiveness' as it concerns the ability of the Swedish Government to achieve its stated development objectives.

Figure 1 Illustration of the evaluation questions and the main actors in the administration of the Swedish development cooperation.



1.2.1 Delimitations

This evaluation has the following delimitations:

- It does not measure the level of Sweden's influence on the Commission and on other EU member states at the partner country level. This delimitation was made due to methodological difficulties when trying to assess the level of influence on specific issues and when trying to attribute this influence to Swedish actions.
- It does not assess how the field offices, via the MFA and Sida headquarters, can influence the decisions made by the Commission and the EU member states. For a recent assessment of that interaction, see Karlsson (2008).
- Sweden's influence on the Commission and the EU member states is not only contingent on the organisation of the Swedish field offices. Other important factors include the internal organisation of the Commission and of other EU member states' field offices, the existence of formal structures for donor coordination, and Sweden's historical positions and reputation in the partner countries. This evaluation does not assess any of these issues.
- The evaluation is not limited to Sweden's readiness to gain influence on a particular type of activity or in a particular issue area. Consequently, SADEV has not made a choice between assessing, for example, the formation of the Country Strategy Paper (CSP) and the implementation of a specific sector programme or project. SADEV's scope builds on the assumption that the evaluation model presented in Chapter 2 encompasses organisational factors that are prerequisites for Swedish influence irrespective of what type of activity or what kind of issue Sweden wants to influence.

2 Evaluation design and methodology

The evaluation commenced in October 2007, and the main part of the empirical data was collected from February to November 2008. The evaluation builds on information from the following types of sources:

- Review of research and evaluations;
- Review of official documents outlining Sweden's ambitions and organisation regarding the Community's and the EU member states' development cooperation;
- Interviews with senior Swedish officials with extensive field experience currently placed in Stockholm;
- Interviews with Swedish field officials and representatives of the Commission and other EU member states in Albania, Ethiopia and Guatemala;
- A quantitative survey given to all Swedish field offices with a Head of Development Cooperation.

This chapter explains how these sources were used:

- to establish an evaluation model, including evaluation questions, judgement criteria, and indicators;
- to make an empirical assessment of the instructions to and organisation of the Swedish field offices based on the evaluation model.

2.1 Establishing the evaluation model

After reviewing documents on the Swedish Government's commitment to influence the Commission and other EU member states' development cooperation, SADEV concludes that the documents do state that Sweden should aspire to influence these actors. However, the documents contain only limited guidance on how the MFA and Sida headquarters should communicate the Government's commitment, as well as on how the field offices should be organised to obtain influence.¹³ If a concrete strategy and/or guide for influence had been available, it could have served as a basis for assessing the organisation of the Swedish field offices.

As a response to the lack of such a strategy or guide, SADEV initiated a process to specify an evaluation model that can be used to assess the organisation of the field offices. This process is summarised in Box 1 and explained in detail below.

¹³ The review of the documents is presented in Section 4.1.1.

Box 1: Steps taken in developing the evaluation model

- Review of MFA and Sida documents concerning how Sweden should relate with other donors in the field.
- Review of research and evaluations.
- Interviews with senior Swedish officials.
- Interviews with Swedish field officials and representatives of the Commission and other EU member states in Albania, Ethiopia and Guatemala.

Following the review of government documents, SADEV conducted a review of research literature related to how actors should be organised to gain influence within the EU framework, in particular research within negotiation and bargaining theory and on EU member states' influence on the Commission and the European Council.¹⁴

The review showed that this research does not contain a model that can be used to assess the organisation of the Swedish field offices. Nevertheless, the review did provide some theoretical insights into which organisational factors must be in place in order to increase the likelihood of influence. Among the mentioned factors were the existence of a systematic process to develop a specified agenda for what issues to influence, as well as a strategy for what actors to cooperate with in trying to obtain influence. The insights from the research review provided a basis for an interview guide used by SADEV in a series of interviews with officials with extensive experience in working in Swedish field offices.¹⁵ The aim of the interviews was to gather further knowledge on what factors are vital to obtain influence on representatives of the Commission and on other EU member states in the field. In particular, the interviewees stressed the existence of staff and administrative resources to realise the Swedish agenda.

The fourth and final step taken in developing the evaluation model entailed interviewing field officials during field visits. These officials confirmed the factors identified in the previous steps taken in developing the evaluation model. In addition, particular emphasis was placed on the communication of instructions from headquarters to the field and on the knowledge demonstrated by individual field officials.¹⁶

¹⁴ See list of references in Appendix VI.

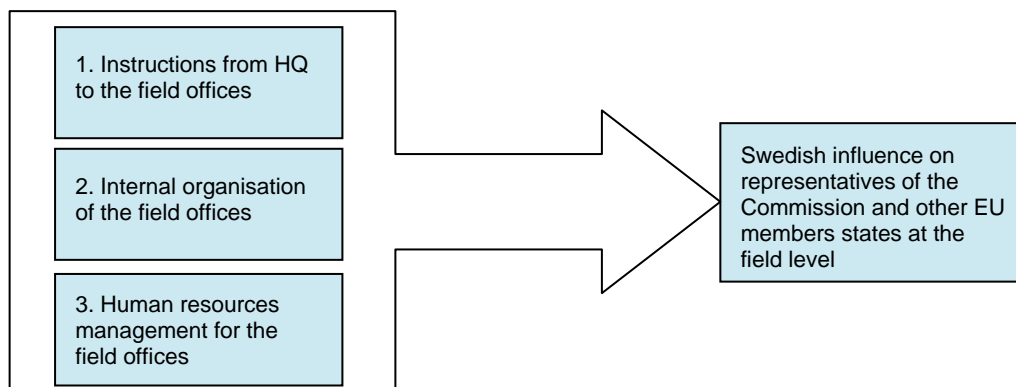
¹⁵ See Appendix III the interview guide and Appendix V for a list of interviewees.

¹⁶ Notably, a distinction was made in these interviews between questions concerning which organisational factors are vital for influence and questions used to assess the extent to which the identified factors exist in the organisation of the Swedish field offices (see Chapter 4).

2.1.1 The evaluation model

The organisational factors generated through the processes described above are elaborated in more detail in Section 2.1.2. Based on these factors, SADEV developed indicators for the evaluation model. The indicators are grouped into three categories and illustrated in *Figure 2*. The indicators, evaluation questions and judgement criteria are presented in Box 2.

Figure 2 Illustration of the three categories of factors generally seen as prerequisites for a member state to influence the Commission and EU member states at the field level.



2.1.2 Factors included in the three main categories used for this evaluation

This section summarises the factors considered to be prerequisites for gaining influence on representatives of the Commission's and the individual EU member states' development activities.

1. Instructions from headquarters to field offices

A prerequisite for the field offices' implementation of the government's commitment to influence the Commission and the individual EU member states is that the government give instructions in this regard. The instructions should be clear and should include the reasons why the field offices should try to influence these actors. It is also of importance that routines for communication of the government's priorities are in place and that these routines are known and widely used by all staff members. The routines for communication should make clear *how* the communication should be conducted, and *what kind* of information should be communicated.

2. Internal organisation of field offices

The existence of formal administrative tools within the internal organisation of the field offices is seen as vital to obtain influence on representatives of the Commission and on other EU member states. The existence and use of a strategy for how the work to influence representatives of the Commission and other EU member states should be conducted is especially important.

A systematic development of an agenda to guide the field offices' work to influence representatives of the Commission and other EU member states is also held as an important prerequisite to obtain influence. The agenda should contain what issues the Swedish field offices should focus on and also which donors within the EU

framework they should try to influence. There should also be a strategic approach to select which donors to cooperate with – network partners – in order to obtain influence. Furthermore, the agenda should be realistic in terms of what human and economic resources are available at the field offices, and should be known and adhered to by the staff at the field offices.

The existence of informal discussion at the field offices, related to the efforts to obtain influence, is also seen as a vital part of the internal organisation of the field offices.

3. Management of human resources for the field offices

Appropriately trained and skilled staff is seen as a prerequisite to obtain influence on representatives of the Commission and on other EU member states. The recruitment process of Swedish field officers should therefore acknowledge the importance of for example appropriate language skills, technical knowledge about development issues, knowledge about how different organisations are structured, and ability to take initiative – i.e. to be proactive. Systematic on-the-job training on issues related to how to gain influence on representatives of the Commission and the EU member states is also widely seen as a prerequisite to be successful at this task.

Box 2: Evaluation questions, judgement criterion, and indicators included in the evaluation model

Evaluation question: To what extent are the instructions from the MFA and Sida headquarters to the field offices designed and communicated to successfully increase influence on representatives of the Commission and of other EU member states?

Judgement criterion: Existence of instructions from the MFA and Sida headquarters to the field aimed to increase influence on representatives of the Commission and on other EU member states.

Indicator: Clear instructions from the MFA and Sida headquarters to field offices regarding influencing representatives of the Commission and of other EU member states.

Judgement criterion: Existence and systematic use of routines for continuous communication between the MFA headquarters and field offices and Sida headquarters and field offices aimed to increase influence on representatives of the Commission and the EU.

Indicator: Routines for communication between the MFA and Sida headquarters in Stockholm and field offices regarding relations with representatives of the Commission and of other EU member states.

Judgement Criterion: Widespread awareness among field offices of the government's priority to increase Swedish influence on the Commission and on other EU member states.

Indicator: Level of awareness of the government's priority.

Evaluation question: To what extent is the internal organisation of field offices designed to successfully increase their influence on representatives of the Commission and of other EU member states?

Judgement criterion: Existence and systematic use of administrative tools aimed to increase the Swedish influence on representatives of the Commission and of other EU member states.

Indicator: Existence of strategies, regular training and informal discussions within field offices to increase the Swedish influence on representatives of the Commission and of other EU member states.

Indicator: Systematic development of an agenda indicating what issues field offices should seek to influence.

Indicator: A realistic balance between the scope of the agenda and the available resources.

Indicator: Systematic development of an agenda indicating which donors within the EU framework should be influenced.

Indicator: Strategic thinking about which donors to cooperate with in order to achieve influence of the Commission and of other EU member states.

Evaluation question: To what extent is the human resources management for field offices organised to successfully increase their influence on representatives of the Commission and of other EU member states?

Judgement criterion: Recruitment of field officials with the aim of increasing the ability of Swedish field offices to influence representatives of the Commission and other EU member states.

Indicator: Systematic assessment of field office candidates' skills/abilities related to the ability to influence representatives of the Commission and of other EU member states.

Judgement criterion: Training of field officials with the aim of increasing the ability of Swedish field offices to influence representatives of the Commission and other EU member states.

Indicator: Systematic on-the-job training on how to successfully influence representatives of the Commission and of other EU member states.

Judgement criterion: Staff possessing the personal skills required to increase the ability of Swedish field offices to influence representatives of the Commission and other EU member states.

Indicator: Evidence of proactiveness.

Indicator: Knowledgeable staff.

2.2 Limitations of the evaluation model

The evaluation model has limitations in terms of what issues can be assessed. Three of these limitations are described below:

1. The model simplifies reality

Sweden's influence on the Commission and other EU member states is part of a complex process where many factors interact. SADEV's evaluation model does not include all these factors, and is consequently a simplification of reality; it focuses on what is generally seen, in research and among interviewees, as organisational prerequisites for a member state to gain influence on the Commission's and other EU member states' development policies.

2. Necessary but not necessarily sufficient factors

The evaluation focuses on three categories of factors generally seen as important for influence. The assumption is that an improvement in one of the identified categories increases the likelihood of Swedish actors being influential. However, this does not imply that every improvement in the identified factors within each category necessarily increases influence. Therefore, even if Swedish field offices improve their work substantially, the complexity of the interaction with other donors and partners may make their efforts fruitless.

3. The model does not consider the relative importance of the listed factors

The relationship between an improvement made by Swedish field officials and the increased influence obtained is not necessarily linear. It may be sufficient to obtain a

minor improvement in one factor to obtain a certain level of influence, while the same result would call for a major improvement in another factor.

2.3 Collecting empirical data to address the evaluation questions

Empirical data used to address the evaluation questions was gathered from three sources: semi-structured interviews in Stockholm and during field visits, a survey, and document analyses. The use of each source is explained below. Each choice of source was guided by the evaluation question and the related indicators. For some indicators, document analyses were the only relevant source of information. For other indicators, SADEV triangulated information from the survey and the semi-structured interviews.

2.3.1 Semi-structured interviews in Stockholm and during field visits

Three countries were visited for the purpose of collecting empirical data: Albania, Ethiopia and Guatemala. These countries were chosen based on the Swedish Government's recently adopted partner country concentration policy for its future bilateral development cooperation. This policy contains three main categories of partner countries: long-term development cooperation, conflict and post-conflict, and Eastern Europe (see *Table 1*). The selection of countries for SADEV's field visits was made to include one country from each category. The rationale behind this selection was that each country represents a different context in which the Swedish field offices operate. For instance:

- The Swedish development cooperation has different operational goals with its cooperation in each country category;
- The countries represent three different regional departments at MFA and Sida;
- The countries fall under different Community development instruments and are partly administered by different sets of rules and different administrative bodies within the Commission.

By selecting countries which differ in these and other regards, SADEV has aspired to obtain a basis for broad empirical generalisations, i.e. to have a broad external validity. Notably, the evaluation does not set out to explain the observations by relating them to differences in the contexts in which the Swedish field offices operate.

In addition, the final selection was guided by practical considerations such as availability of staff at the field offices at the time of the evaluation. Appendix II includes a detailed description of Sweden's involvement in Albania, Ethiopia and Guatemala and of the donor coordination context.

Table 1 Selection of field visit countries

Main categories of countries for future Swedish development cooperation.	Countries in this category on the government's country concentration list.	Country selected for this evaluation
Long-term development cooperation.	Africa: Burkina Faso, Ethiopia, Kenya, Mali, Mozambique, Rwanda, Tanzania, Uganda, Zambia. Asia: Bangladesh, Cambodia.	Ethiopia
Conflict and post-conflict countries.	Africa: Burundi, DR of Congo, Liberia, Sierra Leone, Somalia, Sudan. Middle East and Asia: Afghanistan, East Timor, Iraq, West Bank-Gaza. Latin America: Colombia, Guatemala.	Guatemala
Eastern Europe.	Albania, Bosnia and Herzegovina, Georgia, Kosovo, Macedonia, Moldova, Serbia, Turkey, Ukraine	Albania

In each of the three countries, interviews were done with the Swedish Ambassador, Head of Development Cooperation, and a number of desk officers. Interviews were also done with senior representatives from the Commission delegations and the EU member states in the countries engaged in development interventions with Sweden. As discussed above, the information from the field visit interviews was used for two purposes: (i) to improve the validity of the factors identified as prerequisites for Sweden's influence on actions in development cooperation by representatives of the Commission and of other EU member states and (ii) to assess the extent to which the identified factors exist in the organisation of the Swedish field offices. In the analysis of the interviews, separation was made between information related to the respective purposes.

The interviews at Sida's headquarters in Stockholm were conducted with human resources representatives, country programme officers and EU advisors from each regional department (see *Table 2*).

To maintain their anonymity, interviewees are not cited by name.

Table 2 Selection of interviewees

Location for interview	Nationality represented	Total
Stockholm	Sw 7	7
Albania	Sw (3), EC (4), UK (1), NL (1), DK (2)	11
Ethiopia	Sw (5), EC (6), UK (2)	13
Guatemala	Sw (4), EC (3), UK (1), NL (3)	11
Total		42

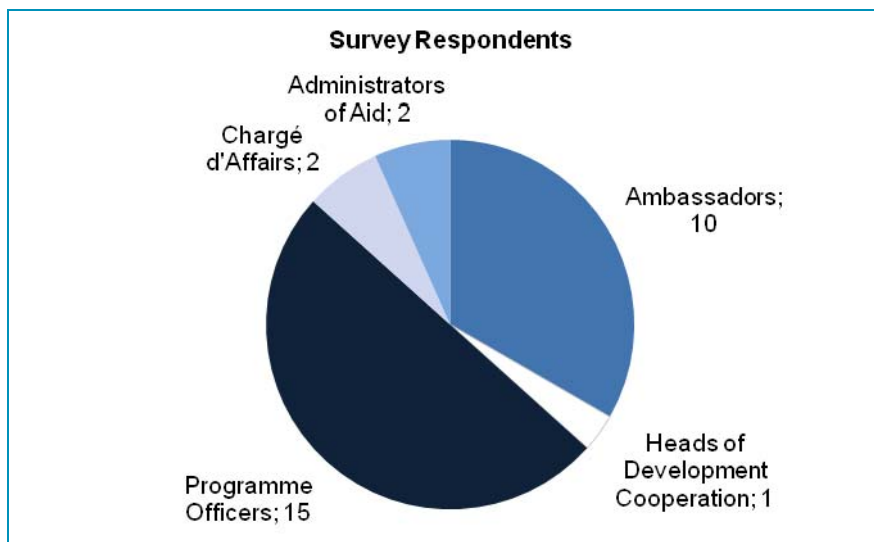
The interview questions were systematically derived from the evaluation questions (see Appendix III for the interview guide). A majority of the semi-structured interviews were conducted by two evaluators, and the transcripts of the digital

recordings of these interviews were used during the analysis. To refine the interview guide and to increase the inter-subjectivity in the analysis, a selection of recordings were analysed and discussed during the period of data collection.

2.3.2 The survey

The survey was sent to 65 Swedish field officers in 35 partner countries, and was addressed to the Ambassador and the Head of Development Cooperation. The 35 countries include all partner countries where Sweden has a Head of Development Cooperation (the survey was not sent to partner countries where Sweden conducts development cooperation with only an Ambassador and no Head of Development Cooperation). Thirty of the 65 officers returned the survey, which equals a return rate of 46 percent (responses were received from 25 of the 35 countries).

Figure 3 Illustration of the breakdown of respondents' professional position



The survey was developed and administered together with an independent consultant from the Department of Political Science, Göteborg University, which has thorough experience of collecting survey data in Sweden and internationally. The survey, shown in Appendix I, was distributed as a web survey, with the possibility of downloading it as a .pdf file.

The information from the survey was used for two purposes: (i) to assess the extent to which the factors in the evaluation model exist within the organisation of the Swedish field offices and (ii) to get a picture of the context in which the work to gain influence is conducted.

The survey was developed as a multiple-answer survey. Most of the questions concerned the field offices' relations not only with the representatives of the Commission and other EU member states, but also with representatives of other bilateral and multilateral donors. The reason to include this broad group of donors was to increase the reliability of the findings.

2.3.3 Document review

Box 3 summarises the several types of documents that were reviewed and analysed for the evaluation.

Box 3: Summary of documents reviewed

- Strategies and instructions pertaining to the MFA's and Sida's efforts to increase influence on the Commission and other EU member states.
- Guidelines regarding strategies for development cooperation.
- The seven strategies for development cooperation adopted by the government following the 2008 amendment to the guidelines. The strategies emphasise influence on the Commission and other EU member states.
- The recruitment criteria¹⁷ used in the nine recruitment processes carried out in the visited countries from 2007 to 2008.
- A course programme for newly recruited field officers.

Strategies and instructions from the MFA and Sida were reviewed and analysed to find out whether, and if so how, they give instructions on influencing the Commission and other EU member states to the field offices. There is no established list of which MFA and Sida documents pertain to this issue, and the status of documents issued by these actors is not always clear. Consequently, SADEV consulted the MFA and Sida about which documents to include in the analysis. Even if the relevance of a particular document has been disputed, SADEV chose to include it in the analysis anyway with the aim to provide a comprehensive and nuanced assessment.

Strategies for development cooperation

Particular attention was given to analysing strategies for development cooperation since this is the government's most central instrument for instructing the actors in the field. SADEV's analysis focused on to what extent these strategies meet the requirements stipulated in the government's guidelines for strategies for development cooperation.¹⁸ SADEV regards the extent to which the strategies for development cooperation address relations with the Commission and EU member states as an indication of the clarity of the government's instructions to the field.

The guidelines for the MFA's work to develop the strategies for development cooperation were adopted by the government in 2005 and amended in 2007 and 2008. SADEV notes that the guidelines from 2005 contain limited requirements regarding how interactions with the Commission and the EU should be considered in strategies for development cooperation. This is, by contrast, emphasised in the amendments to the guidelines in 2007 and further clarified in the amendments in 2008.

¹⁷In Swedish "Arbetsbeskrivning".

¹⁸Utrikesdepartementet (2005); Utrikesdepartementet (2008c).

SADEV's analysis of the strategies for development cooperation is based on the amended guidelines from 2008, which stipulate six areas concerning the relations with the Commission and EU member states that should be included in the strategies for development cooperation. The six areas are shown in Box 4.

SADEV performed a quantitative analysis of whether or not the six areas are covered in the strategies for development cooperation (1=yes, 0=no). It should be noted that this analysis did not include a qualitative analysis of *how* these areas are covered. The analysis included all strategies for development cooperation that the Swedish Government has adopted after the amendment of the guidelines in 2008 and that concern countries with which Sweden will conduct long-term development cooperation. The analysis is presented in Section 4.1.

SADEV intended to also analyse the country plans, which outline Sida's implementation of the strategies for development cooperation. However, the country plans, which are related to the strategies that SADEV analysed, had not yet been completed at the time of the evaluation, and hence were never analysed.

Box 4: Areas that the government's amended guidelines regarding strategies for development cooperation stipulate should be included in the strategies

*EU Code of Conduct:*¹⁹ According to the guidelines, the strategies for development cooperation should refer to relevant EU documents. The EU Code of Conduct is one of the most relevant EU documents, and the Swedish Government has explicitly encouraged the field offices to adhere to it. SADEV therefore chose to review whether or not this document is mentioned in the strategies. The review of the strategies for development cooperation was guided by the question: Is the EU Code of Conduct mentioned in the cooperation strategy?

*The EU in the dialogue:*²⁰ The guidelines stipulate that the strategies for development cooperation should include a section where dialogue and the relations with the Commission and other EU member states should be accounted for. SADEV's review of the strategies for development cooperation was guided by the question: Are the Commission and other EU member states mentioned in the section on dialogue with other donors?

*Reporting about the EU:*²¹ The guidelines stipulate that the strategies for development cooperation should include a section that outlines to what extent the Swedish field offices have reached the goals stipulated in the cooperation strategies. Since cooperation with the Commission and other EU member states is included as a goal in the cooperation strategies, SADEV's review was guided by the question: Do the reporting requirements in the cooperation strategies include a requirement to report how the field office have worked with the Commission and EU member states?

*EU in the implementation:*²² The guidelines stipulate that the strategies for development cooperation should include a section that specifies how the implementation of the Swedish development cooperation can be coordinated with that of the Commission and EU member states. SADEV's review was guided by the question: Is the coordination with the Commission and other EU member states mentioned in the implementation section?

*Increased cooperation with the EU:*²³ The guidelines stipulate that the strategies for development cooperation should address how the Swedish cooperation with the Commission and other EU member states can be increased. An assessment should be made of how Sweden can contribute to relevant EU processes in the partner country, e.g. through co-financing with the Community. SADEV's review was guided by the question: 'Does the cooperation strategy identify ways for increased cooperation with the Commission and other EU member states?'

*The Commission's work in development cooperation:*²⁴ The guidelines stipulate that the strategies for development cooperation should describe how the Commission works in the context of development cooperation. SADEV's review was guided by the question: Do the strategies describe the Commission's work in development cooperation?

¹⁹ Utrikesdepartementet (2008c) Section 4.2.

²⁰ Utrikesdepartementet (2008c) Section 4.2.

²¹ Utrikesdepartementet (2008c) Sections 1 and 3.4.2.

²² Utrikesdepartementet (2008c) Sections 3 and 4.2.

²³ Utrikesdepartementet (2008c) Section 4.2.

²⁴ Utrikesdepartementet (2008c) Sections 1 and 4.2.

Recruitment criteria

The recruitment criteria used in the recruitment processes were analysed with a focus on how they include and value the characteristics identified in the evaluation model as prerequisites for gaining influence on the Commission and other EU member states.²⁵ These characteristics are summarised as:

- Experience of working with or within the Commission or an EU member state (other than Sweden);
- Knowledge about the organisation of the EU framework;
- Communication and negotiation skills;
- Experience from donor coordination forums.

The course programme for newly recruited field officers was reviewed and analysed based on how much time is dedicated to learning about the Commission and other EU member states.

2.4 Drawing conclusions

A problem encountered during the evaluation is that there is no generally established standard or baseline to be used as a point of reference when assessing the empirical observations of the indicators identified above.²⁶ Should, for example, the observed standard of communication from the headquarters to the field be regarded as sufficient or deficient? Is the observed human resources management good enough?

Lacking a point of reference for the assessments, SADEV justifies its assessments by transparently presenting its observations and way of reasoning when drawing conclusions. This facilitates the reader to challenge SADEV's conclusions and hence the recommendations made.

²⁵ The recruitment requirements are presented in Appendix IV.

²⁶ For a discussion on this kind of 'level estimate' problem within evaluation and research, see Esaiasson et al. (2002), p 159 ff.

3 Working to gain influence: the perceived context

This chapter outlines how the Swedish field officials describe the context in which they work to influence representatives of the Commission and other EU member states in the field. The chapter builds on the material collected through the interviews and the survey used for the evaluation.

3.1 Formal forums

Participation in existing formal forums for donor coordination is considered vital for influencing representatives of the Commission and other EU member states. While the formal forums for donor interactions vary across countries, five main types of forums were distinguished by the interviewees:

- The ambassador network, which includes all ambassadors present in a country;
- The EU Heads of Mission (HOMs) network, which includes all member states' ambassadors and the Commission's Head of Delegation;
- The Head of Development Cooperation network, where all development counsellors are included;
- The EU Head of Development Cooperation network, which includes all development counsellors from the Commission and EU member states;
- Sector working group networks, which include all programme officers responsible for a particular sector.

The HOMs network is the highest level forum for the Commission's and other EU member states' representatives. In this forum, a wide range of political issues are discussed, including development cooperation. According to the survey, 33.4 percent²⁷ of the respondents think that the HOMs meeting is an important forum to influence the work of the Commission and other EU member states in issues related to development cooperation. Interestingly, 40 percent²⁸ of the respondents do not agree (see *Table 3*).

²⁷ On a scale from 1-7 (where 7 is very important), 33.4 percent rated the importance of the HOMs meeting within the 5-7 range.

²⁸ On a scale from 1-7 (where 7 is very important), 40 percent rated the importance of the HOMs meeting within the 1-3 range.

Table 3 Importance of HOMs meetings

Question: How important do you consider the Heads of Mission (HOMs) meetings to be within development cooperation in order to successfully influence the Commission and other EU member states?

Not important							Very important		
1	2	3	4	5	6	7	Total (%)		
10.0	23.3	6.7	26.7	6.7	10.0	16.7	100		

N: 30

Source: Survey Q 11.

Apart from these forums, the survey shows that 66.7 percent of the respondents believe that the rotating EU presidency is an important opportunity to influence the Commission and other EU member states.²⁹ According to the interviewees, the presidency provides an opportunity to influence the agenda for the HOMs meetings.

According to the interviewees, Swedish field officers attend the donor coordination forums not only to attempt to increase the Swedish influence, but also to gain important information and to deliberate about the political situation in a particular country and about specific interventions to be undertaken. With reference to the Paris Declaration and the EU Code of Conduct, several interviewees prioritise participation in donor coordination forums and emphasise the usefulness of these forums to form joint positions with the partner country and other donors (particularly in ambassador networks and HOMs meetings).

3.2 Informal networks

The role of informal personal contacts, including interactions at official and social gatherings, was emphasised as an entry point and as a means to build a common understanding and trust, which is often needed to be able to influence representatives of the Commission and other EU member states.

The activities and discussions in the informal networks vary. For instance, some of the Swedish interviewees pointed out that an 'informal meeting' with a group of like-minded EU member states is generally held prior to a formal HOMs or Counsellor meeting. At these informal meetings, the EU member states discuss collective positions. The aim of this is to raise important issues collectively and thereby increase their weights and impacts.

²⁹ Survey Q 10, N:30

Box 5: An example of the balance between formal and informal networks

In one of the visited countries, an informal group of like-minded donors, including Sweden, was recently established. The group meets approximately every six weeks to discuss the agenda for upcoming EU meetings and how to form a collective opinion about the raised issues. To keep the Commission from feeling that the group is ‘ganging up’ on it, the members share the burden of being the driving force at the meetings. This means that they take turns commenting on the agenda, presenting initiatives and raising possible objections to decisions taken by the Commission.

Another strategy used by the group is that the members independently send similar messages to the Commission about issues they want to be raised. The explicit idea behind this strategy is to put pressure on the Commission to adhere to the raised issues.

A general view among the interviewees is that informal relationships with Commission officials increase the likelihood of influence. For example, interviewees pointed out that when they want information from the Commission, they use their informal contacts with officials at the delegation rather than proceed the formal way and contact the Commission management.

In one of the countries visited, the formal donor structure was described as rather weak by many interviewees. This was given as a reason for why informal meetings tend to play a major role for donor coordination. However, the argument was made that informal meetings cannot take the place of the formal networks since the formal decisions have to be taken within formal settings and with agreed minutes.

3.3 Self-assessed influence

The survey asked the field officials to self-assess their success compared to that of comparative donors. The responses show that the field officials in general regard Sweden as neither more nor less successful at influencing other donors. Furthermore, the success rate does not vary significantly across the different types of donors (see *Table 4*).

Table 4 Sweden's relative success at influence other actors

Question: How successful do you consider Sweden to be, in relation to other comparable donors, at influencing other actors?

	1	2	3	4	5	
The Commission		11.5	69.2	15.4	3.8	100
Multilateral donors	3.8	15.4	50.0	26.9	3.8	100
EU member states		16.0	60.0	16.0	8.0	100
Other bilateral donors		24.0	44.0	24.0	8.0	100

N: 27

Source: Survey Q 19.

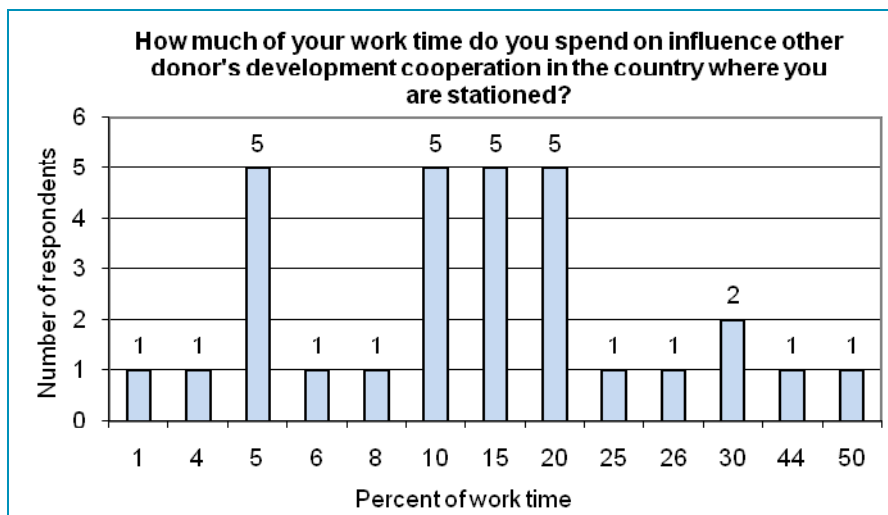
The survey asked the respondents to list which donor they considered to be most successful at influencing others. Twenty-one out of 27 respondents stated DFID (78

percent). The second most frequently mentioned donor was the Netherlands (mentioned by six respondents). Third place was shared by the US and the World Bank (mentioned by three respondents). Notably, these responses can be coloured by which donors are present in the respective countries where the survey respondents are based.

3.4 Time used trying to influence other donors

According to the survey, the respondents use an average of 16 percent of their work time trying to influence other donors (the respondents were not asked to differentiate between the Commission and EU member states on the one hand and other donors on the other). However, significant variation was found: One respondent used 50 percent of his/her work time, while a colleague stationed in another country used only one percent. Four respondents used 30 percent or more of their work time influencing other donors while seven respondents used five percent or less (*Figure 4*).³⁰ SADEV did not investigate possible explanations for this variation.

Figure 4 Proportion of work time resources used by Swedish field representatives to influence other donor's development cooperation in the respondents' respective countries (EU and non-EU donors aggregated).



Source: Survey Q 3.

The respondents were also asked whether they wanted to allocate more resources from the field offices' existing administrative budget to increase influence on other donors. Forty percent of the respondents responded yes, while 60 percent said no.³¹

The respondents were asked which donor representatives they would like to increase their influence the most on. Fifty-eight percent of the respondents indicated the Commission as the most preferred target followed by 'other multilaterals' (i.e. 3 or 4 on a 1-4 scale). Seventeen percent of the respondents indicated 'other EU member states' as a least-preferred target (i.e. 1 on a 1-4 scale), while 33 percent indicated 'other bilaterals'.³²

³⁰ Survey Q 3 N: 30 The difference in how much time an informant spends influencing other donors can be affected by what position he/she has at the embassy and what activities he/she defines as work to influence other donors.

³¹ Survey Q 2 N: 30.

³² Survey Q 4 N: 12.

3.5 Reasons for trying to influence representatives of the Commission and other EU member states

As indicated in *Table 5*, there are no substantial differences in the field officials' reasons for trying to influence different kinds of development actors. The most important reason to influence another development actors is to ensure the attainment of international development goals. 'To change the actors' work procedures and 'To increase the influence of Swedish priorities' are ranked as the second and third most important reasons, respectively. SADEV notes that the instructions from Stockholm and demands from partner countries were rated as relatively less important.

Table 5 Ranking of reasons for trying to influence other donor representatives (where 1=least and 7=most)

Question: To what extent do you agree with the following statement? The Swedish Ministry for Foreign Affairs and Sida in Stockholm are of the opinion that the embassies should prioritise attempts to influence other development agencies to a larger degree.

	Com	EU member states	Multi-laterals	Bilaterals
Sweden contributes money to the donor	5	N/A	4	N/A
Instructions from Stockholm	6	4	6	5
The development actors' financial capacity	4	5	5	4
To change the actors' work procedures	2	3	2	3
To increase the influence of Swedish priorities	3	2	3	2
To ensure that international agreements are reached	1	1	1	1
Expressed wishes from the country receiving aid	7	6	7	6

Source: Survey Q 6.

Several interviewees in the field pointed out that the motivation for trying to influence a specific donor varies depending on the character of the issue at hand. For example, the EU framework frequently becomes important when trying to increase Swedish influence on political issues. This is an area where the representatives of the Commission and of other EU member states, especially through the Heads of Mission (HOMs) meetings, have a comparative strength as a forum compared to other networks and forums. One example is a Swedish ambassador in one of the visited countries who worked closely with other donors within the EU framework to form a consensus to oppose a partner government's proposal concerning the introduction of the death penalty. The work was successful and the proposal was dismissed.

3.6 Why Swedish field officials do not try to influence representatives of the Commission and other EU member states

In contrast to the above mentioned reasons for why Swedish field officials want to influence representatives of the Commission and other EU member states, this section presents four reasons stated by the field officials for why they *do not* try harder to influence these donors. Note that the first mentioned reason pertains to relations with both the Commission and other EU member states, while the subsequent reasons concern relations with the Commission in particular.

Lack of a common European ground: As Swedish field officials choose to invest their time and resources in trying to influence donors, SADEV notes that they seem to prefer donors with whom they share fundamental values (so-called ‘like-minded donors’). Whether or not a donor is part of the EU is less relevant, or even irrelevant. As one interviewee put it, ‘Sometimes we try to influence the representatives of the Commission and of other EU member states. However, that has nothing to do with the fact that they are part of the EU, but rather with what we think they can accomplish.’

Swedish officials’ perceptions of Commission staff: Many interviewees in the visited countries, representing Sweden and other EU member states, feel that the Commission delegation staff members are not interested in letting themselves be influenced by the EU member states. The interviewees did not attribute this lack of interest to the legal framework or formal regulations guiding the Commission delegations. Instead, they attributed it to unwillingness and inability to cooperate and to how they choose to interpret their mandate. A general perception among the interviewees was, for example, that the Commission staff members lack proficient communication skills and technical knowledge about development cooperation.

Turning a supertanker: the cost/benefit ratio of targeting the Commission: The survey asked how difficult it is to influence different donors. It was concluded that representatives of multilateral organisations and the Commission are the most difficult to influence.³³ This view was also held by many of the officials from Sweden and other EU member states interviewed during the field visits.

An observation made by SADEV is that as a consequence of the difficulties involved in influencing the Commission, the interviewees choose to instead focus their efforts on influencing other donors. One interviewee argued that ‘The Commission is like a supertanker and you have to invest a lot of effort to just move it a little bit. With the same effort, you can really get somewhere with other donors’.

The Commission acting as the 28th member state: A common view among the interviewees is that the Commission does not meet the expectations of taking a leading role in coordinating EU development cooperation in the field. Instead the Commission is seen as operating as yet another bilateral donor. Since the Commission does not meet the expectations of the Swedish field officials, their interest in trying to influence it is diminished.

³³ Survey Q18 N: 27. The survey asked the respondents to rate on a 1 to 5 scale (from easy to hard) how difficult it is to influence different kinds of development actors. SADEV notes that 14 percent consider it easy to influence the Commission (rated 1-2). This is the lowest percentage among the donors. ‘Multilaterals’ seem to be the most difficult to influence; 61 percent rated them 4 or 5, while the corresponding number for the Commission is 54 percent.

4 Findings

This chapter presents SADEV's empirical findings based on the evaluation questions presented in Chapter 2.

The chapter is structured around each evaluation question and subsequent indicators.

4.1 Instructions from the MFA and Sida headquarters to the field offices

This section addresses the following evaluation question:

To what extent are the instructions from the MFA and Sida headquarters to the field offices designed and communicated to successfully increase influence on the representatives of the Commission and of other EU member states?

4.1.1 Clear instructions from the MFA and Sida headquarters to the field offices regarding influencing representatives of the Commission and of other EU member states

This section presents the main instructions and guiding documents from the MFA and Sida headquarter to the field offices. It also presents the internal Sida documents that involve the Swedish Government's commitment to increase influence on the Commission and on other EU member states. The documents are reviewed and analysed based on how clearly they provide instruction to the field on how to influence representatives of the Commission and other EU member states.

Documents from the MFA

The Swedish Strategy for EU's Development Cooperation (1996):³⁴ In 1996, the Swedish MFA adopted a strategy for how Swedish actors engaged in international development cooperation should work to influence the Community's and other EU member states' development cooperation. The strategy contains information about the channels for Swedish influence, possibilities and limitations for Swedish actions and prioritised sectors for influencing the Commission and other EU member states.³⁵

The strategy was redrafted in 1998. However, the redrafted strategy was never adopted. In spite of several attempts by SADEV to find out why it was not adopted, the reasons are still unclear.³⁶

Letter of appropriation:³⁷ SADEV analysed the government's letters of appropriation to Sida for the years 2003-2008, and observes that they contain limited instructions in regards to Sida's relations to the Commission and other EU member states.³⁸ The

³⁴ Original titel in Swedish: "Svensk strategi för EU:s utvecklingssamarbete".

³⁵ Utrikesdepartementet (1996).

³⁶ Cf. Riksdagens Utredningstjänst (2007) p.76.

³⁷ Original titel in Swedish: "Regelringsbrev".

³⁸ Utrikesdepartementet (2003), Utrikesdepartementet (2004), Utrikesdepartementet (2006), Utrikesdepartementet (2007b) and Utrikesdepartementet (2007c).

2008 appropriation letter instructs Sida to collaborate with the Commission, and to follow-up on and report on the effects of the Commission's development cooperation.³⁹

*The Swedish Strategy for Multilateral Cooperation (2007):*⁴⁰ In April 2007, the Swedish Government adopted the Strategy for Multilateral Development Cooperation, with a purpose to assure the quality and increase the effectiveness of Sweden's multilateral development cooperation. While this comprehensive strategy does not provide operative guidance on goals or principles for Swedish cooperation with individual multilateral organisations, it does provide normative guidance for the government ministries and agencies that emphasises the need to adopt a strategic approach in working with multilateral organisations. The strategy stipulates that the MFA should develop individual strategies for the most important multilateral organisations, including the EU. Although an EU strategy has not yet been developed, the MFA approved the *EU Action Plan* in May 2008.⁴¹ One of the objectives of this plan is to increase the influence of Sweden's policy and priorities on the development cooperation within the EU. The EU Action Plan includes guidelines for how the MFA headquarters in Stockholm should be organised to improve its relations with and support to the Swedish representation in Brussels and the Swedish field offices in partner countries. However, it does not provide guidance on how the field offices should be organised to increase Sweden's influence on representatives of the Commission and on other EU member states.

Strategies for development cooperation: The Swedish Government uses these strategies to instruct how Sida headquarters and the field offices should conduct development cooperation with particular partner countries. The strategies cover three to five years and are implemented through annual country plans.

The process of drafting the strategies for development cooperation involves several actors, including Sida, and is guided by specific guidelines adopted by the government.⁴² The guidelines were most recently amended in 2008, with one aim being to further emphasise the importance of relations with the Commission and other EU member states in the field. To this end, the guidelines stipulate a number of areas related to the EU that should be included in the strategies for development cooperation. SADEV identified six specific requirements presented in detail in Section 2.3.3, presented Box 4. These are: (i) mentioning of the EU Code of Conduct, (ii) inclusion of the EU, including the Commission, in the dialogue, (iii) reporting about the cooperation with the EU, including the Commission, (iv) consideration of the EU, including the Commission, in the implementation process, (v) addressing how the field offices should increase their cooperation within the EU framework, and (vi) a description of the role of the EU in development cooperation and how the field offices should work within this area.

SADEV analysed the strategies for development cooperation that the Swedish Government adopted after the amendment of the guidelines. The analysis, presented

³⁹ Utrikesdepartementet (2008d).

⁴⁰ Utrikesdepartementet (2007a).

⁴¹ Utrikesdepartementet (2008e). Original titel in Swedish "Åtgärdsplan för ett förstärkt svenskt arbete med EU:s utvecklingspolitik".

⁴² Utrikesdepartementet (2005).

in *Table 6*, is based on a quantitative analysis of to what extent the areas stipulated in the amended guidelines are addressed in the adopted strategies for development cooperation. No qualitative analysis of how the requirements are met has been done by SADEV.

SADEV regards the extent to which the strategies for development cooperation address the areas concerning relations with the Commission and other EU member states as an indication of the level of clarity of the government's instructions to the field. *Table 6* shows that 71 percent of the requirements are met in the seven strategies for development cooperation formulated after the amendments.⁴³

Table 6 Analysis of strategies for development cooperation⁴⁴

Mentioning of the EU in development strategies								
Country	Duration	EU code of conduct	The EU in the dialogue	Reporting about the EU	The EU in the implementation	Increased cooperation with the EU	The EC's work in development cooperation	Total number of times the requirements concerning the EU are fulfilled
Mozambique	2008-2011	1	0	0	1	1	1	4
Zambia	2008-2011	1	1	0	1	0	1	4
Sudan	2008-2011	0	0	1	1	1	1	4
Gaza and the West Bank	2008-2011	1	0	0	1	1	1	4
Bangladesh	2008-2012	1	1	0	1	1	1	5
Cambodia	2008-2010	1	1	1	1	0	1	5
Guatemala	2008-2012	1	0	0	1	1	1	4
Total:		6	3	2	7	5	7	30

Sida documents

Sida at Work (2005) contains guidelines for how Sida personnel should work to attain the objectives for Swedish development cooperation, including increased influence on representatives of the Commission and other EU member states.⁴⁵ Dialogue and cooperation with other donors and with partner countries are identified as important instruments to increase the effectiveness of the development cooperation and to influence other donors to adopt Swedish positions. Part of the purpose of Sida's participation in the dialogue is to present the Swedish positions that are within Sida's mandate and area of competence.⁴⁶ The dialogue should be 'open and transparent' and include 'all important stakeholders'.⁴⁷ Furthermore, the document stresses that 'A well-structured dialogue and plan for communication is a key to the success of these efforts', and that it is 'helpful to formulate concrete goals for each dialogue session'.⁴⁸ However, it does not provide specific guidance on what the plan should include or

⁴³ This is how the percentage was calculated: 7 countries X 6 requirements = 42 maximum frequency. In total, the seven adopted strategies for development cooperation meet 30 of these requirements. 30/42= 71%.

⁴⁴ Utrikesdepartementet (2008f); Utrikesdepartementet (2008g); Utrikesdepartementet (2008h); Utrikesdepartementet (2008i); Utrikesdepartementet (2008j); Utrikesdepartementet (2008k); and Utrikesdepartementet (2008l).

⁴⁵ Sida (2005a).

⁴⁶ Sida (2005a) p.48.

⁴⁷ Ibid.

⁴⁸ Ibid.

how it should be developed. Furthermore, the need for Sida staff to have solid knowledge on the subject areas and of Swedish principles and approaches is also stressed, but without further specification.

Vision for a Strengthened Field Orientation (2005) focuses on how and when the field offices should act in partner countries.⁴⁹ One of the purposes of this document is to shed light on how resources can be used to strengthen the dialogue that the Swedish field offices have with multilaterals and their local or regional representatives on specific issues. The document defines the field offices' level of delegation, as well as the roles of the field offices and the Sida headquarters. Various management tools are also described, such as result-based management and, in detail, how recruitment processes can be used to assure experienced and knowledgeable staff.

Dialogue and Strategic Communication in Development Cooperation (2006) further specifies the methods for how to strengthen Sida's capacity of participating in the dialogue.⁵⁰ It points out that 'the dialogue can be carried out at different levels at which participants are influenced or influence others'. Furthermore, it stipulates that one way of achieving a good dialogue, whether the objective is to promote Swedish viewpoints or mutual giving and taking, is to work with strategic planning in communication. The document underlines the importance of staff members 'driving processes forward', along with the fact that the person conducting the dialogue must possess extensive cultural and factual expertise and sensitivity. Four pivotal factors for success in field level dialogue are identified in the document:

- Planning the dialogue;
- Commitment from management (at the field offices);
- Extensive cultural expertise among the persons conducting the dialogue; and
- Substantial factual expertise.⁵¹

These factors could be improved through measures such as recruiting personnel with dialogue skills; creating an internal organisation that encourages dialogue; and better formulated and communicated internal guidelines from the Sida headquarters.⁵²

Where We Are. Where We Are Going – Sida's Direction (2006) points out that Sida will 'exert greater influence on the country strategies of the Commission and the multilateral bodies, primarily through early contacts in the field'.⁵³ Furthermore, the Swedish positions in the multilateral bodies should be better communicated to the embassies, so as to form a basis for cooperation within the EU and with the multilateral bodies in the field. While this document does provide Sida personnel with a vision in the work to influence the EU and other multilateral organisations at the field level, it does not address *how* this vision should be implemented.⁵⁴

Sida Action Plan for EU Issues (2007): Shortly after the government passed the Strategy for Multilateral Development Cooperation, Sida issued an action plan with the aim of

⁴⁹ Sida (2005b).

⁵⁰ Sida (2006a).

⁵¹ Sida (2006a) p. 15.

⁵² Sida (2006a).

⁵³ Sida (2006b) p.12.

⁵⁴ Sida (2006b).

further integrating EU-related issues into its operations. Its introduction states that the action plan mainly concerns the results that Sida wants to achieve with cooperation within the EU framework. It also states that many of the actions that should be taken to achieve the results are going to be concretised 'in other ways'.⁵⁵ However, it is unclear what 'other ways' refers to. Above all, the action plan states that Sida should identify cases where Sida, together with like-minded actors, can influence Commission policies and strategies. It also underlines the need for an intensified Swedish dialogue with the Commission on all levels, but especially in partner countries. The action plan furthermore stresses the importance of identifying 'good practices', i.e. the times when Sida has managed to influence the Commission and EU member states. For example, it is considered to be important that Sida personnel establish networks with representatives from other like-minded countries to be able to, at an early stage, support the field offices in regards to EU related issues both on an operative and a normative level.⁵⁶

*Sida's Work Programme (2006, 2007, 2008):*⁵⁷ Sida's intention to increase its' influence on the Commission is further manifested in its work programme. The work programme for 2008 states that the need to influence and collaborate with the Commission is increasing, and that Swedish priorities should gain recognition in the policies of multilateral organisations, including the Commission.⁵⁸ In the work programme for 2008, Sida therefore stated an intention to increase its efforts to influence multilateral organisations, including the Commission. The increased influence should, according to the work programme, be reflected in the policies of these organisations. It is Sida's regional divisions that assess to what extent this aim is reached.⁵⁹ In the work programme for 2006, one Sida department (DESO) was made responsible to provide support to the field offices in their work to improve the EU's international development cooperation activities.⁶⁰

⁵⁵ Sida (2007a) p. 2.

⁵⁶ Sida (2007a).

⁵⁷ Original title in Swedish: Sidas Verksamhetsplan

⁵⁸ In the 2009 work programme this is taken a step further; it is stated that it is of certain importance that Sida participates in and influences the management of the international development cooperation within the EU. The work programme for 2009 did not exist when the present evaluation was carried out. See Sida (2009)

⁵⁹ Sida (2008), p. 13.

⁶⁰ Sida (2006c), Sida (2007b) and Sida 2008.

Box 6: An example of specific instructions from the headquarters regarding influencing representatives of the Commission and other EU member states

A step towards more concrete instructions on how to approach the Commission was developed at Sida's regional division for Latin America in the form of an action plan covering the years 2004-2006. This plan was developed following a request from the government, which in its 2003 letter of appropriation stated that 'Sida will, by 31 December 2003 at the latest, submit to the government an action plan covering the period 2004-2006 for Sweden's development cooperation in Latin America within the EU framework /.../ The plan will highlight the specific areas that are to be prioritised in development cooperation with Latin America. Areas where there is complementarity between Sweden and the Commission and other EU member states or where synergy effects can be achieved must be especially examined'.⁶¹ The effect of this action plan on the operational priorities at the field level was, according to the interviewees at Sida, rather limited partly due to the fact that it was not widely known among the field offices. SADEV has not further investigated why the government instruction was not implemented to a greater extent.

4.1.2 Routines for communication between the MFA and Sida headquarters in Stockholm and field offices regarding relations with representatives of the Commission and of other EU member states

According to the interviewees, there are no direct contacts between the MFA and the field offices regarding issues related to development cooperation. Instead, the information from the MFA is mediated to the field offices via the Sida headquarters.

Sida has established the position of EU Advisors at the headquarters with the responsibilities to coordinate EU-related issues and to mitigate communication with the field. The results of the interviews conducted by SADEV at the Sida headquarters and at the field level concur, however, that there are no formally established routines or guidelines concerning how the day-to-day communication between the field offices and the headquarters should be conducted.⁶² In fact, the content of what is communicated as well as the frequency of communication are said to be decided on an *ad hoc* basis by individual Sida officials. Moreover, SADEV notes that the role of the EU Advisors is seen by Sida staff as unclear rather than as a focal point in the communication with the field. According to SADEV's interviewees, this hampers effective communication and increases the risk that information does not reach the concerned officials at the appropriate time, or that the information 'simply disappears'. Furthermore, the interviewed field officials were uncertain regarding when they can or should contact the headquarters for assistance and information.

⁶¹ Sida (2003).

⁶² One of the EU Advisors claimed that a formal routine for communications does in fact exist. SADEV has repeatedly, but without success, asked for documents outlining the routine.

4.1.3 Level of awareness of the government's priority

The survey asked the respondents to what extent they agreed with the following statement: "The Swedish MFA and Sida in Stockholm are of the opinion that the embassies should prioritise attempts to influence other development agencies to a larger degree." Seventy-three percent⁶³ of the respondents agreed with the statement (see *Table 7*).

Table 7 Perception of priority by MFA and Sida in Stockholm to influence other donors

Question: To what extent do you agree with the following statement? The Swedish MFA and Sida in Stockholm are of the opinion that the embassies should prioritise attempts to influence other development agencies to a larger degree.

To a very small extent		Neither agree nor disagree			To a very large extent		
1	2	3	4	5	6	7	Total (%)
		7	20	23	30	20	100

N: 30

Source: Survey Q 5.

The high levels of awareness of the government's priority became clear in the field visit interviews as well. However, during these interviews the field officials raised doubts about the rationale behind the government's priority. Several of the interviewees pointed out that the government's priority to increase the Swedish influence representatives of the Commission and on other EU member states does not consider local circumstances, including existing donor coordination forums, and the current relative effectiveness of representatives of the Commission and other EU member states compared with other donors in working to achieve development goals.

4.2 Internal organisation

This section addresses the following evaluation question:

To what extent is the internal organisation of field offices designed to successfully increase their influence on the representatives of the Commission and of other EU member states?

4.2.1 Existence of strategies, regular training and informal discussions within field offices to increase the Swedish influence on representatives of the Commission and of other EU member states

The answers from the survey show that the most frequent internal administrative tool utilised in the work to influence other donors is informal discussions at the field offices. Ninety-three percent of the respondents frequently, or quite frequently, use informal discussions for this purpose. This finding is supported by the views given in the field visit interviews; none of the interviewees indicated that there are formal meetings with the particular purpose to discuss how to influence other donors.

⁶³ On a 1-7 scale (where 7 means to a very large extent), 73 percent rated the statement within the 5-7 range.

A large portion of the respondents, almost 67 percent, said that formal training – such as courses on the legal and organisational structures of donors within the EU framework and training in negotiation techniques – is seldom or never used as a means to increase the Swedish influence.

Two instruments that the interviewees mentioned that the field offices can use to obtain influence were a ‘Communication Strategy’ and a ‘Dialogue Strategy’. The status and content of and relationship between these strategies remain unclear in spite of several attempts by SADEV to learn more about them. The survey indicates that the frequency of their use varies (see *Table 8*). The Dialogue Strategy was found in one of the three visited countries, but was not frequently used.

Table 8 Use of internal instruments to obtain influence

Question: How often are the following internal instruments used in the efforts to influence other development agencies at the embassy where you are stationed?

	Frequently	Quiet frequently	Not very frequently	Seldom	Never	Total (%)
Communication Strategy	3.7	14.8	33.3	22.2	25.9	100
Training on influence work		18.5	14.8	29.6	37.0	100
Dialogue Strategy	11.1	25.9	22.2	29.6	11.1	100
Informal discussions at the embassy	59.3	33.3	7.4			100
N: 27						

Source: Survey Q 17.

4.2.2 Systematic development of an agenda indicating what issues field offices should seek to influence

As indicated above, the Sida headquarters does not provide specified instructions about what issues field offices should focus their efforts on in order to influence representatives of the Commission and other EU member states. Furthermore, the interviewees revealed that there are no field office routines or systematic processes that can be used for this purpose. Instead, the agendas are developed by individual field officials.

The interviewed field officials provided a variety of interpretations of the lack of specified instructions from the MFA and Sida headquarters regarding what issues to prioritise in field office relations with representatives of the Commission and other EU members states. Some officials interpreted their mandate to initiate a process of developing an agenda at their respective field offices as rather limited. As a consequence, they tend to seek consultation from the MFA and Sida headquarters even on what they described as ‘minor issues’. In contrast, other field officials interpreted the lack of a specified agenda from the MFA and Sida headquarters as an indication that the field offices have a rather broad mandate, including the liberty to take initiatives and act even on major issues without prior consultations with the MFA and Sida headquarters. SADEV notes that these contrasting views are not explained by variation in the level of decentralisation to the field offices.

Furthermore, some interviewees viewed the imprecise instructions from the MFA and Sida headquarters as something positive as they make it possible to adjust the field level priorities as circumstances change in a local context. Others expressed

uncertainty regarding the coherence between their locally adjusted agenda and the agenda of the MFA and Sida headquarters.

Moreover, some field officers expressed frustration over the large mandate given by the MFA and Sida headquarters in combination with their relatively few supporting instruments and limited training on how to effectively influence other donors.

4.2.3 A realistic balance between the scope of the agenda and the available resources

The concurrent view among the Swedish field officials and EU member state representatives interviewed for this evaluation is that while the Swedish agenda is indeed comprehensive, it often lacks clear priorities. The agenda typically covers thematic sectors like gender, governance, the environment and human rights, but these are comprehensive sectors and the interviewees addressed the lack of specificity on what Sweden wants to see prioritised within each sector.

In addition, several interviewees pointed out that the Swedish agenda is too comprehensive considering the resources made available. For example, the field offices do not have enough time and capacity to participate thoroughly in donor forums and dialogues on prioritised issues, and several field officials expressed that they do not have enough time to develop a clear strategy for how to influence other donors because they are responsible for too many sectors.

Box 7: Example of mismatch between agenda and resources

In one of the visited partner countries, ‘governance’ is a highly prioritised issue for the Swedish Government and for other donors. As a consequence, there are many sub-groups and therefore many meetings. Yet, at the time of the visit, there was only one Swedish field official responsible for this issue. At the same office, Sida has an extensive programme in private sector development, but for a long time the position in this sector was vacant and, as a consequence, Sweden was not represented in the donor dialogue for this sector.

4.2.4 Systematic development of an agenda indicating which donors within the EU framework should be influenced

The field offices have received instructions from the Sida headquarters that they should increase their influence on representatives of the Commission and on other EU member states. However, the field officials have not received any instructions regarding the desired prioritisations of which donors to influence within the EU framework. At the visited field offices, there is neither a formalised written strategy for which specific donors to influence, nor a routine for how to develop such a strategy or agenda. SADEV notes that the view of the field officials is that the lack of prioritisation is a major predicament and that this is the responsibility of the Sida headquarters.

4.2.5 Strategic thinking about which donors to cooperate with in order to achieve influence on representatives of the Commission and other EU member states

The importance of collaborating with one or several donors to gain influence on another was widely acknowledged by the interviewees. As one interviewee put it, ‘It is important to make our voice stronger and we can only achieve that by working with others’.

The respondents to the questionnaire indicated that the most important determinant of the choice of cooperating partners is their level of technical knowledge; this is directly followed by ‘Closeness to Swedish priorities’ in terms of the issue in question. Thirty-four percent rated ‘Instructions from Stockholm’ as less important (as 1 or 2 in *Table 9*).⁶⁴

Table 9 Determinants of choice of partner

Question: If you were to choose a partner to collaborate with to influence another development actor, which factors would be important?

	To a small extent		Neither agree nor disagree			To a large extent		Total (%)
	1	2	3	4	5	6	7	
The actor's financial strength	3.4	10.3	13.8	24.1	27.6	13.8	6.9	100
Instructions from Stockholm	6.9	27.6	6.9	13.8	20.7	20.7	3.4	100
The partner actor's area of competence			3.4	4.6	13.8	55.2	27.6	100
Closeness to Swedish priorities in terms of the issue in question		3.6	4.7	4.6	17.9	32.1	46.4	100
Personal contacts		3.4	4.6	6.9	24.1	41.4	24.1	100
Shared cultural vision	3.4	10.3	6.9	13.8	24.1	20.7	20.7	100
The actor's delegated mandate in relation to its headquarters		11.1	11.1	22.2	18.5	29.6	7.4	100

N: 30

Source: Survey Q 13.

The relative importance of ‘Personal contacts’ and ‘Shared cultural vision’ indicated in the survey was confirmed in the three visited countries. As one Swedish interviewee argued, it is easier to cooperate with countries like the United Kingdom (UK) and the Netherlands since they have cultures similar to Sweden’s, both at a personal and an organisational level. Other than like-mindedness, the interviewee also pointed to the importance of similarities in the degree of decentralisation of decision-making. Another interviewee pointed out that the choice of a cooperating partner to a great extent depends on how well you get along on a personal level with the potential partner. However, it is less dependent on what policies the potential partner advocates.

In all of the three visited partner countries, the Swedish field officials identified the UK, Denmark and the Netherlands as the main cooperating partners. However, some

⁶⁴ Survey Q 13. N: 30.

interviewees pointed out that although Sweden currently cooperates closely with representatives from these countries, the cooperation is not static. This also applies to which countries are considered to be like-minded. For instance, Spain may not generally be considered to be a like-minded donor in a Swedish perspective, but is in fact considered to be like-minded in one of the visited countries.

Many interviewees described the choice of cooperating partners as a result of habit rather than of strategic considerations. In contrast, some interviewees argued that the reason why they do not cooperate with some donors is that they have an agenda for development cooperation that deviates largely from Sweden's views. This difference would, according to the interviewees, complicate cooperation. For example, in one of the visited countries, there is a reluctance to cooperate with two of the largest donors in that country, since they are considered to have hidden political agendas.

4.3 Human resources management

This section addresses the following evaluation question:

To what extent is the human resources management for field offices organised to successfully increase influence on representatives of the Commission and of other EU member states?

4.3.1 Systematic assessment of field office candidates' skills/abilities related to the ability to influence representatives of the Commission and of other EU member states.

SADEV reviewed the recruitment criteria used for all recruitments made to the three visited countries during the last two years, i.e. two country directors and seven programme officers.⁶⁵ SADEV notes that experience in working with the Commission and EU member states or within an EU institution was not explicitly required in any of the nine recruitment processes. Knowledge about the EU was requested in one case (for a programme officer position), and prior experience in working with or within the EU was stated as a merit in three of the nine cases.

All nine positions explicitly required 'very good knowledge of written and spoken Swedish and English'. Good knowledge of Spanish was an additional requirement for the positions in Guatemala. Communication skills, as well as experience in dialogue, donor coordination and negotiations, were in different ways listed as requirements as well. According to the Sida HR strategist responsible for the nine recruitment processes, the personal attributes considered to increase the ability to influence other donors, such as social competence, proactiveness and negotiation skills, are prevalent among shortlisted candidates.

4.3.2 Systematic on-the-job training on how to successfully influence representatives of the Commission and of other EU member states

Sida's policy for on-the-job training states that employees and the management have a shared responsibility to ensure that employees have sufficient training and skills to execute the assigned duties. The management's responsibility is to motivate and

⁶⁵ In total nine recruitments to Guatemala (3), Ethiopia (5) and Albania (1) for 2007-2008. All appointments were for a two-year period. See Appendix IV.

create opportunities for training, while the employee is responsible for making sure that s/he gets the appropriate training.⁶⁶

Soon after entering a new position, the employee is required to sign a personal 'learning contract', which describes the employee's qualifications and how these should be developed. The contract is distributed to the country programme officer at the Sida headquarters and the employee's manager at the field office. It is the employee's responsibility that the contract is implemented. The Sida headquarters are generally not involved in the personal development courses at the field offices – only upon request.

All staff recruited to the field offices attend a compulsory training course prior to departure. SADEV notes that while the course is held for four days, only two hours are dedicated to 'Sweden, the EU and the world: bilateral, multilateral and global actors'. One interviewee at the Sida headquarters pointed out that it is anticipated that all Sida staff have a general knowledge about how the EU works, so the course consequently only covers general information on how Sweden cooperates with other donors, including the Commission and other EU member states, at the field level, but not on how these organisations work as organisations.

According to one EU advisor at the Sida headquarters, requests have been made from staff members for in-depth courses on how the Community works and how Sweden can increase its influence on representatives of the Commission and on other EU member states. No such courses exist in-house at Sida. Therefore the EU advisor held one course for the regional division at the Sida headquarters that addressed how the Commission's decision-making process works at the field level and in Brussels. The EU advisor also pointed out that he has held short courses on the Commission in connection with Sida's field visits. However, the courses have been conducted in an *ad hoc* manner. As mentioned, the Sida headquarters have occasionally organised courses upon request from a field office.

Box 8: Example of an initiative for a joint training in Eastern Europe

In Albania, Sweden and the UK initiated a joint training course on how the Community works and how IPA (Instrument for Pre-Accession Assistance) processes should be carried out. So far there have been three course sessions. Representatives from the Commission in Brussels, the Commission delegation in the field, the Swedish country field office and the British country field office participated in the course. During the last session, representatives from the Netherlands were invited and participated. Influence was not the main goal with the course, although there were some discussions about when and how to influence representatives of the Commission. According to one interviewee, as a result of the training, Sweden now sends more suggestions to the MFA, the Sida headquarters and to Brussels.

⁶⁶ Sida (2005b).

4.3.3 Evidence of proactiveness

SADEV found evidence of a proactive approach by Swedish field officials in all three visited countries. Swedish field officials had, for example, been active in the preparation of the EU Country Strategy Papers (CSP) and the negotiation processes leading up to the signing of the papers. Interviewees from the Commission in one of the visited countries pointed out that during the preparation of the CSP, Sweden was active and provided both critical arguments and constructive recommendations. In the words of one representative of the Commission, ‘Sweden engaged itself more than some other EU member states with larger financial capabilities’. The interviewee considered it to be important how you raise your voice and stated that ‘Sweden did it in a constructive way’. The Commission did not take everything that Sweden suggested into account, but in the words of the interviewee from the Commission, ‘If someone shows interest and that they have read and come up with constructive arguments, we listen to them. Other countries only focused on their own priorities and only commented on issues related to those, whereas Sweden had a comprehensive approach’.

Box 9: Swedish proactiveness vis-à-vis the CSP

In 2007, Sweden was one of the first countries to request comments on the Swedish country strategy from the Commission delegation in that country. The purpose of this was to see how the Swedish strategy was related to the CSP, the EU Code of Conduct and other Commission documents. In the end, however, the Swedish country strategy draft was for unknown reasons never sent to the delegation. According to an interviewee at the delegation, firstly, had the draft been sent and commented on, it would have been the first time the delegation would have done this in that country. Secondly, it would have been an important step in the work of the Community and the individual EU member states to increase their harmonisation. Finally, it would have been an opportunity for Sweden to both find out how the delegation considers the Swedish agenda in relation to the CSP and other documents and to set the standards in the Community’s and EU member states’ harmonisation.

However, SADEV saw evidence during the field visits indicating that Sweden occasionally does not engage proactively to obtain influence on the Commission’s and other EU member states’ representatives. For example, one interviewee from another EU member state recalled a fact-finding mission and report presented by Sweden. The interviewee pointed out that it was an excellent study and that it had been very useful. However, the interviewee criticised how the report was marketed, saying, ‘Sweden could have done so much more than they did in relation to this report’. The report was not formally presented at any of the donor coordination meetings, but was only casually passed around among meeting participants, according to the interviewee. The interviewee concluded that the report could have received widespread recognition and could have been used by many other donors had the ambassador or the counsellor formally presented it at one of the meetings.

4.3.4 Knowledgeable staff

The concurrent view gathered from the field visit interviews with representatives from different EU member states is that the Swedish field officials have significant technical knowledge about the development issues they work with, such as water resources management, HIV/AIDS, education etc. SADEV notes that in one of the visited countries, the Swedish field officials working with democratic governance had earned the title of ‘donor expert’ within the community of international development agencies.

While SADEV witnessed high levels of technical knowledge among Swedish field officials, knowledge about the Commission and other EU member states seemed scarcer. Several interviewees stated that their knowledge about how the Commission and other EU members function is rather limited. Especially the Commission’s organisation and administrative routines were seen as ‘complicated’ and ‘non-transparent’. According to some interviewees, the only legally acceptable entry point for EU member states to try to influence the Commission is in Brussels, and there are no legitimate entry points at the field level. Other interviewees testified to how their lack of knowledge about how the Commission and other EU member states work had made their attempts to gain influence unsuccessful. The attempts were, according to the interviewees, often made too late in the decision-making or implementation process and they were not supported by sufficient analytical background material.

5 Conclusions

The following three evaluation questions were used to guide the evaluation:

- 1 To what extent are the instructions from the MFA and Sida headquarters to the field offices designed and communicated to successfully increase influence on representatives of the Commission and of other EU member states?
- 2 To what extent is the internal organisation of field offices designed to successfully increase their influence on representatives of the Commission and of other EU member states?
- 3 To what extent is the human resources management for field offices organised to successfully increase their influence on representatives of the Commission and of other EU member states?

Based on the empirical findings presented in this report, SADEV draws the following conclusions:

1. Instructions from the MFA and Sida headquarters to the field offices

- *Incomplete and unclear instructions from the MFA and Sida headquarters*

The instructions from the MFA headquarters specify that the field offices should influence the EU. However, SADEV concludes that the MFA's instructions to the field offices on *how* they should achieve this objective are incomplete and unclear.

In 2008, the government amended the guidelines for the strategies for development cooperation. The amended guidelines emphasise relationships within the EU framework and give guidance on how the country cooperation strategies should outline field level relationships. Based on a quantitative analysis of the strategies, SADEV concludes that there is still potential for incorporating this priority further in the cooperation strategies.

Several documents issued by the Sida headquarters address how the field offices should work to influence other donors in the EU framework. Nevertheless, the documents address this issue in a general manner and thus provide only limited guidance to the field offices. Based on field level interviews, SADEV further concludes that the Sida document that most explicitly addresses how to gain influence on other donors – *Dialogue and Strategic Communication in Development Cooperation (2006)* – is not widely known.

SADEV further concludes that many field offices do not perceive that they have a clear mandate from the headquarters to initiate a process of developing a strategy for how to achieve influence on representatives of the Commission and other EU member states.

SADEV observes that there is substantial variation among field offices in terms of how much time they use trying to influence representatives of the Commission, EU member states and other donor representatives. One reason for this variation is, according to SADEV, uncertainty about the relative salience of this government priority, and unclear guidance from the MFA and Sida headquarters on how to achieve influence on the Commission and other EU member states.

- *Lack of formally established routines for communication between the field offices and the MFA and Sida headquarters*

SADEV found that there is no direct contact between the MFA and the field offices regarding issues related to development cooperation. Instead, the information from the MFA is mediated to the field offices via the Sida headquarters. SADEV concludes, however, that there are no routines at Sida specifying *how* and *when* information should be communicated from the Sida headquarters to the field offices; nor is it specified *what kind* of information should be communicated.

- *High awareness of but little adherence to the Swedish Government's priority to influence the Commission and other EU member states*

SADEV concludes that the field offices are well aware of the government's priority to gain influence on the Commission and other EU member states. Accordingly, a majority of the respondents indicated the Commission as the most preferred target on which to have an influence. Moreover, the HOMs meetings are seen as an important forum and are frequently used for dealing with politically sensitive issues related to development.

SADEV concludes, however, that the Swedish Government's priority to influence the Commission and other EU member states is not fully endorsed at the field level. The interviewees stated several reasons for this, including the relative effectiveness of other donor forums, the uncertainty about the comparative strength of the Commission and EU member states to obtain development goals, the perceived difficulty to gain access to the Commission delegations' information and staff, and that preferences for selecting whom to try to influence are based on shared values (i.e. a preference for like-minded donors) rather than on the fact that they represent EU member states.

SADEV concludes that the government's commitment to gaining influence on the Commission is relatively more endorsed than its commitment to gaining influence on EU member states.

SADEV's overall conclusion

SADEV concludes that the absence of clear instructions from the MFA and Sida headquarters on how to work to increase influence on representatives of the Commission and other EU member states, and on *why* this needs to be done, combined with a lack of a clearly communicated mandate to the field officers that they shall take initiatives to organise their field offices in a way that increases their possibility to influence, potentially reduces Sweden's influence.

2. Internal organisation of field offices

- *Limited existence of internal instruments to obtain influence*

SADEV observes that the most frequent internal tool utilised in the work to influence other donors is informal field office discussions. These discussions are however organised as *ad hoc* meetings rather than as part of a structured and strategic process. Furthermore, SADEV observes that regular training in the legal and organisational structures of the EU and in negotiation techniques are provided only to a limited extent. Although a strategy for dialogue and communication does exist in some cases, the status and use of these internal instruments are unclear.

- *Absence of a systematic process to develop an agenda for (1) which donors to influence within the EU framework, (2) which donors to cooperate with and (3) what issues to prioritise*

SADEV observes that a systematic process to develop a strategic agenda for which donors within the EU framework the field officers should try to influence does not exist. Furthermore, there is no strategy or systematic process for selecting which donors to cooperate with in order to achieve influence within the EU framework. Consequently, the field officers tend to choose whom to influence and whom to cooperate with based on habit rather than strategic and situational factors (e.g. other donors' agendas and abilities).

SADEV observes that the field offices lack systematic routines to develop priorities and operative goals for what issues should be focused on in their efforts to influence representatives of the Commission and of other EU member states. SADEV concludes that this lack has led to an imbalance between the scope of the agenda and the available staff resources.

SADEV's overall conclusion

Based on the evaluation of the existence and systematic use of administrative tools at the field offices to increase the Swedish influence on representatives of the Commission and on other EU member states, SADEV concludes that the internal organisation of the field offices is only to a limited extent designed to successfully increase their influence on these actors, and that the absence of administrative tools results in a reduced ability of the field offices to effectively implement the government's priority.

3. Human resources management of field offices

- *Lack of requirement of skills/abilities related to the ability to influence representatives of the Commission and other EU member states when recruiting field officers*

SADEV observes that the field officials' general ability to influence other donors is recognised as an asset in the recruitment process. However, specific knowledge on how the Commission and other EU member states function and experience of working within an EU institution are not regarded as vital in the recruitment of field officials. Therefore, SADEV concludes that the recruitment of field officials is not

necessarily done with the specific aim to increase the ability of Swedish field offices to influence representatives of the Commission and other EU member states.

- *No systematic on-the-job training on how to influence representatives of the Commission and of other EU member states:*

SADEV observes that on-the-job training on how to influence representatives of the Commission and other EU member states is offered only infrequently. When such on-the-job training has occurred, the initiative has been taken by individual field officials – not by field office management or the MFA or Sida headquarters.

- *Proactive personnel with technical knowledge but limited knowledge on how the EU functions*

SADEV observes that Swedish field officials are considered to be proactive. Furthermore, Swedish field officials possess considerable technical knowledge about the development issues they work with. However, knowledge about how the Commission and other EU member states work and can be influence can be further improved.

SADEV's overall conclusion

SADEV concludes that the human resources management for field offices is only to a limited extent organised to successfully increase influence on representatives of the Commission and of other EU member states. Field office personnel do possess great technical knowledge, are to a certain extent proactive and have taken initiatives to increase their knowledge about how the Commission and other EU member states work. However, SADEV concludes that the efforts made by individuals working at the field offices are not enough to organise the field offices to effectively increase influence on representatives of the Commission and on other EU member states. Whereas occasional efforts are made to promote skills and knowledge on how the Commission and other EU member states work and how they can be influenced, these efforts are not guided by a systematic and strategic agenda.

6 Recommendations

To the Swedish Government and Government Offices/MFA

1. Clarify whom within the EU to influence

The government should clarify whether its ambition to influence EU actors includes both the representatives of the Commission and of other EU member states at the field level.

The government should, as a step in its clarification, be clear and consistent in the terminology it uses to denote the development cooperation of (i) the individual EU member states and (ii) the Community administered by the Commission.

2. Clarify the priority between efforts to influence representatives of the Commission and other EU member states on the one hand and representatives of other donors on the other hand

The government should clarify whether efforts to influence representatives of the Commission and other EU member states should be prioritised higher than efforts to influence representatives of other bilateral and multilateral donors.

3. Clarify *how* efforts to influence representatives of the Commission and other EU member states should be implemented

The government should ensure the following in its clarification of how representatives of the Commission and other EU member states should be influenced:

- a. The government's forthcoming organisation-specific strategy for the Commission⁶⁷ should take the field perspective into account.
- b. The government should include a section in the individual country strategies that specifies the desired goals with the field offices' work to influence representatives of the Commission and other EU member states, in order to make sure that the government's priorities are addressed in the operational work at the field level.
- c. The government should clarify what mandate Sida has to operationalise Sweden's priorities in trying to influence representatives of the Commission and other EU member states.

⁶⁷ Utrikesdepartementet (2007a).

To Sida, including the field offices

1. Clarify the responsibilities and authority of the different Sida officers

Sida should clarify the responsibilities and authority of different kinds of officers within the organisation with regard to unilaterally design and make prioritisations among working methods to influence representatives of the Commission and other EU member states.

2. Clarify *how* the work to influence representatives of the Commission and other EU member states should be implemented

Sida should generate a systematic and strategic approach to influence representatives of the Commission and other EU member states by:

- a. preparing a process to establish a well defined agenda that reflects the government's goal for the work to influence representatives of the Commission and other EU member states;
- b. stipulating when during the Commission's and other EU member states' development work process the attempts to gain influence should occur and how these attempts should be organised;
- c. making sure that adequate financial and human resources are made available for the influence work;
- d. ensuring documentation and systematic follow-ups of the influence work; and
- e. making sure that the systematic and strategic approach is reflected in essential internal steering instruments at the field offices.

3. Clarify the status and validity of steering documents

Sida should clarify the status and validity of the documents that may have a steering effect on the field offices' influence work.

4. Ensure uniformed use of concepts

Sida should be clear and consistent in the terminology it uses to denote (i) the individual EU member states and (ii) the Community administered by the Commission.

5. Establish routines for communication about EU-related issues

Sida should establish distinctive routines for how the communication between Sida's headquarters and the field offices should be conducted, for what type of information should be communicated and for when the communication should occur.

6. In the recruitment process of new personnel, increase the value of knowledge and skills that are considered to be beneficial in the work to influence representatives of the Commission and other EU member states

Sida should review the recruitment process of field officers to make sure that experience and skills that could help increase the Swedish influence on

representatives of the Commission and EU member states, such as experience of working with or within the Commission's or the EU member states' development organisations, are valued and utilised.

7. Increase knowledge about the organisation of and ways to influence representatives of the Commission and other EU member states

Sida should develop educational material regarding how representatives of the Commission and other EU member states can be influenced. The material should include guidance on the organisation of and potential entry points to the Commission and other EU member states, as well as knowledge and recommendations on how to work strategically to influence their field representatives.

Sida should make training on how the Commission is organised, and how it can be influenced, compulsory.

Sida should offer the training that field officers need to effectively implement the government's priorities in relations to representatives other EU member states present in the respective partner countries.

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Appendix I: Survey

Questionnaire: Sweden's influence on development actors

Question 1. In the country where you are stationed, how often does the embassy take the initiative to try to influence other agencies' development cooperation?

	Every month	Once a quarter	Every year	Never	Unknown
The Commission					
Multilaterals					
EU member states					
Other bilaterals					

Question 2. Would you like to direct more resources from the embassy's administrative budget framework to increasing the work of influencing different development actors?

	Amount in percent
Yes	
No	

Question 3. How much of your work time do you spend influencing other donors' development cooperation in the country where you are stationed?

_____ percent of your work time

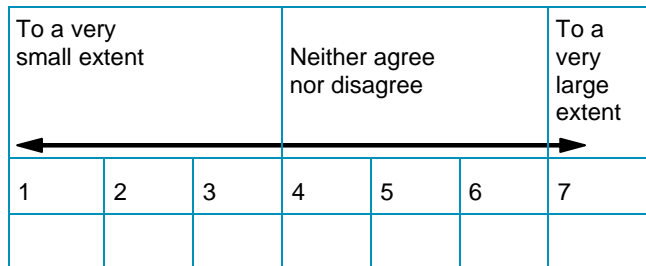
Question 4. Place in order of preference which of the following actors you would like to have more influence on:

Rank from 1 (less) to 4 (more)

The Commission	
Multilaterals	
EU member states	
Other bilaterals	

Question 5. To what extent do you agree with the following statement?

The Swedish Ministry for Foreign Affairs and Sida in Stockholm are of the opinion that the embassies should prioritise attempts to influence other development agencies to a larger degree.



Question 6. If you would like your embassy to influence the development actors listed below, what would the reasons be for doing so?

Rate from 1 to 7 for each reason and agency (where 1=least, 7=most)

	Sweden contributes money to the actor	Instructions from Stockholm	The development actors' financial capacity	To change the actor's work procedures	To increase the influence of Swedish priorities	To ensure that international agreements are reached	Expressed wishes from the country receiving aid
The Commission							
Multilaterals							
EU member states	N/A						
Other bilaterals	N/A						

Question 7. Which bilateral development actor(s) do you consider to be the most successful at influencing other development actors?

Question 8. Why do you think this (these) bilateral donor(s) is (are) successful in its (their) work to influence?


Question 9. What factors do you consider to be most important in order for the Swedish Embassy to be able to successfully influence the following development actors?

Rank from 1 to 7 for each factor and actor (where 1=least, 7=most)

	Limited number of areas that Sweden wants to influence (prioritised agenda)	Personal contacts with the development actor's representatives in the field	Strong networks with other development actors	Swedish presence in the country over a long period	The amount of Swedish aid to the country relative to other development actors	Swedes in formal positions in the organisation for aid coordination	High degree of delegated negotiation mandate held by the embassy	Swedes in formal positions in the Commission or the multilateral agencies	Personnel resources in the Swedish Embassy
The Commission									
Multilaterals									
EU member states									
Other bilaterals									

Question 10. How important do you consider being in possession of the Presidency of the EU to be (in the field) in order to influence the Commission and other EU member states?

Not important Very important



1	2	3	4	5	6	7

Question 11. How important do you consider the Heads of Mission (HOMs) meetings to be within development cooperation in order to successfully influence the Commission and other EU member states?

	Not important			Very important			
	1	2	3	4	5	6	7

Question 12. How important do you consider the process of producing the EU's Country Strategy Papers to be in order to successfully influence the Commission and other EU member states?

	Not important			Very important			
	1	2	3	4	5	6	7

Question 13. If you were to choose a partner to collaborate with to influence another development agency, which factors would be important?

	To a small extent		Neither agree nor disagree			To a large extent	
	1	2	3	4	5	6	7
The actor's financial strength							
Instructions from Stockholm							
The partner actor's area of competence							
Closeness to Swedish priorities in terms of the issue in question							
Personal contacts							
Shared cultural vision							
The actor's delegated mandate in relationship to its headquarters							
Other							

Question 14. Can you provide examples of when Sweden has succeeded and/or failed in influencing the Commission's way of working or standpoint on a particular issue?

Question 15. Which personal qualities of the embassy's personnel do you consider to be the most important in order to successfully influence development agencies?

Rate each quality from 1 to 7 (where 1=least, 7=most)

	Knowledge of the issue	Knowledge of other development actors' political agenda in the country	Ability to build and maintain a network	Knowledge of international treaties and rules and regulations	Take initiative	Ability to cooperate
The Commission						
Multilaterals						
EU member states	N/A					
Other bilaterals	N/A					


Question 16. Can you give examples of when Sweden has succeeded and/or failed in influencing another EU member state's way of working or standpoint on a particular issue?

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Question 17. How often are the following internal instruments used in the efforts to influence other development agencies at the embassy where you are stationed?

	Frequently	Quite frequently	Not very frequently	Seldom	Never
Communication strategy					
Training on influence work					
Dialogue strategy					
Informal discussions at the embassy					
Other:					

Question 18. How difficult do you consider it to be to influence the following development actors?

	On the whole easy		On the whole difficult		
					
	1	2	3	4	5
The Commission					
Multilaterals					
EU member states					
Other bilaterals					

Question 19. How successful do you consider Sweden to be, in relation to other comparable donors, at influencing other actors?

	Less successful		More successful		
					
	1	2	3	4	5
The Commission					
Multilaterals					
EU member states					
Other bilaterals					

Question 20. Please feel free to add any comments about the questionnaire or anything else here:

Thank you for your help.

Appendix II. Background information on field country studies

Ethiopia

Sweden's cooperation with Ethiopia started in 1954. Thus, Ethiopia is Sweden's oldest partner in development cooperation. Swedish support was decreased during the war against Eritrea, but was then resumed after the peace agreement in 2000. Ethiopia was identified as a country that Sweden should pursue long-term development cooperation with, due to the Swedish Government's concentration policy of its bilateral development cooperation. According to OECD/DAC's statistics, in 2005-2006 Sweden was the ninth largest donor to Ethiopia (USD55 million). The International Development Association (IDA) was the largest donor (USD1860 million), followed by the United States (USD498 million).⁶⁸

During the first half of 2008, the Swedish Government instructed Sida to draft a new development cooperation strategy for Ethiopia to be approved by the Government of Sweden. The new development cooperation strategy is expected to have a strong focus on democratic governance, human rights and private sector development. It is also expected to include support for social development in health and/or education. The overall aim will also be to strengthen the role of the civil society and the private sector, and to promote dialogue between these development stakeholders and the federal and regional governments of Ethiopia.

The most recent strategy was in effect from 2003 to 2007, but was extended to June 2008. Donors, including Sweden, base their overall support on Ethiopia's Poverty Reduction Strategy: 2006-2010 Plan for Accelerated and Sustainable Development to End Poverty in Ethiopia (PASDEP). During these years the Swedish cooperation had the following prioritised areas:

- Democratic development and respect for human rights;
- Social development;
- Economic growth.
- Gender equality and environmental aspects were taken into consideration in all the areas.

The donor community in Ethiopia is coordinated by the Development Assistance Group (DAG), an umbrella body represented by the Heads of Development Cooperation from the different multi and bilateral agencies. DAG's role is to serve as the voice of the donor community in the dialogue with the Ethiopian Government. The overall DAG relies on the technical expertise of 15 Thematic Working Groups

⁶⁸ OECD/DAC's data on Ethiopia, <http://www.oecd.org/dataoecd/21/7/1880804.gif>

(TWGs) in the preparation of policy papers and reviews of the PASDEP progress reports.

Albania

Albania is one of the poorest countries in Europe; around 20 percent of the population earn less than two dollars per day and a major part of the population lack access to clean water, sanitation facilities and schools. The political situation in the country is unstable and corruption and organised crime are widespread.

The Swedish development cooperation with Albania was initiated in 2001. The main purpose of the Swedish cooperation is to reduce poverty by supporting economic and social reforms. An important issue is to support the Albanian efforts to join the EU. In 2005-2006, Sweden was the ninth largest donor to Albania (USD11 million). The Commission was then and still is the largest (USD75 million). A substantial part of the Commission's overall development efforts in Albania is spent on issues related to a future EU membership. The second largest donor to Albania is IDA (USD40 million).⁶⁹

The most recent Swedish country cooperation strategy was put into effect in 2004 and, following an extension, expired in June 2008.⁷⁰ Its focus areas were the following:

- Democracy and good governance;
- Respect for human rights;
- Equality;
- Economic development;
- Social development and security.
- Another purpose of the Swedish cooperation with Albania is to support an efficient and democratic public administration.⁷¹

The structures for donor coordination in Albania are limited. In line with the Paris Agenda, it is the Albanian Government that is responsible for donor coordination and for deciding when they should meet. There is a donor coordination forum that is supported by the Commission. However, it is not clear how active this forum is in practice since it was not mentioned during the field visit to Albania.⁷²

Albania participates in the EU's overall policy framework for Western Balkans' Stabilisation and Association Process (SAP), and it benefits from the new so-called Instrument for Pre-Accession Assistance (IPA) in preparation for a possible future EU membership.⁷³

⁶⁹ OECD/DAC's data on Albania <http://www.oecd.org/dataoecd/55/36/23730449.gif>

⁷⁰ Land Plan (2008) Country Plan for Development Cooperation with Albania 2008.

⁷¹ Country Cooperation Strategy for Albania, September 2004 to December 2007.

⁷² Donor coordination in Albania (6 November 2008) <http://www.aidharmonisation.org.al/?fq=mesi&gj=en&kid=14>

⁷³ Delegation of the European Commission to the Republic of Albania.

Guatemala

Sweden's cooperation with Guatemala started in the 1970s with humanitarian support to war victims. The development efforts have since changed character from humanitarian relief to long-term efforts to secure peace and reduce poverty. Guatemala thereby falls into the category of post-conflict countries that Sweden conducts development cooperation with. OECD/DAC's statistics from 2005-2006 show that Sweden was the fifth largest donor to Guatemala (USD24 million). Spain was by far the largest (USD132 million), followed by the United States (USD76 million).⁷⁴

Sweden's development cooperation with Guatemala is derived from the regional strategy for Central America and the Caribbean that was valid from 1 January 2001 to 31 June 2008. The strategy was adopted by the Swedish Government in 2001 and was then extended in October 2007. A new strategy for 2008-2013 was adopted by the Swedish Government in 2008. Donors, including Sweden, base their cooperation with Guatemala on the peace accords, which is the only national development plan in the country.⁷⁵

Social injustice is severe in Guatemala. Although the country has the highest average incomes in Central America, 13.5 percent of the population live in poverty. Women and indigenous people are among the most vulnerable groups in the Guatemalan society. After decades of military rule, the civil society in Guatemala is very weak, corruption is widespread and the state institutions are inefficient. A large part of the Swedish contribution is therefore invested in civil society organisation and democracy efforts.⁷⁶ The Swedish support is focused on the following three sectors:⁷⁷

- Strengthening the constitutional state and democracy, especially at the local level.
- Supporting the rights of women and indigenous people.
- Promotion of economic and structural change in order to achieve growth characterised by a more equal distribution of wealth.

The main donor coordination forum in Guatemala is a donor group called 'G13', which consists of a Dialogue Group (GDD) on the political level and a Coordination Group on the operational level. In line with the Paris Agenda, the Guatemalan Government has been expected to take the lead in donor coordination, but has failed to do so.⁷⁸ The Commission is one of the larger donors in Guatemala and has focused its development efforts on social cohesion, human security, economic growth and trade.⁷⁹

⁷⁴ OECD/DAC's data on Guatemala, OECD/DAC's data on Albania, <http://www.oecd.org/dataoecd/55/36/23730449.gif>

⁷⁵ Country Plan for development cooperation with Guatemala, 2008-2010.

⁷⁶ Sida http://www.sida.se/sida/jsp/sida.jsp?d=503&a=1540&language=en_US

⁷⁷ Embassy of Sweden, Guatemala (April 2008) Sida Country Report 2007, p 13.

⁷⁸ Embassy of Sweden, Guatemala (April 2008) Sida Country Report 2007, p 13.

⁷⁹ European Commission (29 March 2007) Guatemala Country Strategy paper 2007-2013.

Appendix III: Interview Guide

The interviews with the Swedish field officials, the Commission and EU member states were conducted as semi-structured interviews. Unlike a structured interview, where detailed questions are formulated in advance, a semi-structured interview is based on a framework of themes to be explored. A semi-structured interview is therefore more flexible, allowing new questions to be brought up during the interview as a result of what the interviewee says.

The following themes – for each category of interviewees – were established and used as a guide during the interviews.

The Commission

- Perception of Sweden as a donor
- History of cooperation with Sweden
- Forms and forums for cooperation with the member states
- Organisational and personal factors that lead to influence on the Commission and on other member states
- Most influential donor and why
- Swedish influence on the Commission

The EU member states

- Perception of Sweden as a donor
- History of cooperation with Sweden
- When and why does cooperation with the Commission and with other EU member states take place?
- Existence of internal strategies for cooperation with the Commission and with other EU member states.
- Organisational and personal factors that lead to influence on the Commission and on other EU member states.
- Most influential donor and why.

The Swedish field offices

- The Commission's and the other EU member states' perceptions of Sweden as a donor.
- When and why does cooperation with the Commission and other EU member states take place?
- Existence and content of internal strategies for cooperation with the Commission and other member states.
- Existence of administrative tools aimed to increase influence on the Commission and other member states.
- Organisational and personal factors that lead to influence on the Commission and other member states.
- Most influential donor and why.

Sida headquarters

- Recruitment criteria.
- Formal instructions to the field offices.
- Established routines for communication.
- Established routines for sharing information.

Former Ambassadors and Heads of Development Cooperation.

- Organisational and personal factors that lead to influence on the Commission and on other member states.
- Most influential donor and why.
- When and why does cooperation with the Commission and other member states take place?
- Existence of internal strategies for cooperation with the Commission and with other EU member states.
- Existence of administrative tools aimed to increase influence on the Commission and on other EU member states.

Appendix IV: Staff positions in Albania, Ethiopia and Guatemala to which recruitments were made in the years 2007 and 2008

Albania:

Sida 01 October 2008 Programhandläggare (naturresurser och miljö) till sektionskontoret i Tirana, Albanien. ALB-PO1

Ethiopia:

Sida 08 January 2007 Programhandläggare (sociala sektorer) till ambassaden i Addis Abeba, Etiopien. ETH-SAK-14

Sida 26 November 2007 Biståndsråd till ambassaden i Addis Abeba. Etiopien. ETH-01

Sida 28 April 2008 Programhandläggare (MR/Demokrati, rättssektorn) till ambassaden i Addis Abeba, Etiopien. ETH-18

Sida 03 June 2008 Programhandläggare (fred och säkerhet) till regionala sektionen vid ambassaden i Addis Abeba, Etiopien. ETH-KTA-21-3

Sida 17 October 2008 Programhandläggare (sociala sektorer) till ambassaden i Addis Abeba, Etiopien. ETH-PO1-KTA

Guatemala:

Sida 08 January 2007 Programhandläggare (DEMO/MR) till ambassaden i Guatemala City, Guatemala. GTM-SAK-04

Sida 08 January 2007 Programhandläggare (Sociala sektorer) till ambassaden i Guatemala City, Guatemala. GTM-SAK-05

Sida 16 September 2008 Country Director till ambassaden i Guatemala City, Guatemala. GTM-CD

Appendix V: Interviewees

Interviews to evaluate the Swedish field offices:

- Arvidsson-Hyving, Stellan**, HR, Sida Headquarters, Stockholm, Telephone Interview 23 October 2008
- Benfield, Andy**, Aid Effectiveness Consultancy, EC Delegation Ethiopia, Addis Ababa 21 April 2008
- Berry, Chris**, Education Advisor, DFID, the British Embassy in Ethiopia, Addis Ababa 24 April 2008
- Bomboma, Richard**, EU Advisor EDF committee, Sida Headquarters, Stockholm 17 September 2008
- Bramley, Sheila**, Deputy Head of Mission, the British Embassy in Albania, Tirana 7 May 2008
- Bruzelius, Marie-Louise**, First Secretary, Development Cooperation/Human Rights and Democracy, the Swedish Embassy in Ethiopia, Addis Ababa 23 April 2008
- Daag, Susanna**, Task Manager, EC Delegation Guatemala, Guatemala City 22 May 2008
- Dal Borgo, Antonio**, Coordinator (Agregado), EC Delegation Guatemala, Guatemala City 21 May 2008
- Delcroix, Nicola**, Head of Development Cooperation, EC Delegation Ethiopia, Addis Ababa 24 April 2008
- De Ruiter, Annemarie**, Advisor Government and Gender, the Dutch Embassy in Guatemala, Guatemala City 20 May 2008
- Elisson, Malin**, First Secretary Social Sector, the Swedish Embassy in Ethiopia, Addis Ababa 22 April 2008
- Evans, Rod**, Senior Governance Advisor, DFID, the British Embassy in Ethiopia, Addis Ababa 24 April 2008
- Gerdin, Anders**, EU Advisor DCI committee, Sida Headquarters, Stockholm, Telephone Interview 9 October 2008
- Gjermani, Linda**, Programme Officer, Swedish Field Office in Albania, Tirana 6 May 2007
- Gontier, Michel**, Head of Development Cooperation, EC Delegation Albania, Telephone Interview 23 June 2008
- Heeren, Joris**, Head of Economic, Social and Trade Section, EC Delegation Ethiopia, Addis Ababa, 24 April 2008
- Henriques, Pedro**, Counsellor, Head of Cooperation, EC Delegation Guatemala, Guatemala City, 21 May 2008
- Holmberg, Björn**, Head of Development Cooperation, the Swedish Embassy in Guatemala, Stockholm 20 June 2008
- Holmberg, Martin**, Economist, the Swedish Embassy in Guatemala, Guatemala City 19 May 2008

- Idema, Harman**, Head of Development Cooperation, the Dutch Embassy in Guatemala, Guatemala City 20 May 2008
- Jägerup, Marianne**, Division for Human Resources, Sida Headquarters, Stockholm, Telephone Interview 23 October 2008
- Kamper, Teunis**, Ambassador, the Dutch Embassy in Guatemala, Guatemala City 20 May 2008
- Kelly, Úna**, Programme Manager Public Administration Reform, European Integration, Public Finance Management, Local Government, EC Delegation Albania, Tirana 7 May 2008
- Korra, Llazar**, Sector Manager Agriculture and Environment, EC Delegation Albania, Tirana 7 May 2008
- Lizana, Marcela** EU Coordinator Latin America, Sida Headquarters, Stockholm 17 September 2008
- Löfström-Berg, Ingrid**, former Head of Development Cooperation, the Swedish Embassy in Ethiopia, Telephone Interview 15 April 2008
- Monö, Ralph**, Counsellor, Head of Development Cooperation, Deputy Head of Office Swedish Field Office in Albania, Tirana 6 May 2008
- Mossberg, Lisa**, Country Programme Manager Albania, Sida Headquarters, Stockholm 18 September 2008
- Norman-Hansen, Jacob**, Social Sector Expert, EC Delegation Ethiopia, Addis Ababa 21 April 2008
- Olofsson, Britta**, EU Advisor IPA committee, Sida Headquarters, Stockholm 18 September 2008
- Qesku, Arben**, Deputy Programme Manager, DFID, the British Embassy in Albania, Tirana 7 May 2008
- Severin-Munk, Niels**, Ambassador, the Danish Embassy in Albania, Tirana 7 May 2008
- Stam, Elisabeth**, Minister, Head of Office Swedish Field Office in Albania, Tirana 6 May 2008
- Stoios-Braken, Ardis**, Deputy Head of Mission, Counsellor, the Dutch Embassy in Albania, Tirana 8 May 2007
- Strand, Gisela**, Economist, the Swedish Embassy in Ethiopia, Addis Ababa 23 April 2008
- Stålhammar, Pernilla**, Country Programme Manager Ethiopia, Sida Headquarters Stockholm, Telephone Interview 27 October 2008
- Sulka, Entela**, Project Manager Operations Sector II, EC Delegation Albania, Tirana 7 May 2008
- Sundgren, Margaretha**, Deputy Head, Development Cooperation Section, the Swedish Embassy in Ethiopia, Addis Ababa 23 April 2008
- Talwar, Vinay** Head of Projects, the British Embassy in Guatemala, Guatemala City, Telephone Interview 15 June 2008
- Tillander, Staffan**, Ambassador, the Swedish Embassy in Ethiopia, Addis Ababa 22 April 2008
- Wallton, Åsa**, First Secretary Human Rights, the Swedish Embassy in Guatemala, Guatemala City 19 May 2008
- Werner-Dahlin, Ewa**, Ambassador, the Swedish Embassy in Guatemala, Guatemala City 19 May 2008

Yadetta, Abu, Food Security Expert, EC Delegation Ethiopia, Addis Ababa 23 April 2008

Interviews to establish the evaluation model

Bruzelius, Anne, former Head of Development Cooperation, the Swedish Embassy in Bangladesh, Stockholm 23 October 2007

Göransson, Bo, former Ambassador, the Swedish Embassy in Kenya, Stockholm 23 October 2007

Johnsson, Erik, former Economist, the Swedish Embassy in Tanzania, Stockholm 23 November 2007

Korsgren, Erik, former Head of Development Cooperation, the Swedish Embassy in Ethiopia, Stockholm 19 November 2007

Magnusson, Peter, former Head of Development Cooperation, the Swedish Embassy in Uganda, Gothenburg 17 October 2007

Rehlen, Christina, former Ambassador, the Swedish Embassy in Zambia, Stockholm 23 October 2007

Unge, Gunnel, former Programme Officer Education Sector, Swedish Field Office in Kosovo, Stockholm 23 November 2007

Wickmann, Kenth, former Programme Officer Education Sector, the Swedish Embassy in Ethiopia, Stockholm 23 November 2007

Wiking, David, former Regional Advisor Democracy and Human Rights, the Swedish Embassy in Kenya, Stockholm 23 November 2007

Appendix VI: List of literature for research review

- Arregui, J., Stokman, F. and Thomson, R. (2004) *Bargaining the European Union and Shifts in Actors' Policy Positions*. *European Union Politics* 2004: 5:47.
- Bailer, S. (2004) *Bargaining Success in the European Union: The Impact of Exogenous and Endogenous Power Resources*. *European Union Politics* 2004: 5: 47.
- Bretherton, C. and Vogler J (2006) The European Union as a Global Actor. Second edition. Routledge, London and New York.
- Elgström, O. and Jönsson, C. (2000) *Negotiation in the European Union: bargaining or problem-solving*. *Journal of European Public Policy*, 2000: 7: 5
- Naurin, D. (2007) *Network Capital and Cooperation Patterns in the Working Groups of the Council of the EU*. EUI Working Paper RSCAS 2007/14.
- Nugent, N. (2006) The Government and Politics of the European Union. Sixth edition. Palgrave Macmillan, Hampshire.
- Pollack, M.A. (2001) *International Relations Theory and European Integration*. *Journal of Common Market Studies*, 2001: 2: 39
- Selck, T.J. and Steunenberg, B. (2004) *Between Power and Luck: the European Parliament in the EU Legislative Process*. *European Union Politics* 2004: 5: 25
- Smith, K.E. (2003) European Union Foreign Policy in a Changing World. Polity Press, Cambridge.
- Thorhallson, B. and Wivel, A. (2006) *Small States in the European Union: What Do We Know and What Would We Like to Know?* *Cambridge Review of International Affairs*, 2006: 4: 19
- Wallace, H., Wallace, W. and Pollack, M.A. (2005) Policy-Making in the European Union. Fifth edition. Oxford University Press, Oxford.

