

## **STRATEGY FOR MULTILATERAL DEVELOPMENT POLICY**

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## Introduction

In April 2007 the Government adopted a Swedish strategy for multilateral development cooperation (UD2007/7290/MU) to establish an integrated and strategic Swedish cooperation with multilateral organisations. Since then the Government Offices and the agencies concerned have put a great deal of work into implementing the strategy.

The multilateral architecture has changed since then, as has development cooperation and humanitarian assistance in general, so the strategy needs to be updated and revised. The present strategy therefore replaces the 2007 strategy.

The strategy governs the work of the Government Offices with multilateral organisations in development cooperation and humanitarian assistance. It covers the UN system, international financial institutions, including multilateral development banks, and other large multilateral actors in development cooperation and humanitarian assistance. The strategy will also guide missions abroad, the Swedish International Development Cooperation Agency (Sida) and other government agencies in their work on corresponding matters.<sup>1</sup> Sweden's humanitarian assistance is guided by the humanitarian principles, and the financing of humanitarian operations is guided by the principles of good humanitarian donorship.

The Riksdag (the Swedish Parliament) has adopted the following objective for Sweden's international development cooperation: *to create preconditions for better living conditions for people living in poverty and under oppression*. Swedish development cooperation – irrespective of whether it is geographical or thematic or takes place in multilateral organisations or through the EU's development cooperation – should be based on the direction formulated in the Policy framework of Swedish development cooperation and humanitarian assistance (Govt. Comm. 2016/17:60). This policy framework outlines the direction of Swedish development cooperation and humanitarian assistance. This is then applied in budgets and through Government's instructions, in strategies and in appropriation directions. The policy for global development (PGD), (Govt. Bill 2002/03:122) is at the core of Swedish development cooperation and emphasises the importance of greater collaboration with multilateral organisations.

### The importance of multilateral cooperation

Common challenges are best addressed through international cooperation. The activities of multilateral organisations range over a broad field and include work on complex issues of crucial importance both for development and foreign policy and for other policy areas. By collaborating actively and strategically Sweden strengthens its influence on multilateral organisations.

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<sup>1</sup> Government agencies are governed through means including government ordinances, appropriation directions from the Government, separate government decisions and guidelines. Humanitarian assistance through Sida is governed by the Strategy for humanitarian assistance through Sida. The EU is not a multilateral organisation and is not covered by this strategy.

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The broad membership and impartial stance of multilateral organisations contributes to their legitimacy. The coordination of development assistance resources in the multilateral system results in economies of scale, lower transaction costs and higher efficiency.

The multilateral organisations are important platforms for normative influence, and the UN has a particularly important role as a global setter of norms and standards and as a supervisor of international rules and agreements.

*Sweden's multilateral development policy in the context of a new development agenda*

The new development agenda established through the adoption of the 2030 Agenda, the Addis Ababa Action Agenda on Financing for Development and the Climate Agreement from Paris is a paradigm shift in international development cooperation. There is now an agreed global agenda for sustainable development that extends over not only development cooperation but all policy areas, and that applies to all UN member countries. The agenda is universal, which means that the UN system, including the specialised agencies, has a central role, especially regarding setting standards and normative influence. Other international and regional organisations outside the UN system contribute to a very high degree in implementation and follow-up. The multilateral development system is of central importance to attaining the goals of the 2030 Agenda.

Multilateral organisations do not operate in isolation but form an integrated whole in which, ideally, they complement and reinforce one another. To get there the multilateral development system must be strengthened and made more efficient with a view to achieving better results. The implementation of the 2030 Agenda, which calls for greater coordination and delivery, demands a great deal of the multilateral development system and provides the opportunity to establish a stronger and more integrated system. This includes reviewing the functions, financing and governance of the UN development system and its capacity for effective monitoring and oversight of the 2030 Agenda. Form should follow function. However, reform of the UN development system cannot take place in isolation. It is, instead, dependent on reforms in other parts of the UN, including the internal organisation of the UN and its peace and security architecture. Reforms must be made both vertically and horizontally

Today most of the poor people in the world live in middle-income countries. While Sweden's bilateral development cooperation should focus on the least developed and most vulnerable countries, multilateral support has a broader reach and its beneficiaries also include poor people in middle-income countries. Support for multilateral organisations is a complement to Sweden's bilateral support and reaches poor people in countries where Sweden does not have bilateral development cooperation or that are difficult to reach on security grounds. However, support via multilateral organisations to middle-income countries must have a clear focus on reducing poverty and oppression.

*An integrated Swedish multilateral development policy*

Sweden's multilateral involvement goes beyond development assistance financed via the development assistance budget. Other political goals and priorities have to be considered in work with certain multilateral organisations. Integrated action by Sweden is therefore important, both in individual multilateral organisations and between Sweden's bilateral and multilateral involvement. The overall aim should be to achieve the most effective possible impact for Sweden's development policy objectives, while supporting other foreign and sectoral

policy goals. Policy coherence for development, a fundamental principle of the policy for global development, will be maintained.

The following applies to multilateral development cooperation:

- Sweden's international development cooperation through multilateral organisations will be conducted to achieve the greatest possible effect in the Government's priority areas;
- Sweden's involvement will aim to strengthen the multilateral system and the normative and operational work of these organisations, as well as to make their ways of working mutually reinforcing;
- Sweden's cooperation with and advocacy in relation to multilateral organisations will be coherent, and synergies will be sought between Swedish actors – especially between different ministries and government agencies;
- Sweden will use a broad register of means for advocacy and governance, in line with the organisation strategies adopted by the Government, to increase the effectiveness of their work to achieve the best possible results. Strategic partnerships with like-minded parties will be used and new alliances will be sought.

## Forms and principles for strategic governance and advocacy

Bringing about important changes in multilateral organisations requires long-term effort and various forms of strategic Swedish work at several levels. Formal and informal channels will be used. Sweden will work to strengthen and increase the effectiveness of the multilateral development system to achieve better results. Sweden makes most impact in collaboration with other actors. This means that various alliances, working methods and processes must be considered and tested. A broader system perspective also includes non-state actors such as civil society, philanthropists and the private sector.

### Central policy considerations

#### *Selectiveness – focus on priority organisations*

To focus Sweden's involvement in multilateral development cooperation and humanitarian assistance, the multilateral organisations that are priorities for Sweden will be identified. Cooperation with these priority organisations will be governed by specific strategies for each organisation. The identification of priority organisations will be prepared in accordance with normal procedures and will be cleared with the responsible minister. A continuous assessment will be made of which organisations Swedish involvement will focus on. When appropriate, the annual budget bill will contain a statement of the organisations for which the Government intends to draft new specific strategies.

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

- the relevance of the organisation for Sweden's international development cooperation and humanitarian assistance policy;
- the ability of the organisation to contribute effectively to results in development cooperation and/or humanitarian assistance.

- the size of Sweden's aggregate support eligible as aid to the organisations (core and multibi<sup>2</sup>).

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

The organisations that are priorities for Sweden may vary over time since political priorities and needs may change. Any changes will be cleared politically. A long-term approach will be sought.

### *Relevance and effectiveness*

Except for assessed contributions in the UN system, which are to be viewed as membership fees, Sweden will base the size and design of core support on continuous follow-up and assessment of relevance and effectiveness (both internal and external) of each individual organisation. An overall assessment will be made ahead of government decisions to provide financial support.

The principles for the design of the allocation of funds are:

- Relevant and higher effectiveness = increased support, non-earmarked
- Relevant and high effectiveness = unchanged or increased support, non-earmarked
- Relevant but low effectiveness = reduced support, possible phase-out in the longer term
- Not relevant = reduced support, phase-out in the longer term.

This simplified model is based on the extent to which an organisation is or is not relevant. Relevance is measured in relation to the goals of Swedish development policy and affects the size of core support. This clearly does not rule out changes over time, for example in case an organisation assessed as not relevant becomes relevant again because external changes or changing political priorities. As regards effectiveness it is not normally sufficient for the organisation to make general promises about moving in the right direction or starting a process of change. Changes should have advanced so far that a clear-cut assessment of tangible change in relevance or effectiveness can be made before substantial increases of core support are considered. This is primarily a political assessment that is initiated by the responsible ministry after preparation with other ministries concerned.

The possibility of withholding or reducing contributions will be used when an organisation is not able to implement necessary change or deliver expected results. Sweden should be able to leave or, in cases where this is not possible because treaty commitments, to minimise its involvement in multilateral organisations that do not live up to overall objectives or show low effectiveness in their operations or insufficient will or ability to change.

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<sup>2</sup> Core support refers to non-earmarked direct support to the organisation's central budget, such as core budget support, annual core contributions, contributions made after replenishment negotiations, assessed contribution/membership fee and equity. This also includes guarantee capital provided to the multilateral development banks. Multibi-support is the part of bilateral development assistance that is channelled through multilateral organisations and is usually earmarked for specific purposes such as a project, programme, partner country, region, sector or theme.

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It is important that the dialogue between the ministries concerned in the Government Offices, Sida and other agencies concerned takes account of all Swedish involvement and that the volume and form of Swedish support is designed to send clear signals to the organisation concerned. If, for example, the MFA or the ministry responsible chooses to reduce core support to a specific organisation to send a political signal, Sida should not increase multibid-support to the same organisation at the same time – unless there is a special agreement between the MFA or the ministry responsible and Sida to do just that.

The relative distribution of core support between donor countries is not a main criterion but may be of importance for the size of Swedish contributions. Being one of the largest funders of a multilateral organisation entails opportunities, but also a great responsibility. There may be a value in being among the very largest donors to organisations given high priority by Sweden, especially when this opens a possibility for representation in the governing board of the organisation, or when Swedish support increases Sweden's influence in some other way.

Sweden should not automatically take on the role of being an 'equaliser' of the flow of resources to an organisation to which other donors do not want to make new contributions. Such additional contributions should only be made when justified according to the main principles of relevance and effectiveness.

#### *Non-earmarked support recommended*

Financing that contributes to effective, transparent and coherent core activities is more important than being able to steer Sweden's financial support in detail. Non-earmarked core support is therefore preferable. It is important that organisations use their core support strategically and responsibly for priority activities. Likewise, it is important that organisations report and communicate the results of their core support and that core support donors are given high visibility in such communication. Thus, active Swedish work on governing boards focusing on the implementation of agreed strategies and policies is important.

In cases where earmarked support is to be provided, it will be linked directly to the implementation of the strategies and results frameworks of the multilateral organisations concerned, including their budget. Without this link there is a risk of contributing to weak governance and management of these organisations, which may in turn lead to lower relevance and effectiveness, for example in terms of a lack of focus on core activities and an unclear division of work. Earmarked financing of this kind also risks undermining internal accountability systems. Often the governing board and management do not have full control of activities financed by earmarked funds. In addition, transaction costs often increase with extensive reporting requirements and expensive and time-consuming fund-raising activities.

In exceptional cases, earmarked financing that is not directly linked to the implementation of the strategies of multilateral organisations may be justified, for example to advance particular Swedish priorities. In these cases, clear restrictions should be applicable and progress should be incorporated in regular activities as soon as possible.

#### *Long-term involvement recommended*

Sweden's involvement in multilateral organisations will have a long-term perspective. Predictable funding is necessary to enable an organisation to implement strategic programmes delivering sustainable results.

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Negotiated multiyear core support for the multilateral development banks and assessed contributions to the core activities of the UN Secretariat and specialised agencies are examples of predictable funding of multilateral organisations. However, UN funds and programmes, specialised agencies' operations and other multilateral organisations are mainly funded through voluntary support. This support has not been negotiated between donors and the recipient organisation and is, instead, often decided on a yearly basis directly by the donor country.

In reform work within the UN, Sweden will continue to work to put mechanisms in place that make the funding of UN development assistance activities more predictable, long term and transparent. The preparation by UN organisations of multiyear budgets containing both core and earmarked support is a step in this direction. These budgets enable Sweden and other member states to promote more open and longer-term financing of UN bodies in the annual financing dialogues.

### *Coordinated and strategic Swedish multibi-support*

To promote a coherent and coordinated Swedish approach the prioritisation criteria in this strategy will also guide Sweden's multibi-support, i.e. the bilateral support provided by Sida and other government agencies through multilateral organisations. Multibi-support is an important instrument when it is linked directly to the implementation of the strategies and budgets of the multilateral organisations concerned, especially in fragile states, where most UN organisations and multilateral development banks have clear comparative advantages. Multi-bi support can also reduce the administrative burden of both donors and recipients and provide economies of scale.

While core support is governed at a general level by this document and at a more detailed level through strategies for each organisation, multibi-support is governed by thematic and geographical strategies. The aim is that multibi-support will have a strategic focus on these organisations' global thematic programmes or region or country programmes, or will provide support to whole sectors in country programmes of a specific organisation. It can also focus on joint donor funds, including humanitarian funds. In countries where One UN funds have been established, support to UN operations at country level will be channelled via these funds.

Multibi-support provided should be in harmony with Swedish priorities and approaches vis-à-vis multilateral development organisations. Departures are possible but justifications then have to be given and the decisions have to state clearly why multibi-support has been given. Consultations will be held with the ministries concerned in the Government Offices before the decisions are made.

Sida will consult with the ministries concerned before taking decisions relating to financial contributions of a substantial size compared with Sweden's core support to the organisation, or support to policy development or strategic development within a thematic area.

### *Promote collaboration and create synergies in the multilateral system*

The 2030 Agenda makes new demands on all actors in the multilateral development system. The Agenda is universal and integrated, which raises the question of who should do what. It is of great importance to clarify at a general level which functions are performed by which actor in the multilateral system.



In cooperation with other countries Sweden should work to establish an optimal division of work and a clear division of roles between multilateral organisations to ensure that they complement one another and to achieve the largest possible synergies. It is important to take account of the priorities of partner countries and their perspectives on synergies, coherence and complementarity. The issue must also be viewed in a broader system perspective that includes the role and responsibility of non-state actors.

### **Tools for strategic Swedish assistance via multilateral organisations**

Sweden will use a broad range of tools for influencing and governing multilateral organisations. The tools and ways of working used will be simple, clear and effective.

Cooperation with priority multilateral organisations will be governed by specific strategies for each organisation with associated plans of work, which guide dialogue with and influence on the organisations. These strategies will mainly build on experience from ongoing work on governing boards and efforts to exert influence and will depart from Swedish assessments of these organisations. The drafting, implementation and follow-up of these organisation strategies are set out in the Government's guidelines for strategies.

In addition to the continuous informal dialogue, a formal dialogue will be held in the form of consultations, including consultations on each specific organisation and general multilateral consultations at senior official level. Special consultations for humanitarian work will also be held between the MFA and Sida.

Guides and templates for organisation assessments and organisation strategies will be available to provide support, as will guides concerning the format and content of various forms of consultations.

Strategies and assessments may be drafted for other multilateral organisations than those with the highest priority. In such cases, the process for carrying out an assessment, writing a strategy and carrying out a consultation on the organisation can be adapted to the situation. The organisations affected should be identified via multilateral consultations and be cleared politically.

Cooperation with multilateral organisations not covered by specific organisation strategies is guided at a general level by this strategy. These organisations are covered by established preparation procedures in the Government Offices and Sida for important decisions regarding financing and strategic direction.

### **Monitoring and evaluation of the organisations' relevance and effectiveness**

The emphasis on relevance and effectiveness in multilateral cooperation makes demands for monitoring, evaluation and the reporting of results. Continuous consultations, including consultations at political level, are important elements of monitoring and evaluation.

Sweden will work to ensure that multilateral organisations have well-functioning results frameworks and focus on results in their work. That means, for instance, that planning starts from the results to be achieved, that activities are monitored continuously and evaluated in both quantitative and qualitative terms and that information about results is used for learning, accountability and communication.

Sweden will work to ensure that multilateral organisations have cost-efficient operations. The term cost-efficient means that resources are used effectively and that costs are reasonable in relation to benefits. Cost-efficiency can only be assessed if there is transparency and results have been described. This means, for instance, that important cost items, such as pay, benefits and travel must be clearly stated in the budget and that these items are in proportion to what is reasonable given the organisation's mandate and operations.

Multilateral organisations have systems for internal and external audit, whose recommendations regarding matters like governance, risk management, corruption and control Sweden will follow up. The fundamental principles of the audit must be independence, transparency and accountability. Most organisations also have some form of evaluation function, whose activities will be followed and supported. Sweden will be active in making demands, press for improvements and ensure that lessons learned are fed back into operations. Sweden will work to ensure that the audit and evaluation functions of these organisations are given adequate funding in their organisation's regular budget. Swedish support can be considered to speed up, support and strengthen these activities.

As a complement to internal systems for monitoring and evaluation, independent external evaluations and assessments can be conducted in cooperation with other donors. Sweden's involvement in MOPAN, *Multilateral Organisations Performance Assessment Network*, is an example of this kind of activity. MOPAN makes extensive assessments of multilateral organisations that play a central role in the Swedish assessment of the relevance and effectiveness of an organisation. In cases where there is a recent MOPAN assessment of an organisation, it can, after review, be used as a Swedish assessment of the effectiveness of the organisation and be supplemented with a Swedish assessment of its relevance in terms of Swedish goals for development assistance. It is also important to stimulate and develop capacity in partner countries for domestic audit and evaluation of development interventions. Such evaluations should be a part of national monitoring and planning processes.

### **Transparency and neutrality in procurement and recruitment systems**

#### *A group of international professionals*

Human capital is the foremost asset of multilateral organisations. Sweden will work to encourage transparent appointments based on merit and promotion based on results. This also applies to the post of head of an organisation, which should not be reserved for a particular region and should instead be open to international competition – the exception here may be regional organisations where the regional character of their activities is of value in terms of ownership. Sweden will work to ensure that multilateral organisations conduct an active organisational and human resources policy that puts non-discriminatory organisational structures in place and promotes gender equality, including more women in leading positions.

The number of Swedes working in multilateral organisations is low in relation to Sweden's size as a funder. There is knowledge and experience in the Swedish resource base that suits many multilateral organisations. Sweden can thus influence organisations and contribute to processes of change by promoting the recruitment of Swedish staff, including by working systematically on secondments.

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The MFA will pursue recruitment and monitoring issues in multilateral organisations. In certain cases of recruitment to strategic posts more active support of Swedish candidates may be necessary. Close cooperation between the MFA and the ministries and government agencies concerned, especially Sida, is essential to ensure effective recruitment of Swedes to multilateral organisations.

While the MFA chiefly works with posts at higher levels, Sida handles posts at intermediate and higher levels through the 'Secondment Programme' and the JPO (Junior Professional Officer) programme. One important instrument for Sida is secondments that are of strategic importance to obtaining experience of relevance for its activities that can be recycled to the Swedish system. The direction of the Secondment Programme, and recruitment matters in general, can be discussed in connection with multilateral consultations and consultations concerning specific organisations.

### *Procurement as an instrument for development effectiveness*

Procurement systems are strategic functions. Modern, effective, transparent and sustainable procurement benefits development effectiveness and stimulate new and innovative solutions. The application of procurement rules also has the effect of curbing corruption and can contribute to mobilising the commercial involvement of the private sector, which can, by itself, contribute to greater flows of private capital.

In accordance with the export strategy adopted by the Government in September 2015, Sweden is going to influence and change the procurement requirements of multilateral organisations to give greater weight to long-term considerations and sustainability. Central principles like independence, added value and high sustainability requirements that do not distort the market should be respected. Other key parameters are development effectiveness and the delivery of objectives.

The expertise and involvement of the Swedish private sector will be promoted and safeguarded. Swedish suppliers must be able to operate on equal terms with other stakeholders. It is important to draw on the knowledge of multilateral organisations to be found in the business sector, NGOs and government agencies.

## **Implementation of Sweden's cooperation with multilateral organisations**

Coherence will be sought in Sweden's actions in relation to multilateral organisations. The same criteria for prioritisation and principles will apply to ministries and government agencies so that Sweden's actions are coherent. In practice, this requires well-functioning cooperation between the bodies concerned in Stockholm, particularly between the ministries concerned and Sida. Contacts and systems of coordination with those who represent Sweden in the governing bodies of the various institutions are therefore important. Swedish missions abroad with a multilateral remit (representations, delegations and embassies) have important roles as representatives in governing bodies and through continuous dialogue with the headquarters of these organisations at various levels. Missions abroad will play an active role in efforts to influence these organisations on the ground in partner countries. Advocacy will not be limited to countries or sectors where Sweden is conducting bilateral cooperation, but will also be viewed in the broader context of Sweden being a major core support donor and therefore supporting the full range of

these organisations' activities. This requires strong involvement and solid knowledge of multilateral organisations, and monitoring of their work in partner countries, which should be reflected in the operational planning of missions abroad and in other relevant governance documents. Missions abroad without bilateral aid will also contribute knowledge about how multilateral organisations function on the ground in various countries and raise Swedish priorities in dialogues.

### **Division of responsibility and roles**

It is the Government that is responsible for membership in multilateral organisations, determines Swedish policy and issues instructions through the Government Offices.

As a rule, the MFA has the overall responsibility for Sweden's relations with multilateral organisations in development cooperation and humanitarian assistance. The ministries and government agencies that have the main responsibility for or other important roles in normative work in multilateral organisations will consistently be included when their areas of responsibility are affected. The responsible ministry will ensure that strategic issues concerning the activities of specialised agencies will always be the subject of inclusive dialogue. This is particularly so when these issues have clear political implications for the specialised agencies.

It is important to make use of the international expertise and experience that exists in different ministries and agencies. The ministry responsible for coordination should develop methods for drawing effectively on subject-specific knowledge where it exists and not duplicating it.

The MFA is responsible for multilateral development cooperation and Sida is responsible for bilateral development cooperation. Nonetheless, Sida has an important role in Swedish cooperation with multilateral organisations through the expert knowledge it possesses in many areas and through its responsibility for the thematic and geographical multi-bi-support channelled via multilateral organisations.

To increase effectiveness, define roles more clearly and make optimal use of all available resources the following division of responsibilities will apply, as a fundamental principle, between the Government Offices and Sida.

*The Government Offices is responsible for:*

- preparation and follow-up of core support to multilateral development organisations, membership fees and the leadership of replenishment negotiations in banks/funds and negotiations on equity for multilateral development banks;
- organisation assessments and strategies for specific organisations;
- preparations for and implementation and follow-up of board meetings, coordination of instructions, including gathering comments and knowledge from Sida and other stakeholders;
- policy dialogue with and governance of multilateral development organisations, including humanitarian organisations, and high-level consultations;
- drafting, and where necessary, updating relevant governing documents, such as guidelines, templates and other basic document;

- consultations with specific organisations to follow up strategies and plans for these organisations;
- general multilateral consultations to coordinate aggregate Swedish support via multilateral organisations;
- identifying which organisations different Swedish missions abroad will monitor specially.

*Sida is responsible as an expert agency for:*

- preparing and deciding to provide financial multibi-support in line with the guidelines and criteria stated, after consultation with the relevant ministries in the Government Offices;
- following up and feeding back knowledge from multibi-support to the Government Offices;
- assisting the responsible officials in the Government Offices by providing expert knowledge in conjunction with board meetings, high-level meetings and other important consultations with multilateral organisations;
- carrying out advocacy work and follow up at country level of prioritised strategic policy issues, within the remit of Swedish missions abroad, in accordance with the strategies for specific organisations;
- contributing to work on organisation assessments and organisation strategies;
- participating in consultations on specific organisations and general multilateral consultations.

*The missions abroad should:*

- follow and influence the work of multilateral organisations in general, i.e. not only in cases where Sweden has multibi-support and not only in the countries and sectors where Sweden is conducting development work or is contributing to humanitarian operations;
- report continuously to the officials responsible for organisations in the Government Offices and at Sida in the cases where special organisations have been identified for attention;
- provide reporting, as instructed, ahead of board meetings and other important meetings (for example, high-level dialogues, replenishment negotiations and similar meetings) in multilateral organisations;
- participate in Swedish organisation assessments and contribute to international assessment efforts when instructed to do so by the MFA;
- Swedish missions abroad covering multilateral organisations will follow and influence the activities of the organisations through ongoing contacts with the secretariats and headquarters of the organisations.

The ministry that has principal responsibility for an organisation is responsible for preparation, implementation and follow-up of board meetings or corresponding meetings and the coordination of instructions. Comments from other ministries, Sida and other stakeholders will be gathered by normal procedure. As responsible ministries they also have the main responsibility for assessments and strategies for specific organisations.

The MFA is responsible for general system and reform issues related to multilateral development cooperation and humanitarian assistance, and will collaborate continuously with other relevant ministries on multilateral development and reform issues.

In the case of organisations for which ministries other than the MFA have the principal responsibility, the MFA is responsible for development and assistance policy aspects, and will provide the relevant ministries with support in these areas when required. In these cases, the MFA is also responsible for the general governance of Sida and the missions abroad in consultation with the ministries concerned.

Direct contacts and systems for coordination between those who represent Sweden on the governing bodies of the various organisations are therefore important. The publication and communication of Swedish strategies and other documents of a governing nature to this group will be ensured. Direct and partly informal contacts will be established at various levels in multilateral organisations to enable early influence on important issues of principle and matters and to generally have good forward planning. Both Swedish representatives and constituency offices should work directly with institution staffs when important matters are being prepared. They also have a responsibility for feeding back the policy development taking place in the organisation to Sweden so that it can be used to develop Swedish development policy.

### **Cooperation and alliance-building**

Concerted action in various groupings has a greater impact in multilateral development cooperation and humanitarian assistance. It will always be a Swedish ambition to build appropriate alliances.

It is particularly important to be aware that several countries are now both recipients and donors and that several former recipient countries are now in an economic situation that enables them to share the responsibility for financing the multilateral system. In negotiations Sweden will seek alliances that go beyond the traditional donor-based groupings, and will make efforts to counter polarisation and gaps between different country groupings.

It is desirable that a broad range of actors in Swedish society are engaged in the work of the multilateral organisations. In addition, there is also a need to make use of the knowledge held by the social partners, the business sector, universities and other higher education institutions, civil society organisations and government agencies.

### **Skills and resource needs and communication**

To be successful, Sweden's multilateral development policy requires competent staff. There is a particular need for people with multilateral experience.

In general terms there is a need for solid knowledge about the multilateral systems and how they function among actors in public administration in Sweden. This is important to promote a holistic perspective, which enables advocacy to be more effective and targeted. The governance of multilateral organisations should therefore be given the necessary space in courses for senior officials, the Diplomatic Training Programme, introductory courses and courses to prepare staff for service abroad. Similarly, there may be a need to enhance subject skills in areas of central importance for the activities of multilateral organisations. It will also be possible to offer such skills enhancement to staff from ministries other than the MFA which have principal

responsibility for multilateral organisations. Use will be made of the skills and experience of returnees.