



Evaluation 2015/2

Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health



Evaluation of

SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health

Commissioned by the Evaluation and Corporate Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

Contents:

- I Evaluation Abstract**
- II Senior Management Response**
- III Evaluators' Final Report**

Annexes

Bern, November 2015

Evaluation Process

Evaluations commissioned by SDC's Board of Directors were introduced in SDC in 2002 with the aim of providing a critical and independent assessment of SDC activities. These Evaluations are conducted according to the OECD DAC Evaluation Standards and are part of SDC's concept for implementing Article 170 of the Swiss Constitution which requires Swiss Federal Offices to analyse the effectiveness of their activities. SDC's **Senior Management** (consisting of the Director General and the heads of SDC's departments) approves the Evaluation Program. The **Evaluation and Corporate Controlling Division**, which is outside of line management and reports directly to the Director General, commissions the evaluation, taking care to recruit evaluators with a critical distance from SDC.

The evaluation was carried out according to the evaluation standards specified in the Terms of Reference. An internal Reference Group accompanied the evaluation process. It was composed of the heads of the five Global Programmes under evaluation and representatives of other departments of SDC. The Reference Group was involved in key moments of the evaluation, including kick-off, inception, and presentation of preliminary findings. The Reference Group gave also feedbacks on the recommendations.

Based on the **Final Evaluator's Report**, two members of SDC's Senior Management assumed the responsibility of drafting a **Senior Management Response (SMR)**. The SMR was subsequently approved by SDC's Board of Directors and signed by SDC Director-General.

The SMR is published together with the Final Evaluators' Report. For further details regarding the evaluation process see the Terms of Reference (Annex 1).

Timetable

Step	When
Approach Paper finalized	December 2014
Implementation of the evaluation	January - July 2015
Final Report	July 2015
Senior Management Response SDC	November 2015

I Evaluation Abstract

Donor	SDC – Swiss Agency for Development and Cooperation
Report title	External Institutional Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health
Geographic area	Global
Sector	Policy Influencing Other: Climate Change, Water Initiatives, Food Security, Migration and Development, Global Health
Language	English
Date	November 2015
Author	Lotus M&E Group: Achim Engelhardt, Andreas Fischlin, Ilona Kickbusch, Melissa Siegel, Pierre Walther

Subject Description

This report summarizes the findings and conclusions of an external institutional evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health. The three main purposes of this evaluation were learning, accountability and steering. The evaluation contributes to institutional learning at SDC, by generating lessons and recommendations to continuously improve the performance and results of the Global Programmes. The evaluation further renders accountability on the use of the resources of the Global Programmes to SDC's Senior Management and to the parliament. The evaluation also contributes to SDC's strategic steering. The findings and recommendations of this evaluation allow the management to take corrective measures, where necessary, and to further improve policy influencing through the Global Programmes. The focus of the evaluation is on the policy influencing of the Global Programmes at the levels of international, regional and national policies.

Evaluation Methodology

The evaluators built upon a theory-based evaluation approach to address Global Programmes' results. The approach was combined with an institutional lens on processes and the coherence of the Global Programmes' operating as a new aid instrument in SDC. The following evaluation tools were used: theory of change workshops; a portfolio analysis; a stakeholder perception survey; assessment of a selection of projects; interviews with key informants in each of the GPs, more general SDC staff, and SDC counterparts, and a short online survey for SDC staff in Swiss Cooperation Offices and Swiss Embassies. Overall, the evaluation team interviewed 148 GP stakeholders. 14 members of Swiss Cooperation Offices or Swiss Embassies participated in an online survey focusing on internal coordination. 56 other Global Programmes' stakeholders participated in a second online survey to rank relevance, efficiency, and effectiveness of the Global Programmes. These data sources allowed for triangulation of evaluation findings.

Major Findings and Conclusions

The evaluation found that Switzerland and the Swiss Agency for Development and Cooperation are stronger positioned to influence policies in multilateral, thematic processes and to address global challenges in global debates thanks to the Global

Programmes' concerted efforts. Global Programmes make a difference for the Swiss Agency for Development and Cooperation and for Swiss foreign policy through strategic, multilateral engagement and through coordination with other parts of the Swiss administration. The engagement is accompanied by clusters of projects, including innovative projects and up scaling of innovation. Global Programmes are an example of Switzerland's "smart" diplomacy. Such "smart" diplomacy is seen as effective in influencing policy, as trust worthy, technically competent, honest, bridge building, pragmatic, strategic, and with a long-term perspective. With the Global Programmes, the Swiss Agency for Development and Cooperation takes calculated risks in terms of new partnerships and thematically-controversial topics such as land grabbing. However staff rotation and turnover reduces the potential policy influence of the Global Programmes in situations where long-term, personal engagement and expertise are essential to build trust, relationships, and alliances. The evaluation highlights that general coherence in the Swiss Agency for Development and Cooperation depends on a common view of the Board of Directors on Switzerland's role in global policy influencing as well as and on the foreign policy goals of Switzerland as a whole. The evaluation further underlines that cooperation between Global Programmes, Regional Cooperation, Eastern Cooperation, and Humanitarian Aid is one of the significant, underused potentials of the Swiss Agency for Development and Cooperation.

Main recommendations

Based on these findings, the evaluation makes strategic recommendations to the Board of Directors of the Swiss Agency for Development and Cooperation. Among them are the following:

Ensure through leadership that there is political commitment to and sustainability of Global Programmes given their relevance for policy influencing and capacity to address global risks.

Use the post-2017 Global Programmes' strategic framework preparation as an opportunity to unite all five Global Programmes under the Global Cooperation Department to further enhance efficiency in policy influencing.

Clarify understanding of the Swiss Agency for Development and Cooperation's global approach in the light of Sustainable Development Goals to guide the organisation and enhance coherence and efficiency.

Ensure and strengthen the interface of technical and diplomatic excellence through, for example, training, retreats, and communications and when hiring new staff.

Consider introducing thematic careers beyond the Swiss Agency for Development and Cooperation by including the Federal Department for Foreign Affairs, the wider Swiss Federal Administration in Bern, and embassies and permanent representations of the Foreign Ministry in those career options.

Recommendations at more operational level invite the Global Programmes

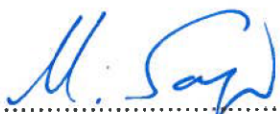
to revise their portfolios considering an even stronger multilateral and international focus;

to enhance project alignment to even more stringent Global Programmes strategies. This should be done with the intention on integrating new players in global development as part of the Sustainable Development Goals implementation.

The recommendations are commented by the Board of Directors in the Senior Management Response.

II Senior Management Response

Bern, 9 November 2015



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Signature: Manuel Sager, Director SDC

Introduction

Based on the Approach Paper approved by the Board of Directors in December 2014, an independent evaluation team under the lead of Lotus M&E Group was selected through a tender invitation procedure. The evaluation was carried out from January to July 2015. The evaluation report has been finalized end of July 2015. It includes 17 strategic recommendations based on which a Management Response was prepared jointly by the Department Global Cooperation and the Department Regional Cooperation. It was submitted to the Board of Directors for approval and is signed by SDC's Director-General. The Management Response includes concrete measures and actions to be taken, including the responsibilities and time horizon for their implementation by the concerned units of SDC.

In addition to the 17 strategic recommendations, the evaluation report has formulated specific recommendations intended for the management of each Global Programme. The Management Responses to these operational recommendations are elaborated at the level of the two responsible Departments, i.e. the Global and the Regional Cooperation.

Appreciation of the evaluation process and report by the Evaluation and Corporate Controlling Division (E+C)

Preparation: E+C was responsible for the overall conceptualization, organization and management of the evaluation. Lotus M&E Group was selected by E+C to carry out the evaluation.

Evaluation team: The evaluation team was composed of five experts in the respective themes of the Global Programmes, including one lead evaluator. The management and the coherence of the evaluation were ensured by the lead evaluator.

Realization of the evaluation: The evaluation was carried out according to the evaluation standards specified in the Terms of Reference. An internal Reference Group accompanied the evaluation process. It was composed of the heads of the five Global Programmes and representatives of the Regional Cooperation, Cooperation with Eastern Europe, and Humanitarian Aid Departments; as well as the Global Institutions Division. The Reference Group was involved in key moments of the evaluation, including kick-off, inception, and presentation of preliminary findings. In the last meeting in June 2015, the Reference Group was given the opportunity to give feedbacks on the recommendations. The lead evaluator presented the results of the evaluation to the Board of Directors on 2 July 2015. The evaluation process was realized according to the schedule agreed with the Board of Directors. E+C had an open and constructive dialogue and interaction with the

Global Programmes and the team leader, facilitated the process and ensured the quality of the evaluation according to international evaluation standards.

Commitment and learning: The evaluation process was a challenging endeavor. The specificity of each of the five Global Programmes and the differences in the stage of implementation of their mandate challenged the evaluators to produce a consistent assessment for each Global Programme and at the same time synthesize findings at strategic level that are valid for all five Global Programmes. This approach resulted in intensive engagement and coordination efforts within the evaluation team as well as between the evaluation team members, the E+C management team, and the Reference Group, including feedback loops on several milestones of the evaluation process such as the theories of change, the inception report, preliminary findings, and on recommendations. The high commitment of all parties involved, and especially the heads of the five Global Programmes, contributed to the high quality of the evaluation. The evaluation fostered the exchange and mutual learning through discussions among the members of the Reference Group. Through the external lens of the evaluation, the Global Programmes learned from each other how they deal with policy influencing and related challenges.

Report and recommendations: The evaluation report is the external independent view of the evaluators about the Global Programmes. The report reflects the specificities and the different levels of development of each of the five Global Programmes. E+C appreciates the overall quality of the evaluation report. The recommendations are based on solid analyses and they address issues that need specific attention at the strategic and operational level as requested in the Terms of Reference.

Management Response by the SDC Board of Directors

The 17 recommendations in Table 1 of the evaluation report are hereafter structured according to the issues of *Relevance*, *Effectiveness*, *Efficiency*, and *Coordination*. SDC senior management declares if it agrees (fully or partially) or not with the recommendation and justify its position. It further elaborates on the measures to be taken, including responsibility and time horizon for their implementation.

RELEVANCE

Recommendation 1		
SDC Board of Directors: Ensure through leadership and the allocation of resources that there is a political commitment to and sustainability of Global Programmes given their relevance for influencing policy, their capacity to address global risks, and the complementarities of GPs within the SDC as a new aid instrument. Likely budget and staff cuts in GPs jeopardize Switzerland's role in influencing policies and global norm setting at the SDG implementation phase and should therefore be avoided.		
Management Response		
Fully agree	Partially agree	Not agree
<p>The Board of Directors recognizes that poor and vulnerable people suffer the most from the consequences of lack of water resources, food insecurity, climate change phenomena, epidemics and lack of health services as well as migration stress. These global risks require an internationally coordinated response which is why the Board of Directors emphasizes the need for a strong engagement of SDC at the global level. It strives to implement Global Programmes in the most effective way to answer to these challenges, as they allow leveraging the knowledge SDC obtains from its activities at the local, national, regional but also global level to influence international policy debates.</p> <p>The Board of Directors is strongly committed to this approach, which promotes innovative and globally concerted solutions that can be scaled up, if successful. Synergies between regional cooperation, Cooperation with the East, Humanitarian assistance and global cooperation of SDC shall be strengthened.</p> <p>The new Dispatch to the Parliament shall stress the innovative approach of SDC's Global Programmes and further strengthen them. Sufficient human and financial resources shall be allocated to these Programmes, as far as SDC's budgetary situation allows. Budget and staff cuts should be avoided, although it cannot be decided now that the Global Programmes will be spared in case of future reduction of personnel and financial resources.</p>		
Measures / Responsibility / Time horizon:		
1.1. Highlighting the relevance and importance of the Global Programmes in the Dispatch on International Cooperation 2017-2020 / Board of Directors / by the end of 2015.		
1.2. Requiring that over the implementing period of the new Dispatch, at least the same percentage of human and financial resources as in 2015 is maintained for the further implementation and consolidation of the Global Programmes / Board of Directors and Management of the Global Cooperation Department / September 2016.		

EFFECTIVENESS

Recommendation 2

SDC Board of Directors: Ensure and strengthen the interface of technical and diplomatic excellence through, for example, trainings, retreats, and communications. The latter can be achieved through strengthening thematic networks. Incentives for more mobility between diplomatic and technical personnel in general should be created.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors recognizes the importance to leverage SDC's thematic expertise and project implementation experience for a more global, multilateral dialogue and hence greater political influence by the Global Programmes. To do so, the political role of SDC staff shall be further strengthened and used at multilateral level. A strong cooperation with the Directorate of Political Affairs FDFA is also needed, as well as with other key federal offices, like for instance the FOEN, the SEM, the FOAG and the FOPH. Mobility of staff between the latter and SDC shall be encouraged, as well as common trainings and retreats promoted.

Measures / Responsibility / Time horizon:

- 2.1 Support and identify possibilities of staff mobility between SDC/Global Cooperation and the Directorate of Political Affairs, and to a lesser extent with the FOEN, the FOAG, the SEM, the FOPH and other relevant offices / Management of the Global Cooperation Department / starting with the relevant personnel processes in 2017;
- 2.2 Further develop training offers in policy influencing in the 5 global themes of SDC / Quality Assurance and Aid Effectiveness Section / December 2016.

Recommendation 3

SDC Board of Directors: Use the post-2017 GP strategic framework preparation as an opportunity to unite all five GPs under the Department Global Cooperation to further enhance efficiency in influencing policy.

Management Response

Fully agree X	Partially agree	Not agree
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The Board of Directors recognizes the recommendation to strengthen the cooperation between the 5 Global Programmes as much as possible, as well as their ties with the Global Institutions Division of SDC, where ever their institutional anchorage is. The decision on where the GP Health should be institutionally anchored will be taken at the Directors' meeting ("Retraite") in November 2015 as part of the discussion on potential institutional changes in the light of the new Message 2017-2020 and its implementation.

On the one hand, there is potential to reach more positive effects at the global level by systematically using the complementarity of and by creating synergies between the different Global Programmes. A permanent interaction with the Swiss Missions in New York, Geneva and Rome, as well as with the ED offices at the World Bank and other international financial institutions, is conducive for the success of the Global Programmes.

The Swiss influence on several SDGs is the result of this teamwork between Global Programmes and the three Missions. Another example is the recognized and successful policy influencing the Mission of Geneva has achieved/facilitated with the Geneva based health organisations. In the above-mentioned meeting in November, the Board of Directors will examine a potential common management for the 5 Global Programmes, which also covers SDC's cooperation with its priority multilateral organisations that would possibly strengthen the efficiency and effectiveness of the mentioned synergies and interactions.

On the other hand, as highlighted in the present evaluation, the Global Programme Health, due to its anchorage within the East and Southern Africa Division, has reached impressive results thanks to its proximity to bilateral programs. Such positive synergies and mutual gains between bilateral and global units should not be lost and, when taking a decision at the Retraite in November 2015 on where should the GP Health best be anchored the Board of Directors will further emphasize synergies between the Global, the Regional and Eastern Departments of SDC

The Board of Directors recognizes also the importance and the need of developing tighter links between the Global Programmes and the projects and programmes implemented by the Regional and Eastern Cooperation, as well as the Humanitarian Aid Departments.

Measures / Responsibility / Time horizon:

3.1 Discussing a possible transfer of the Global Programme Health from the Regional Cooperation Department to the Global Cooperation Department by end of 2015 (for the implementation of the new Dispatch) / Board of Directors together with the Management of the Global- and Regional Cooperation Departments/ end 2015. Strengthening the synergies between Regional- and Global Cooperation activities, by

- revising the project portfolios of Global Programmes in view of increasing synergies with SDC bilateral programs, as mentioned in the new Dispatch (Management of the Global Cooperation Department and of the Global Programme Sections / June 2016);
- using the networks and other platforms to allow regional actors to aliment global initiatives and vice versa (Focal Points / permanently, upcoming network activities and F2F-meetings);
- increasing and optimizing the information and communication flows between country offices and Global Programme Sections with regard to all activities implemented in a given theme (Global Programme Sections and COOFs / permanently).
- Systematically include GP related activities in the TORs and briefings of SDC Regional and Eastern Department staff working in field offices.
- Encourage the participation of GP staff in peer reviews of East and Regional Cooperation programmes when appropriate.
- Involve respective Global programme(s) in SDC country strategy development where one or more of the five global themes are a priority.
- Consult those SDC country offices where one or more of the five global themes is a priority for the strategy development of the respective global programme.

Recommendation 4

Management of five GPs: In the upcoming post-2017 GP strategic frameworks, GPs should consider an even stronger multilateral and wider international focus in its portfolios based on the impressive results achieved in influencing policy.

Management Response

Fully agree

Partially agree

Not agree

The Board of Directors considers indeed that multilateral organisations constitute ideal partners to scale up innovative local and regional experiences to a global level, and to set-up joint initiatives to develop innovations that are introduced/tested and scaled up in several countries/globally.

However, as mentioned above (Recommendation 3), the Board of Directors puts even more emphasis on the need of linking the Global Programmes with SDC's field activities and to better use synergies between the Regional and Eastern Cooperation Departments with the Global Cooperation Department.

Also, as the Board of Directors highlights the innovative character of Global Programmes' activities, there is the need of an enhanced collaboration with the private sector and the research community, also at local level.

Measures / Responsibility / Time horizon:

Cf. Recommendation 5 with regard to the portfolio analysis. No further action needed.

Recommendation 5

Management of five GPs should strongly build upon GP success factors when designing the post-2017 strategic GP frameworks and when making any changes to their portfolios. These success factors are:

- Demonstration of approaches in the field
- Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York and Rome; placing GP staff in those strategic locations but also in countries such as India and China
- Selecting global leaders as project partners and strategically placing regional advisors accordingly
- Use of Swiss coordination platforms in which the SDC has the lead
- Soft power through funding 13 multilateral organisations in which the SDC is among the top ten donors and through a long-standing cooperation in partner countries in the South and East
- Professionalism of competent teams
- GPs taking risks in terms of new partnerships and thematically controversial topics
- Strong thematic expertise in the GP and partners that are supported directly by GPs
- Flexibility to react to opportunities, including selection of partners and geographic areas of work

Management Response		
Fully agree	Partially agree	Not agree
<p>The Board of Directors will make sure the new Dispatch builds upon the successes achieved by the Global Programmes so far. It invites the Global Cooperation Department to take advantage of having the lead in SDCs multilateral cooperation to integrate the Global Programmes' results and findings in the strategic considerations of the major multilateral organisations. To do so, sufficient thematic expertise shall be transferred to the Missions of New York, Geneva and Rome within the current available resources, but also to international financial institutions SDC is working with. With regard to its office structures in China, India and Peru, the Board of Directors acknowledges that such locations allow a high degree of leveraging project results and raising them at global level.</p> <p>The value of having a Global Programmes structure in a geographical context needs however to be regularly evaluated, as this needs to be opportunity driven, and not respond to a "priority country logic" This will nevertheless be assessed in the light of the decision laid down in the Dispatch for the future Frame Credit that each Country Strategy should adopt at least one of the five global themes as a priority domain of intervention. The articulation between geographical activities at field level in a given theme and thematic activities at the global level must be strengthened, so that Swiss contribution to global policy dialogue and State of the art is nurtured by concrete experiences, and vice versa.</p> <p>With regard to the flexibility to react to opportunities, the Global Cooperation Department is invited to re-evaluate the project portfolios of the different Global Programmes and to make sure that such flexibility ("programmes bleus") is really given. The two other departments, Humanitarian Aid and Eastern Cooperation, shall be included in the portfolio analysis in particular where interfaces exist such as for example climate change/DRR, migration/protection etc. The number of projects/programmes needs to be looked into as part of this portfolio analysis.</p>		
<p>Measures / Responsibility / Time horizon:</p> <p>5.1. In the Core Contribution Management (CCM) sheets of the 13 priority organisations of SDC, at level 2, highlighting and assessing the influence of Switzerland with a special emphasis on global themes / Global Institutions / starting 2016;</p> <p>5.2. Evaluation of the level of opportunities of GPCC's, GPWI's and other Global Programme's presence in COOF-structures, within the limit of available human resources/ GPCC / December 2016;</p> <p>5.3. Portfolio analysis and increase of planning flexibility of all Global Programmes within the Global Cooperation Department / Management of the Global Cooperation Department with all Global Programmes / December 2016. The same reflection applies for the GP Health within the Regional Cooperation, independent of its institutional anchorage.</p>		

Recommendation 6

Management of the five GPs: Use ending projects as an opportunity to enhance project alignment to even more stringent GP strategies within the design of the post-2017 strategic frameworks, particularly to better integrate new players in global development as part of the SDG implementation.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors agrees with the proposal to further sharpen the intervention areas of the Global Programmes and to better align their projects to the selected strategic objectives. The above described portfolio analysis, as well as the elaboration procedure of the Strategic Framework reviews in 2017 (for the period 2018-2022) will constitute good opportunities to do so.

Measures / Responsibility / Time horizon:

- 6.1. Portfolio analysis and increase of the planning flexibility of all Global Programmes within the Global Programme Department / Management of the Global Cooperation Department with all Global Programmes / July 2016;
- 6.2. Elaboration process of the new Strategic frameworks 18-22 / all Global Programmes except GP Health / September 2017.

EFFICIENCY**Recommendation 7**

SDC Board of Directors: Consider introducing thematic careers that extend beyond the SDC and include the FDFA, the wider federal administration in Bern, and embassies and permanent representations of the Foreign Ministry in those career options. Strategically-motivated secondments to external partners such as multilateral organisations, think tanks, international NGOs, or partner-country ministries should help cultivate a broader view of the global thematic landscapes within such career tracks. The combination of diplomatic and thematic skills should be institutionalised in the SDC to enhance GP influence on policies at global level and to address the negative side effects of staff rotation.

Management Response

Fully agree	Partially agree	Not agree
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The Board of directors agrees with the fact that there is a real need to redefine and conceptualize the thematic careers within SDC.

The Board of Directors shares the view that besides thematic positions at Headquarters and in the field offices, there is the need to also consider other posting possibilities, in order to allow thematic experts to remain active in their themes of predilection. A thematic career shall be defined for SDC's global themes; reflections on thematic career possibilities apply actually also to the other themes prioritized in the Dispatch 2017-2020.

The Board of Directors recognizes however, that due to the size of SDC, as well as to constraints in human and financial resources, pragmatic solutions need to be found. The

thematic career has therefore to be looked into as part of the strategic HR planning.

Measures / Responsibility / Time horizon:

7.1. Setting up of a working group for the elaboration of a revised thematic career concept. Besides the career planning steps, hiring modalities and posting options, the concept should tackle namely following themes:

- What does a thematic competence in SDC look like;
- Link to the integrated FDFA-HR-policy;
- How to deal with personal preferences and human factors;
- Budgets for strategic secondments or any types of assignments in SDC's priority organisations;
- Criteria and conditions for temporary secondments of SDC staff to key multilateral partner organization;
- Rotation process vs. knowledge management;

This working group will take into account previous reflections made in SDC with respect to developing a thematic career, as this idea has been discussed in the past.

VCE and HR Division / April 2016

Recommendation 8

SDC Board of Directors: Take a strategic decision to adjust GPs' budgets to accommodate human resource demands, even in an environment of decreasing SDC budget. This includes permanent funding for currently temporary GP positions in the Swiss Permanent Representations to the UN in Geneva, New York and Rome. To further enhance GPs' policy-influencing potential, hiring staff with a mix of diplomatic and thematic skills is recommended, as is joint training on both skill sets.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors recognizes that one of the success factors for advancing the 2030 Agenda and anchoring the Swiss priority themes (water, health, gender equality, peace and security, DRR, sustainable consumption and production, migration) within the Agenda was the fact that SDC had dedicated staff at the Missions in New York, Rome and Geneva who had sufficient technical expertise on Switzerland's priority themes.

In Geneva and Rome, SDC staff members constitute key players for the successful implementation of both, the Food Security and the Health Global Programmes, as well as for a prominent and recognized positioning of Switzerland in the covered UN institutions.

Measures / Responsibility / Time horizon:

8.1. Within the limit of available human resources, maintain Global Programme staff in the three Missions of New York, Rome and Geneva / Management of the Global Cooperation Department / Rotation 2017 and following;

8.2. Include the Mission staff in training, planning and other milestones events and activities organized by the Global Programmes and the Global Cooperation Department.

COORDINATION, COMPLEMENTARITY, COHERENCE

Recommendation 9

SDC Board of Directors: Clarify its understanding of the SDC's global approach in the light of the SDGs to guide the organisation and enhance coherence and internal coordination within the SDC with the ultimate aim of generating greater impact on global policy.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors agrees that – with the adoption of the Sustainable Development Goals – there is a momentum SDC should seize to highlight its contribution to the Agenda 2030 with its Global Programmes individually and as a whole. The required delivery of reports on the implementation of the Agenda 2030 by Switzerland may constitute good opportunities to emphasize concrete actions and diplomatic initiatives undertaken to implement the Agenda 2030.

A strategic document covering all Global Programmes does however not seem appropriate to the Board of Directors, as each Global Programme already has its own Strategic framework, and considering that there are already several documents and publications describing and clarifying SDC's global approach, above all the Dispatches on International cooperation 13-16 and 17-20.

Measures / Responsibility / Time horizon:

9.1. A document highlighting the contribution of Switzerland to the Agenda 2030 of the Sustainable Development Goals shall be elaborated for communication purposes, highlighting among others the efforts the Global Programmes / Global Institutions Division and Analysis and Policy Division / December 2016.

Recommendation 10

SDC Board of Directors: Introduce a mandatory assessment of the extent to which GPs are relevant for any upcoming SDC country and regional strategy. If relevance is given, GPs should be involved in the planning process together with the Regional or Eastern Cooperation and SCOs. Strategies could have an annex on GPs to show strategic opportunities and suggest how GPs' global agendas contribute to the SDC's country or regional objectives, based, for example, on good practices in GPH. The same should apply for the development of GP strategies and the identification of relevant projects of the SDC's Department Regional Cooperation and SCOs.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors fully agrees with this recommendation. It is in line with the spirit of the new Dispatch on international cooperation 2017-2020, which puts much more emphasis on the synergies and complementarities between Global Programmes and Bilateral Cooperation entities. In this regard the Dispatch defines that at least one global theme must be part of the priority domains of intervention of the Cooperation Strategy in partner countries.

The Board is aware that such a way of collaborating requires sufficient human resources and thus invites the Global Cooperation Department and the Global Programme units to make sure such resources are available by adapting the ToRs of their programme officers.

The Board of Directors requires that, with the preparation of new country strategies and while elaborating the new Global Programmes' Strategic Frameworks 2018-2022, bilateral, global and multilateral actors of SDC are part of the corresponding processes in order to ensure a joint reflection on content and objectives of SDC's interventions.

The Board underlines however that Global Programmes activities are beyond national priorities.

Measures / Responsibility / Time horizon:

10.1. Sensitization of all staff in charge of the elaboration of country strategies and strategic frameworks to collaborate with global, bi- and multilateral experts within SDC / Managements of all SDC Departments and organizational units / starting November 2015; (see also measures under 3.2)

10.2. At the "Politikfragen"-meetings, information on the way such consultations took or take place shall be integrated into the presentations to the Board of Directors.

Recommendation 11

SDC Board of Directors: Develop clear Terms of Reference for GP focal points in the Regional and Eastern Cooperation as well as in Humanitarian Assistance and ensure that those posts are filled. In the ToR of staff from the Regional Cooperation, a certain percentage of time should be allocated to GP related issues.

Management Response

Fully agree	Partially agree	Not agree
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The Board of Directors agrees with this suggestion. The thematic responsible staff (Themenbeauftragte) are meant here and not the GP focal points This aspect is already tackled by the management response of the Network evaluation that took place in 2014 (Ref: Evaluation of SDC's Thematic Networks, December 2014)

Regarding the interaction with the GP, the Regional and Eastern Cooperation will assign responsibilities to their staff according to their own needs, based on the selection of relevant Global themes in their area of intervention. This doesn't imply that each global theme should have an interlocutor in each organizational Unit of the Regional and Eastern Cooperation Departments.

Measures / Responsibility / Time horizon:

Action to be taken according to recommendation 6 a) (p. 36 Evaluation cit.op).

Recommendation 12

SDC Board of Directors: Ensure that all GP positions in the Swiss Permanent Representations are kept and temporary GP positions in those locations are converted into permanent ones given good performance in those strategic posts.

Management Response

Fully agree

Partially agree

Not agree

The Board of Directors agrees only partially with this recommendation. It considers that the field presence of Global Programme staff shall be opportunity driven. All global themes are not always equally important in a given context and may become more or less important on the global agenda.

Of course, in places like Rome, Geneva or New York, the recommendation makes a lot of sense. As monitoring and review of the implementation of the 2030-Agenda will remain a Swiss priority and will have a direct link to the Global Programmes, this should guide the Global Cooperation Department in identifying the respective staff profile.

In COOFs and embassies however, several criteria need to be taken into consideration, most of them reflected in the corresponding country strategy. Aspects like the importance of certain continuity in our intervention (sustainability), or the upscaling potential, as well as aspects like “critical mass” and regional outreach need to be considered in this regard.

Measures / Responsibility / Time horizon :

- 12.1. Institutionalize the presence of Global Programme representatives in the Swiss Missions of Rome, Geneva and New York / Management of the Global Cooperation Department – Global Institutions Division / starting with rotation 2017;
- 12.2. Consider Global Programme staff in regions, where Global Programmes are active with sufficient critical mass and where a potential for upscaling is given / Head Global Cooperation Department / starting with Rotation 2017. The assignment of Global Cooperation staff in the regions shall be discussed with the Regional and Eastern cooperation Departments, when such staff is to be posted in a field office, as it will then be under the supervision of the Director of Cooperation.

Recommendation 13

SDC Board of Directors is recommended to take leadership and:

- Jointly clarify the SDC’s global approach across SDC departments for better understanding and openness of cooperation across different organisational divisions.
- Combine all five GPs under the Department Global Cooperation.
- Specify whether the implementation of global norms or treaties is part of GPs role.

Management Response

Fully agree

Partially agree

Not agree

With regard to the first two bullets of this recommendation, see answers to the recommendations 3, 9 and 16.

The Board of Directors considers that the implementation of global treaties and norms

might indeed constitute a task of Global Programmes. The particularity of the related activities is that for SDC, the treaty and norm implementation needs to be applied in order to reduce poverty and global risks, to which poor and vulnerable people are more exposed than others.

To which extent SDC has to ensure the implementation of all norms and treaties related to global risks is something the Strategic Frameworks of the Global Programmes shall evaluate / define.

Measures / Responsibility / Time horizon:

13.1. Global Programmes' Strategic Frameworks need to highlight which international norms and treaties are implemented and considered within a given Programme, and specify in which way the latter contributes to their fulfillment / Global Programme Sections / December 2017

13.2. The Global Cooperation Department should define if and how the Global Programmes can support the capacity of selected SDC partner countries to fulfil their commitments taken by approving the Agenda 2030, in particular their capacity to implement norms and treaties they have approved

Recommendation 14

Management of the Department Global Cooperation: Acquire the means to address communications gap to improve GP outreach through thematic networks; ensure that relevant partners in the SDC and the federal administration are informed about GP activities in HQ but particularly at country level.

Management Response

Fully agree	Partially agree	Not agree
-------------	-----------------	-----------

The Board of Directors fully agrees that there is room for improvement with regard to the communication of the contribution of the Global Programmes to the reduction of poverty and of global risks in developing countries.

The Global Cooperation Department is invited to increase communication activities in this regard, by reinforcing communication and knowledge exchange activities within the Department, as well as towards other SDC Departments (Regional, East and HH) as well as interested groups in Switzerland and abroad. To do so, the Staff unit, WLK Division and the Focal points shall increase and coordinate their communication activities, as well as require a stronger involvement of EDA-Info to communicate about their themes.

Measures / Responsibility / Time horizon:

14.1. To plan an increase of communication activities in the annual programmes of the Global Programmes / Global Programmes / End 2015

14.2. Increase and better coordinate communication activities on global issues by ensuring the necessary financial and if possible human resources for the WLK Division, the Focal points and the Staff unit, as well as by collaborating in a more interactive manner with EDA Info / Global Programme Department entities / from January 2016 onwards.

Recommendation 15

Management of the Department Global Cooperation: Consider creating an earmarked fund for joint GP projects in order to create an incentive for cross-GP cooperation. To be ahead of the curve and to act swiftly in the implementation of the new SDG aid architecture, significant resources should be allocated to this fund.

Management Response

Fully agree

Partially agree

Not agree

The Board of Directors does not see the need for a special fund for financing joint projects of different Global Programmes. It agrees however with the evaluators' position regarding the potential and the need to have projects and programmes combining activities of different Global Programmes. A certain number of such projects are already being implemented, like for instance in the water and sanitation area, in irrigation projects for increased food production, or on projects focusing on health care services to migrants.

Measures / Responsibility / Time horizon:

15.1. Encourage the submission of entry proposals combining activities of different Global programmes for the implementation period 2017-2020 / Management of the Global Cooperation Department – Global Programme entities / Starting mid 2016

Recommendation 16

Management of the Department Global Cooperation: Use preparation of post-2017 GP strategic frameworks to ensure an even tighter strategic orientation of GPs as part of GP consolidation by, for example, revising the number of outcomes and outputs/ targets for each GP component.

Management Response

Fully agree

Partially agree

Not agree

The Board of Directors understands the proposal of the evaluation team to strategically link the different Global Programmes. As already mentioned in its responses to the recommendations 6 and 13, the Board of Directors is however of the opinion that with the new Dispatch and thanks to a common management of the Global Programmes, goals and working modalities will be sufficiently aligned.

The Board invites however the Global Cooperation Department to evaluate whether the elaboration of "Guidelines for Global Programmes" would make sense to progress even more in this field.

Measures / Responsibility / Time horizon:

No action needed.

Recommendation 17

Management of the Departments Global and Regional Cooperation:

Elaborate criteria to identify “innovative projects” for use at the stage of “Vorabklärung” and in Operational Committees to determine whether projects are eligible for GP portfolios.

Management Response

Fully agree	Partially agree	Not agree
-------------	-----------------	------------------

In order to make sure that Global Programmes are not substituting Regional Cooperation projects, the new Dispatch reiterates that projects of Global Programmes need to

- be susceptible to exert an influence on regional and international policies;
- foster, with respect to technology, the application of these new technologies, and innovative forms of cooperation at the global and at field level;
- focus on countries and organizations that are influential players in regional and global policy-shaping (e.g., emerging countries like India, China, South Africa, etc.).

As these rules exist, and also in order not to reduce SDC’s programming flexibility, the Board of Directors does not consider it appropriate to elaborate strict criteria to identify what constitutes an innovative project. It invites however the Operational Committees of SDC to discuss projects of Global Programmes critically with regard to the above mentioned rules, and ensure that there is no parallel financing with this regard.

Measures / Responsibility / Time horizon:

No action needed.

III Evaluators' Final Report

Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health

Commissioned by the Evaluation and Corporate Controlling Division
of the Swiss Agency for Development and Cooperation (SDC)

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Table of Contents

Acknowledgements	i
Table of Contents	ii
Tables.....	iv
Figures.....	iv
Annexes.....	v
Acronyms	vi
Executive Summary	1
1 Background	11
1.1 Introduction	11
1.2 Mandate of Global Programmes.....	11
1.3 Genesis and institutional set up of Global Programmes	12
1.4 Mandate of the evaluation	12
1.4.1 Rationale.....	12
1.4.2 Objectives.....	13
1.5 Methodology.....	13
1.5.1 Conceptual framework	13
1.5.2 Stakeholders.....	16
2 Findings and conclusions	17
2.1 Portfolio of the Global Programmes.....	17
2.2 Relevance of Global Programmes.....	20
2.2.1 Relevance for Swiss foreign policy and SDC	20
2.2.2 Relevance of Global Programme activities regarding Global Programmes' strategic frameworks.....	21
2.2.3 Relevance for addressing global risks.....	21
2.3 Effectiveness: results of Global Programme policy influencing	22
2.3.1 Global Programmes are making a difference in global policy influencing	23
2.3.2 Importance of results along the results chain of policy influence	25
2.3.3 Up-scaling of innovations for policy influence.....	27
2.3.4 Challenges in policy influencing	28
2.3.5 Key factors for success.....	28
2.3.6 Limiting factors.....	32
2.3.7 Opportunities	33
2.3.8 Other bilateral or multilateral donors and lessons for the SDC	33
2.4 Efficiency: how results are achieved.....	35
2.4.1 Financial and human resources of Global Programmes.....	35
2.4.2 Contribution of innovative approaches and leverage.....	36
3 Global Programme Climate Change	37
3.1 Introduction and context	37
3.2 Summary of GPCC results	37
4 Global Programme Food Security	43
4.1 Introduction and context	43
4.2 Summary of GPFS results.....	43
5 Global Programme Health	48
5.1 Introduction and context	48

5.2	Summary of GPH results.....	48
6	Global Programme Migration and Development.....	53
6.1	Introduction and context.....	53
6.2	Summary of GPMD results.....	53
7	Global Programme Water Initiatives.....	56
7.1	Introduction and context.....	56
7.2	Summary of GPWI results.....	56
8	Coordination, complementarities and coherence.....	60
8.1.1	Internal and external cooperation.....	60
8.1.2	Cooperation among Global Programmes in the light of connectivity of global risks.....	63
8.1.3	Success factors for supporting cooperation.....	64
8.1.4	Limiting factors: communication.....	65
8.1.5	Opportunities to strengthen internal SDC cooperation.....	65
8.1.6	Role of the Department Global Cooperation.....	66
9	Recommendations.....	68

Tables

Table 1	Key findings, conclusions and recommendations.....	12
Table 2	GPCC: Key findings, conclusions and recommendations	40
Table 3	GPFS: Key findings, conclusions and recommendations.....	45
Table 4	GPH: Key findings, conclusions and recommendations.....	51
Table 5	GPMD: Key findings, conclusions and recommendations.....	55
Table 6	GPWI: Key findings, conclusions and recommendations	58
Table 7	GPCC: Key findings, conclusions and recommendations	114
Table 8	GPFS: Key findings, conclusions and recommendations.....	134
Table 9	GPH: Key findings, conclusions and recommendations.....	147
Table 10	GPMD key institutional stakeholders.....	153
Table 11	GPMD: Key findings, conclusions and recommendations.....	161
Table 12	GPWI: Key findings, conclusions and recommendations	176

Figures

Figure 1	GP Evaluation approach.....	14
Figure 2	Steps in policy influencing	15
Figure 3	GP portfolio overview.....	17
Figure 4	GPs by project size	18
Figure 5	Percentage of GP budgets spent per region	19
Figure 6	Projects started before establishing GP	20
Figure 7	Policy influencing process: importance of GP results.....	26
Figure 8	Effectiveness of GP policy influencing.....	26
Figure 9	Selection of factors determining success of GPs	31
Figure 10	Advantages and disadvantages of current location of GPH	48
Figure 11	Conceptual positioning of GPs in the SDC.....	61
Figure 12	Current positioning of GPs in the SDC	61
Figure 13	Coordination and cooperation between GPs, SCOs and Swiss Embassies	63
Figure 14	2015 Global risk interconnection map	64
Figure 15	Evaluation workplan.....	84
Figure 16	Boxplots of GPCC projects.	108
Figure 17	GPFS portfolio disbursement by type of partner (in %).....	118
Figure 18	Number of GPFS projects by starting date.....	119
Figure 19	Policy influencing areas and years when main projects started.....	120
Figure 20	SDC's agenda on food security and nutrition in the global context	123
Figure 21	Number of people reached in 5 selected GPFS projects	125
Figure 22	GPFS clusters and number of beneficiaries	126
Figure 23	GPFS components and progress in policy influencing	130
Figure 24	GPMD total project disbursement 2010-2014 (in millions CHF).....	151
Figure 25	Regional focus of GPMD portfolio (number of projects 2010-2014).....	152
Figure 26	Regional focus of GPMD portfolio (disbursement in million CHF 2010-2014) ..	152
Figure 27	GPMD project budget by partner of important projects (in CHF millions, 2010-2014)	152
Figure 28	GPMD: number of projects by policy influencing area.....	155
Figure 29	Strategic areas of the GPWI: number of projects and period in which they were launched.....	165
Figure 30	Percentage on the total of disbursement, by stakeholder groups	166
Figure 31	Composition of the project portfolio, at the basis of disbursements 2014	166

Annexes

Annex 1	Terms of Reference	71
Annex 2	Programme of work	84
Annex 3	Evaluation methodology.....	86
Annex 4	People interviewed.....	89
Annex 5	Documents cited	94
Annex 6	Overview of GPs	97
Annex 7	GP theories of change	100
Annex 8	Summary of GPCC assessment.....	105
Annex 9	Summary of GPFS assessment.....	117
Annex 10	Summary of GPH assessment.....	137
Annex 11	Summary of GPMD assessment.....	149
Annex 12	Summary of GPWI assessment.....	162
Annex 13	Assessment of relevant of GPs regarding strategic frameworks.....	178
Annex 14	Examples of GP results along the policy influencing results chain.....	183

Acronyms

BRIC	Brazil, Russian Federation, India and China
CCA	Climate Change Adaptation
CCAC	Climate and Clean Air Coalition
CEWG	Consultative Expert Working Group
CFS	Committee for World Food Security
CGIAR	Global Agricultural Research Partnership
CCM	Climate Change Mitigation
COP	Conference of Parties
FDFA	Federal Department for Foreign Affairs
FAO	Food and Agriculture Organisation
FOAG	Federal Office for Agriculture
FOPH	Federal Office of Public Health
GAIN	Global Alliance for Improved Nutrition
GFATM	Global Fund for the Fight Against AIDS, Tuberculosis and Malaria
GFMD	Global Forum on Migration and Development
GIZ	Gesellschaft fuer Internationale Zusammenarbeit
GLASS	Global Analysis and Assessment of Sanitation and Drinking-Water
GPCC	Global Programme Climate Change
GPFS	Global Programme Food Security
GPH	Global Programme Health
GPMD	Global Programme Migration and Development
GPs	Global Programmes
GPWI	Global Programme Water Initiatives
HLTF	High Level Task Force of Food Security
IFAD	International Fund for Agriculture Development
IOM	International Organization for Migration
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for Conservation of Nature
JMP	Joint Monitoring Programme
KNOMAD	Global Knowledge Partnership on Migration and Development
ODA	Official Development Assistance
OSA	SDC East and Southern Africa Division
P4H	Partnerships for Health
PDPs	Product Development Partnerships
RIICE	Remote sensing-based Information and Insurance for Crops in Emerging economies
SABA	Strategies in rural water supply and sanitation
SCOs	Swiss Cooperation Office
SDC	The Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SECO	State Secretariat for Economic Affairs
SHFP	Swiss Health Foreign Policy
SWA	Sanitation and Water for All
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
WB	World Bank
WEF	World Economic Forum
WHO	World Health Organisation

Executive Summary

Introduction

Six years after the creation of the Global Programmes (GPs) as a new aid instrument in the Swiss Agency for Development and Cooperation (SDC), an external evaluation of the Programmes' accomplishments is timely. This report presents the results of this assessment.

The **mandate** of the Global Programmes is "to exert a targeted influence on international policy and the negotiation of global regulations"¹. Global Programmes were developed in the Swiss Agency for Development and Cooperation following its reorganisation in 2008. The four Global Programmes - Climate Change (GPCC), Migration & Development (GPMD), Water Initiatives (GPWI), and Food Security (GPFS) - are part of the Global Cooperation Department. The fifth Global Programme, Health (GPH), is included in the Regional Cooperation Department and located in the Eastern and Southern Africa Division².

The evaluation team applied a theory-based evaluation approach for this evaluation. It included individual workshops with all Global Programmes, a survey of 14 relevant Swiss Cooperation Offices and Swiss Embassies, and 148 interviews with internal and external stakeholders.

Main evaluation findings

Finding 1: Switzerland and the Swiss Agency for Development and Cooperation are stronger positioned to influence policies in multilateral, thematic processes and to address global challenges in global debates thanks to the Global Programmes' concerted efforts. Global Programmes do combine technical expertise with political expertise and diplomacy to leverage policy of Switzerland beyond the Swiss Agency for Development and Cooperation.

Finding 2: Global Programmes make a difference for the Swiss Agency for Development and Cooperation and for Swiss foreign policy through strategic, multilateral engagement and through coordination with other parts of the Swiss administration. This is accompanied by clusters of projects, including innovative projects and up scaling of innovation. The Swiss Agency for Development and Cooperation is rated by Global Programme stakeholders as being slightly more influential in international than national-level policy: The effectiveness of international policy influence reaches 85% compared to 81% for national level policy influence based on on-line survey with 56 GP stakeholders (scale: 0% to 100%).The box below describes how select Global Programmes influence policy and policy processes.

¹ Martin Dahinden, SDC Director 2008-2014. "Some thoughts and memories, and a look to the future", p. 28-29. (September 2014).

² Furthermore, the State Secretariat for Economic Affairs (SECO) addresses the issues of economic and financial crises in its own GP Finances and Trade. However, the assessment of this GP is not part of the evaluation.

Unlike GPCC, GPFS, GPMD and GPWI, GPH is located outside the Department Global Cooperation with a clear mandate on multilateral action, unlike the other GPs. This distinction is important to make. It is initially referred to but will not be repeated throughout the report.

Examples of evaluation results relating to the policy influence of Global Programmes:

- a) The **Global Programme Climate Change** shapes several multilateral processes, notably the central United Nations Framework Convention on Climate Change. In the area of air quality, the Global Programme is involved in the coordination of two initiatives of the Climate and Clean Air Coalition (CCAC), which are implemented in India, Chile and other Latin American partner countries. Policy influence is at the level of discursive commitments, procedural change, and policy content. Behaviour change of policy makers is detectable in the case of the Green Climate Fund, which is actively supported by GPCC.
- b) The **Global Programme Food Security** exerts influence on the Committee on World Food Security (CFS) through direct support to the UN Secretary General's Special Representative on Food Security. Two main policy-level results in the United Nations Food and Agriculture Organisation (FAO) emerged from that committee: a) principles for responsible investment in agriculture and food systems, and b) voluntary guidelines on the responsible governance of tenure of land, fisheries, and forests. The principles and guidelines were both approved by the CFS. Along the policy-influence results chain developed for this evaluation, the latter two results indicate behaviour change. Implementation of principles and guidelines at country level starts to lead to changes in people's lives.
- c) The **Global Programme Health** was the first funder of identified demonstration projects under the WHO's Consultative Expert Working Group (CEWG) framework. It has worked to attract other funders and has motivated emerging economies to join CEWG. Over the past two years, the policy influence of Switzerland's work at UNAIDS and GFATM has become visible through its representation and influence on the organisation's Board and other influential committees in diplomatic health hub Geneva. The Global Programme Health was found to shape ideas and promote the placement of certain issues on global health agenda, indicating behaviour change in Partnerships for Health.
- d) The **Global Programme Migration and Development** is successfully engaged in the Global Forum on Migration and Development. It has been instrumental in mainstreaming migration into development planning and has played an important role in the Global Knowledge Partnership on Migration and Development, even beyond its involvement in the Sustainable Development Goals process. The latter is an example of changes in policy content.
- e) The **Global Programme Water Initiatives** has influenced policy several ways, including in advocating for a Sustainable Development Goal (SDGs) on water. Other examples included:
 - a. Engagement with the private sector on water governance;
 - b. Equitable access and water diplomacy, and;
 - c. Work on water footprint, including an ISO standard on water footprint.

Along the policy-influence results chain, results range from shaping ideas with the private sector to behaviour change in water diplomacy and even changes in people's lives in the case of equitable access to water.

Finding 3: Global Programmes are an example of Switzerland's "smart" diplomacy: such "smart" diplomacy is seen as effective in influencing policy, as trust worthy, technically competent, honest, bridge building, pragmatic, strategic, and with a long-term perspective. Factors that inform this perception of the Global Programmes include:

- a) Demonstration of evidence-based approaches in the field (partner countries) is required for successful policy influencing;
- b) Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York, and Rome;
- c) Placing Global Programmes staff in those strategic locations as well as countries such as India and China makes a difference to exert policy influence for Global Programmes, Swiss Agency for Development and Cooperation, and the Swiss Foreign Policy.

Considering the average annual budget of Global Programmes, which is similar to an average size Swiss Agency for Development and Cooperation country programme, the evaluation finds that the Global Programmes are a cost-effective investment for the Swiss Agency for Development and Cooperation. At the same time, opportunities for the consolidation of project portfolios emerge in GPCC, GPFS, and GPWI, which seems important to free up scarce resources.

Finding 4: With the Global Programmes, the **Swiss Agency for Development and Cooperation takes calculated risks** in terms of new partnerships and thematically-controversial topics such as land grabbing. This is necessary to keep pace with the changing international development agenda. Global Programmes have the flexibility to react to opportunities, including in selection of potential partners. The GPs work with implementation partners to leverage resources, to develop joint policy strategies, and to identify geographic areas for future work. This is a clear asset for Global Programmes and the Swiss Agency for Development and Cooperation.

Despite these advantages, such partnerships and related institutional structures can require improvements in the following areas:

- a) The selection process of partners can encourage stronger integration of new players in global development. Potential partners can be selected from the BRIC countries, Gulf countries, or the private sector in view of the Sustainable Development Goals agenda;
- b) Communication between Global Programmes and other parts of Swiss Agency for Development and Cooperation can be improved during, for example, planning processes;
- c) The Programme Health is not as well exposed within the larger diplomatic arena by the Global Cooperation Department because the GPH is part of a different organisational structure than the rest of Global Programmes. While Global Programme Health also reaches diplomatic circles, this is less coordinated with other Global Programmes.

Finding 5: Staff rotation and turnover reduces the potential policy influence of the Global Programmes in situations where long-term, personal engagement and expertise are essential to build trust, relationships, and alliances. This is particularly true for complex international treaties that involve countless lobbying influences.

The evaluation shows that policy work is time consuming, clearly beyond administration of projects. Budget increases and additions of new thematic clusters in some Global Programmes are not reflected in changes in Global Programmes' staffing. While cuts in the Swiss Agency for Development and Cooperation's budget and human resources are a reality, Switzerland risks losing advantages gained in the Sustainable Development Goals preparation process. The risk is real. Switzerland is in danger of losing its edge in influencing policy related to implementation of the Sustainable Development Goals if the Swiss Agency for Development and Cooperation fails to prioritise policy-influencing and global norm-setting activities within its portfolio, including by financially sustaining GPs even in financially-challenging times.

Finding 6: General coherence in the Swiss Agency for Development and Cooperation depends on a **common view of the Board of Directors on Switzerland's role in global policy influencing** as well as and on the foreign policy goals of Switzerland as a whole.

Cooperation between Global Programmes, Regional Cooperation, Eastern Cooperation, and Humanitarian Aid is one of the significant, underused potentials of the Swiss Agency for Development and Cooperation. Overall, ratings of coordination between the Global Programmes and the Swiss Cooperation Offices and Swiss Embassies are below 50% based on survey scores of 56 stakeholders (scale: 0% to 100%). In the light of the deficit in the Swiss Federal budget, current practices of parallel operations in silos can no longer be justified to the Swiss taxpayer.

One successful approach to enhance cooperation among Swiss agencies is inclusion of focal persons from the Global Programmes in the Regional Cooperation. The location of the Global Programme Health in the Department Regional Cooperation helped to overcome internal barriers in the Swiss Agency for Development and Cooperation. The Department Global Cooperation only manages four out of the five Global Programmes, however, and more leverage effects in terms of cooperation between Global Programmes are therefore limited.

Based on the findings of the evaluation, several recommendations include:

The Board of Directors of the Swiss Agency for Development and Cooperation should:

- I. Ensure through leadership that there is political commitment to and sustainability of Global Programmes given their relevance for policy influencing and capacity to address global risks. Budget and staff cuts in Global Programmes jeopardise Switzerland's role in influencing policies and global norm setting at the SDG implementation phase, thus such resource reductions should be avoided for Global Programmes;
- II. Use the post-2017 Global Programmes' strategic framework preparation as an opportunity to unite all five Global Programmes under the Global Cooperation Department to further enhance efficiency in policy influencing;
- III. Clarify understanding of the Swiss Agency for Development and Cooperation's global approach in the light of Sustainable Development Goals to guide the organisation and enhance coherence and more efficient internal coordination of the Swiss Agency for Development and Cooperation ("value for money");
- IV. Introduce a mandatory assessment on the extent to which Global Programmes are relevant for any upcoming Swiss Agency for Development and Cooperation country and regional strategy;
- V. Ensure and strengthen the interface of technical and diplomatic excellence through, for example, training, retreats, and communications and when hiring new staff;

- VI. Consider introducing thematic careers beyond the Swiss Agency for Development and Cooperation by including the Federal Department for Foreign Affairs, the wider Swiss Federal Administration in Bern, and embassies and permanent representations of the Foreign Ministry in those career options. The combination of diplomatic and thematic skills should be institutionalised in the Swiss Agency for Development and Cooperation to even better influence policies at global level.

The management of the Department Global Cooperation should:

- I. Improve Global Programmes outreach through thematic networks and ensure that relevant partners in the Swiss Agency for Development and Cooperation and the Swiss Federal Administration are informed about Global Programmes activities at country level;
- II. Consider creating an earmarked fund for joint Global Programmes projects in order to create an incentive for collaborate across Global Programmes. Significant resources should be allocated to this fund to enable swift action in the implementation of the new Sustainable Development Goals aid architecture.

The management of the five Global Programmes should:

- I. Consider an even stronger multilateral and international focus in its portfolios based on the impressive results achieved in policy influencing, particularly in the upcoming post-2017 Global Programmes strategic frameworks (the draft strategic framework in case of Global Programme Health) ;
- II. Enhance project alignment to even more stringent Global Programmes strategies. This should be done with the intention on integrating new players in global development as part of the Sustainable Development Goals implementation.

Table 1 summarises the main evaluation findings, conclusions and recommendations.

Table 1 Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Relevance		
GPs are part of the “new diplomacy” to address global challenges. Switzerland and SDC are more relevant and stronger in global debates thanks to GPs concerted efforts to influence policies in multilateral thematic processes.	Through GPs, Switzerland is strengthening its position in global policy-influencing activities. GPs also enabled Switzerland to enter important international arenas of global policy influencing and norm setting.	SDC Board of Directors: Ensure through leadership and the allocation of resources that there is a political commitment to and sustainability of Global Programmes given their relevance for influencing policy, their capacity to address global risks, and the complementarities of GPs within the SDC as a new aid instrument. Likely budget and staff cuts in GPs jeopardise Switzerland’s role in influencing policies and global norm setting at the SDG implementation phase and should therefore be avoided.
All GP areas are key areas of discussion under the current Sustainable Development Goals (SDGs) and important global processes. With the GPs, Switzerland positioned itself to influence the SDGs agenda and implementation.		
GPs operate within the remits of their strategic frameworks/health policy and the Message to Parliament (2013-16).	Thematic areas were chosen strategically to address specific global challenges. The logic of a global programme is valid: to address global risks through action and policy influence at a global level.	
With GPs Switzerland has a future oriented approach to international development. Addressing global issues requires global interactions.	GPs are relevant to address global risks through policy influencing in a changing environment for international development.	
Effectiveness		
GPs make a difference for the SDC and for the Swiss foreign policy in terms of policy influencing through strategic multilateral engagement and efforts on coordination with other parts of the Swiss administration. This is accompanied by clusters of projects, including innovative projects and up scaling of innovation. International policy influence: The effectiveness of international policy influence reaches 85% compared to 81% for national level policy influence, based on scoring as part of the survey with 56 stakeholders (scale 0% to 100%).	Close alignment on foreign policy between GPs and Switzerland’s multilateral and international partners enhances policy influence in terms of shaping policies and policy implementation. Swiss domestic policies and the positioning of its powerful private sector can affect the credibility of Switzerland in influencing policy in the global arena.	Management of five GPs: In the upcoming post-2017 GP strategic frameworks, GPs should consider an even stronger multilateral and wider international focus in its portfolios based on the impressive results achieved in influencing policy.
GPs are an example of Switzerland’s “ <i>smart</i> ” diplomacy: effective in influencing policy, seen as trust worthy, technically competent, honest, bridge building, pragmatic, strategic and with a long-term perspective.	GPs are a valuable foreign policy instrument for Switzerland and depend on a mix of technical and diplomatic skills.	SDC Board of Directors: Ensure and strengthen the interface of technical and diplomatic excellence through, for example, trainings, retreats, and communications. The latter can be achieved through strengthening thematic networks. Incentives for more mobility between diplomatic

<p>GP success factors to influence policy and global norms setting:</p> <ul style="list-style-type: none"> • Demonstration of approaches in the field • Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York and Rome; placing GP staff in those strategic locations but also in countries such as India and China • Selecting global leaders as project partners and strategically placing regional advisors accordingly • Use of Swiss coordination platforms in which the SDC has the lead • Soft power through funding 13 multilateral organisations in which the SDC is among the top ten donors and through a long-standing cooperation in partner countries in the South and East • Professionalism of competent teams • GPs taking risks in terms of new partnerships and thematically controversial topics • Strong thematic expertise in the GP and partners that are supported directly by GPs • Flexibility to react to opportunities, including selection of partners and geographic areas of work 	<p>With GPs, Switzerland is spearheading a new type of approach to development work. The visionary and courageous decisions made by the SDC in 2008 opened opportunities for the organisation to be well placed for the implementation of the SDG agenda and the transformational approaches required in a new aid architecture.</p>	<p>and technical personnel in general should be created.</p> <p>Management of five GPs: Management should strongly build upon GP success factors when designing the post-2017 strategic GP frameworks and when making any changes to their portfolios.</p> <p>Those success factors are:</p> <ul style="list-style-type: none"> • Demonstration of approaches in the field • Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York and Rome; placing GP staff in those strategic locations but also in countries such as India and China • Selecting global leaders as project partners and strategically placing regional advisors accordingly • Use of Swiss coordination platforms in which the SDC has the lead • Soft power through funding 13 multilateral organisations in which the SDC is among the top ten donors and through a long-standing cooperation in partner countries in the South and East • Professionalism of competent teams • GPs taking risks in terms of new partnerships and thematically controversial topics • Strong thematic expertise in the GP and partners that are supported directly by GPs • Flexibility to react to opportunities, including selection of partners and geographic areas of work
<p>Limiting factors:</p> <ul style="list-style-type: none"> -Room to be even more selective emerges for GPs with opportunities to shift efforts to stronger integration of new players in global development such as the BRICS (Brazil, Russian Federation, India, China and South Africa) or Gulf countries and the private sector in view of SDG agenda; - Room for even stronger alignment of GP projects to clusters and priority areas in GP strategies; - The Department Global Cooperation's uptake of GP results to the diplomatic parquet excludes GPH, being in a different organisation structure than the rest of GPs. 	<p>Some GPs still carry forward some "old" projects. At times value is at best as "global goods" but with unclear uptake.</p> <p>Global Programme Climate Change (GPCC) Global Programme Food Security (GPFS) and Global Programme Water Initiatives seem to have room to become even more focused.</p> <p>At the same time, opportunities for concrete policy influencing through SDG implementation show for all GPs. However, GPH being located</p>	<p>Management of five GPs: Use ending projects as an opportunity to enhance project alignment to even more stringent GP strategies within the design of the post-2017 strategic frameworks, particularly to better integrate new players in global development as part of the SDG implementation.</p> <p>SDC Board of Directors: Use the post-2017 GP strategic framework preparation as an opportunity to unite all five GPs under the Department Global Cooperation to further enhance efficiency in influencing policy.</p>

<p>Opportunities: GPs are in a position to contribute through its partners but also in-house with Swiss Cooperation Offices to work on the transformational approaches required for the SDG implementation.</p>	<p>outside the Department Global Cooperation is a barrier to more coherent coordination and management of all GPs.</p>	
<p>Efficiency</p>		
<p>Financial and human resources: Staff rotation is a threat to GP's effectiveness in policy influencing where long-term personal engagement is essential to build trust, relationships and alliances. This is particularly true for complex international treaties, experiencing countless lobbying influences. In those cases policy influencing requires particular efforts and expertise beyond the "normal" or they risk being of little effect.</p>	<p>Thematic careers including secondments could be one option to address negative impact of staff rotation on SDC's capacity for long-term policy engagement. However, the size of SDC might limit the feasibility of this option.</p> <p>The issue of staff rotation should not diverge attention from the fact that the combination of diplomatic and thematic skills should be institutionalised in SDC and not left to few individuals and to chance but supported through organized effort regular experience exchange and joint training.</p> <p>Core funding GP partners aiming at policy influencing requires significant amounts of time for engagement and dialogue; it is not an option to reduce GP workload.</p>	<p>SDC Board of Directors: Consider introducing thematic careers that extend beyond the SDC and include the FDFA, the wider federal administration in Bern, and embassies and permanent representations of the Foreign Ministry in those career options. Strategically-motivated secondments to external partners such as multilateral organisations, think tanks, international NGOs, or partner-country ministries should help cultivate a broader view of the global thematic landscapes within such career tracks. The combination of diplomatic and thematic skills should be institutionalised in the SDC to enhance GP influence on policies at global level and to address the negative side effects of staff rotation.</p>
<p>The evaluation shows that policy work is time consuming, clearly beyond administration of projects. Budget increases and adding of new thematic clusters in some GPs is not reflected in changes in GP staffing.</p>	<p>GPs are stretched to manage their increasing portfolios while prioritising time to engage in time-consuming policy influencing, Without increasing human resources in GPs, the effectiveness of SDC's investment in GPs might be at risk.</p>	<p>SDC Board of Directors: Take a strategic decision to adjust GPs' budgets to accommodate human resource demands, even in an environment of decreasing SDC budget. This includes permanent funding for currently temporary GP positions in the Swiss Permanent Representations to the UN in Geneva, New York and Rome. To further enhance GPs' policy-influencing potential, hiring staff with a mix of diplomatic and thematic skills is recommended, as is joint training on both skill sets.</p>
<p>Coordination, complementarities and coherence</p>		
<p>General coherence in SDC depends on a common view of senior management on Switzerland's role in global policy influencing as well as on the foreign policy goals of Switzerland as a whole.</p> <p>Cooperation between the Global Cooperation, Regional</p>	<p>In-house division and the internal perception of SDC moving forward in two separate parts constitute an institutional blockage. SDC wastes an unique opportunity to truly bring together GP excellence and deep rooted expertise from other parts of the house, with</p>	<p>SDC Board of Directors: Clarify its understanding of the SDC's global approach in the light of the SDGs to guide the organisation and enhance coherence and internal coordination within the SDC with the ultimate aim of generating greater impact on global policy.</p>

<p>Cooperation, Eastern Cooperation and Humanitarian Aid is one of the big underused leverages of SDC. Overall ratings of coordination between GPs on the one side and SCO's and Swiss Embassies on the other side are below 50%, based on scoring as part of stakeholder survey.</p> <p>One successful approach to enhance cooperation are GP focus persons in the Regional Cooperation in Berne. GPH's location in the regional cooperation helped to overcome those barriers.</p>	<p>an exception of GPH.</p> <p>In the light of the deficit in the Swiss Federal budget, current practices of parallel operations cannot be justified any longer to the Swiss tax payer.</p>	<p>SDC Board of Directors: Introduce a mandatory assessment of the extent to which GPs are relevant for any upcoming SDC country and regional strategy. If relevance is given, GPs should be involved in the planning process together with the Regional or Eastern Cooperation and SCOs. Strategies could have an annex on GPs to show strategic opportunities and suggest how GPs' global agendas contribute to the SDC's country or regional objectives, based, for example, on good practices in GPH. The same should apply for the development of GP strategies and the identification of relevant projects of the SDC's Department Regional Cooperation and SCOs.</p> <p>SDC Board of Directors Develop clear Terms of Reference for GP focal points in the Regional and Eastern Cooperation as well as in Humanitarian Assistance and ensure that those posts are filled. In the ToR of staff from the Regional Cooperation, a certain percentage of time should be allocated to GP related issues.</p>
<p>Success factors: close internal cooperation between Executive office in Washington, GP and SDC's Global Institutions Division creates high visibility and influence of Switzerland in the World Bank on GP themes. The same is true also for the Permanent Representations to the UN in Geneva, New York and Rome. Good cooperation of GPH in Regional Cooperation with the Global Cooperation's entry points to global health diplomacy hub in Geneva.</p>	<p>Despite significant challenges in terms of in-house coordination, complementarities and coherence, encouraging good practices exist.</p>	<p>SDC Board of Directors: Ensure that all GP positions in the Swiss Permanent Representations are kept and temporary GP positions in those locations are converted into permanent ones given good performance in those strategic posts.</p>
<p>Communication: Structured and strategic communication between GPs, in-house with other parts of SDC and across other federal Offices is sub-optimal, despite the GP networks. An exception is GPH with the health foreign policy.</p>	<p>SDC and other parts of the Swiss Federal Administration miss out on knowledge and information from GPs. At best, this is a lost opportunity, at worst, a coherent Swiss approach overseas is jeopardised.</p>	<p>Management of the Department Global Cooperation Acquire the means to address communications gap to improve GP outreach through thematic networks; ensure that relevant partners in the SDC and the federal administration are informed about GP activities in HQ but particularly at country level.</p>
<p>Connectivity of risk: GPs still address this issue suboptimal only, due to a focus on developing an identity for the individual GPs and to create portfolios in the first years of their existence. However, there are promising efforts (Earth Risk report).</p>	<p>GPs have potential to catch on with issues of connectivity of global risks, especially as the topics of the five GPs are high in the list of interconnected global risks.</p>	<p>Management of the Department Global Cooperation: Consider creating an earmarked fund for joint GP projects in order to create an incentive for cross-GP cooperation. To be ahead of the curve and to act swiftly in the implementation of the new SDG aid architecture,</p>

<p>Recent World Economic Forum (WEF) research clear shows the relevance for all five GPs to cooperate stronger in addressing interconnected global risks.</p>		<p>significant resources should be allocated to this fund.</p>
<p>Role of the Department Global Cooperation is unclear to most SDC stakeholders, while the division's management sees its role in supporting and mentoring GPs as well as providing a direct access to the diplomatic parquet and Multilateral Organizations for policy influencing through GP expertise.</p> <p>One important gap identified is that the Department only manages four out of the five GPs and more leverage effects between GPs are missed out, as the Department Global Cooperation also manages global institutions division, analysis and policy division and knowledge and learning processes division.</p>	<p>Department Global Cooperation faces a communication deficit with regards to clarifying its role in-house.</p> <p>Overcoming the current organisational split between GPs could increase the overall policy influence of Switzerland in the implementation phase of the SDGs and could strengthen the global outlook of the GPH itself. Under strong leadership of Department Global Cooperation this could be accomplished.</p>	<p>SDC Board of Directors is recommended to take leadership and:</p> <ul style="list-style-type: none"> ▪ Jointly clarify the SDC's global approach across SDC departments for better understanding and openness of cooperation across different organisational divisions. ▪ Combine all five GPs under the Department Global Cooperation. ▪ Specify whether the implementation of global norms or treaties is part of GPs role.
<p>Challenges in understanding the global approach across SDC with Board of Directors to play a role; Uneven understanding that policy influencing is related to poverty reduction.</p>	<p>Clear and united message from SDC Board of Directors missing to communicate SDC's global approach to all staff.</p>	<p>Management of the Department Global Cooperation:</p> <ul style="list-style-type: none"> ▪ Use preparation of post-2017 GP strategic frameworks to ensure an even tighter strategic orientation of GPs as part of GP consolidation by, for example revising the number of outcomes and outputs/ targets for each GP component. ▪ See recommendation earmarked fund for joint GP projects <p>Management of the Departments Global and Regional Cooperation:</p> <ul style="list-style-type: none"> ▪ Elaborate criteria to identify "innovative projects" for use at the stage of "Vorabklärung" and in Operational Committees to determine whether projects are eligible for GP portfolios.

Part A. Mandate and methodology

1 Background

1.1 Introduction

This document is the final report of the external institutional evaluation of the Swiss Agency for Development and Cooperation's (SDC) Global Programs (GP) Climate Change (GPCC), Water Initiatives (GPWI), Food Security (GPFS), Migration and Development (GPMD) and Health (GPH) (2008-2014)³.

The Lotus M&E group undertook this evaluation under the lead of Achim Engelhardt – Evaluation Expert, with the following sector experts complementing the team:

- a) Andreas Fischlin – Climate Change Expert
- b) Iliona Kickbusch – Health Expert
- c) Melissa Siegel - Migration and Development Expert
- d) Pierre Walther - Water Initiatives Expert
- e) Achim Engelhardt - Food Security Expert

The evaluation benefitted from input from:

- a) A management team in SDC's Evaluation and Controlling Division and
- b) A reference group to guide the evaluation and to provide feedback during key evaluation phases.

The evaluation lasted from February-July 2015. While no field visits were foreseen at the beginning of the evaluation, the evaluation team visited hubs of global policy influence, namely Bonn, Geneva, New York, Rome, and Washington.

1.2 Mandate of Global Programmes

As explained in the TOR for this evaluation, the SDC's mandate and mission is to contribute to sustainable global development, to global poverty reduction, and to the mitigation of global risks and challenges. In the last decade, new issues such as climate change prominently emerged on the development agenda. Other issues such as the access to water, food security, health, and migration are increasingly recognised as global issues that significantly impact development. These areas were thus included as part of the Global Programmes (GPs).

The **mandate** of the GPs is *"to exert a targeted influence on international policy and the negotiation of global regulations"*⁴.

More specifically, the mandate of the GPs incorporates the following three aspects⁵:

- a) International Policy: Those responsible for the GPs participate actively in relevant international and multilateral processes to shape the global architecture and to develop global regulations and policies in agreement with other

³ Furthermore, the State Secretariat for Economic Affairs (SECO) addresses the issues of economic and financial crises in its own GP Finances and Trade. However, the assessment of this GP is not part of the evaluation.

Unlike GPCC, GPFS, GPMD and GPWI, GPH is located outside the Global Programmes Department with a clear mandate on multilateral action. This distinction is important to make. It is initially referred to but will not be repeated throughout the report.

⁴ Martin Dahinden, SDC Director 2008-2014. "Some thoughts and memories, and a look to the future", p. 28-29. (September 2014).

⁵ Message on International Cooperation 2013–2016, Key points in brief, p.2586.

competent federal offices. In addition, Switzerland supports its partner countries in the development of norms and policies to cope with global and regional challenges.

- b) **Innovative Projects:** To respond to newly-identified challenges, the GPs conduct innovative projects that are complementary to the Departments of Regional Cooperation, Cooperation with Eastern Europe, and Humanitarian Aid. The projects feed policy dialogue and enable the up-scaling of policy influence. They foster the application of new technologies and innovative forms of cooperation. In doing so, such projects focus on countries and organisations that are influential players in shaping regional and global policy.
- c) **Knowledge and Networking:** The SDC supports and participates in forums and networks that foster the development, sharing, and mainstreaming of thematic knowledge in and outside SDC. Networking is thereby being encouraged both within SDC and with representatives from the fields of politics, administration, the private sector, research academics, and civil society. These partnerships lead to innovative and practical solutions and increase Switzerland's influence in international policy dialogues.

The intended added-value of the GPs is in the combination of specialized competences, their orientation toward practice, and participation in the elaboration of international norms.

1.3 Genesis and institutional set up of Global Programmes

Global Programmes were developed in the SDC following a reorganisation in 2008. Four GPs (GPCC, GPFS, GPMD, and GPWI) are part of the Department of Global Cooperation, whereas GP Health is included in the Department of Regional Cooperation and is located in the Eastern and Southern Africa Division.

Strategic frameworks for the 2013 to 2017 period have been developed by GPCC, GPFS, GPMD and GPWI to guide the implementation of the strategic objectives outlined in the "Message to Parliament on International Development (2013-2016)". The GPH works under the Swiss Foreign Health Policy and is currently developing the Strategic Framework 2015 – 2019. All five GPs have a thematic network for knowledge management under their responsibility.

Annex 6 offers a more detailed description of the five GPs and demonstrates programme diversity in terms of themes, budgets, number of staff, and geographic focus.

1.4 Mandate of the evaluation

1.4.1 Rationale

Six years after the creation of the GPs as a new aid instrument in the SDC, an external look at what the GPs have accomplished is timely. Two main questions that guided this evaluation were:

- a) Are the GPs on track to achieve their mandate with regard to influencing policies?; and
- b) How are the institutional relations and interactions between the GPs and their operating environment in the SDC developing?

The evaluation team understands that the evaluation of GPs occurs at a time when the SDC is preparing for a new message on international development cooperation (2017-2020) to be shared with the Swiss Parliament. GPs are located in two different institutional

settings within SDC and the evaluation aims to provide conclusions and recommendations to address this particular organisational issue.

1.4.2 Objectives

The purpose of the evaluation is to:

- a) Generate lessons and recommendations to improve performance, results, and institutional learning;
- b) Render accountability on the use of GPs resources; and
- c) Contribute to strategic steering.

The three main objectives of the evaluation are:

<p>Objective 1: Appraise to what extent the GPs address the relevant policy themes in regard to the global and regional challenges.</p>	<p>Relevance</p>
<p>Objective 2: Assess to what extent the GPs have influenced policies at international, regional, and national level.</p>	<p>Effectiveness</p>
<p>Objective 3: Analyse and appraise the means through which the GPs have influenced policy.</p>	<p>Efficiency (means and resources)</p>

In this way the evaluation will contribute to institutional learning by generating lessons and recommendations to continuously improve the performance and results of the GPs.

Issues of poverty reduction are addressed to the extent that data were readily available. Poverty reduction is not the focus of this evaluation.

1.5 Methodology

1.5.1 Conceptual framework

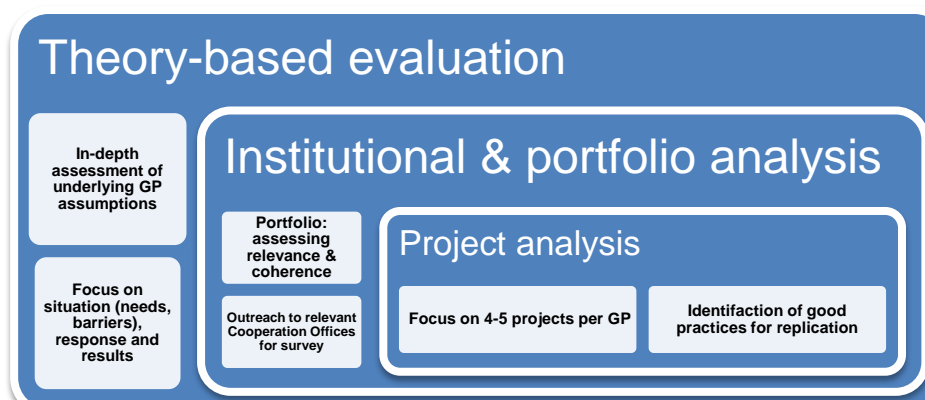
This section provides a summary of the evaluation methodology applied. The full evaluation methodology is explained in detail in Annex 3.

As outlined in the inception report, the Lotus M&E Group built upon a theory-based evaluation approach to address GPs' results. The approach was combined with an institutional lens on processes and the coherence of the GPs operating as a new aid instrument in SDC.

The following evaluation tools were used: theory of change workshops; a portfolio analysis; a stakeholder perception survey; assessment of a selection of projects; interviews with key informants in each of the GPs, more general SDC staff, and SDC counterparts, and; a short online survey for SDC staff overseas in SCO and Swiss Embassies. These data sources allowed for triangulation of evaluation findings.

Figure 1 summarizes the overall evaluation approach.

Figure 1 GP Evaluation approach



Following recommendations during the kick-off meeting with the evaluation's reference group on February 9, 2015 in Bern, the Lotus M&E Group decided against developing one project case study per GP, as was initially planned, and instead decided to assess the five GP portfolios.

Within this evaluation approach:

- a. **Theory-based evaluation** specifies intervention logics, also called “theories of change”, and elaborated on the assumptions behind each GP. Theory of change workshops were undertaken with all five GPs.

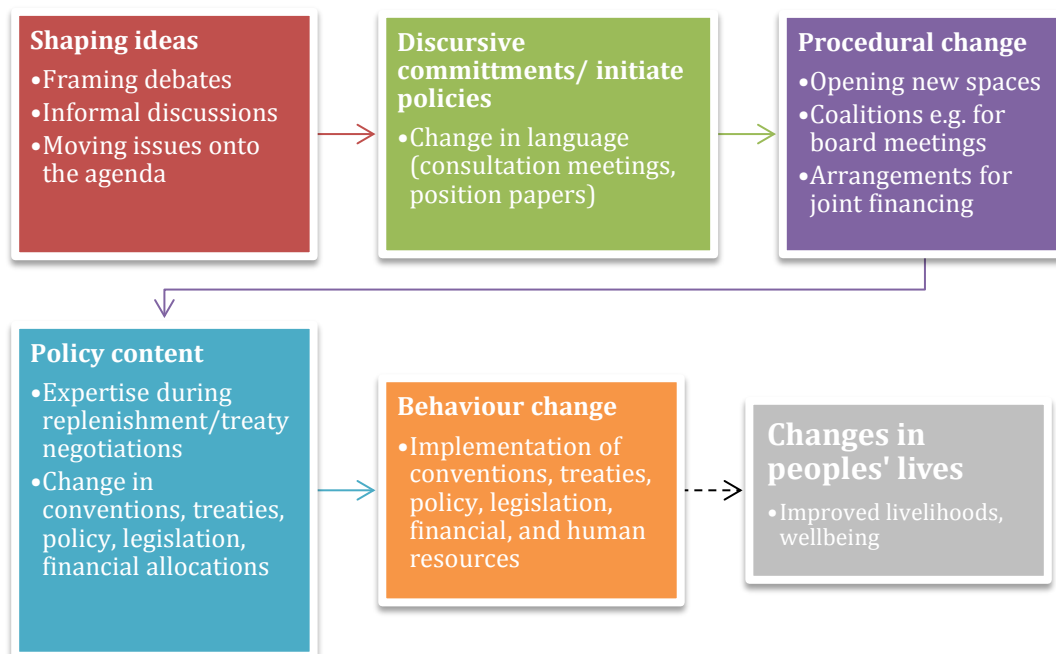
Given the importance of influencing policy as one of the GP's objectives and the focus of this evaluation, the evaluation team saw the need to further break down the concept of policy influence, as shown in Figure 2.

- b. For the **institutional-level analysis** of the GPs, the evaluation team included the criteria of coordination, complementarities, and coherence (the “3Cs”). The concept of “3Cs”, has been used at the European level since the early 1990s as a means of evaluating policy coherence for development⁶. Conceptually, this approach is transferable to assessing the institutional effects after the introduction of a new aid instrument. While GPs aim at Swiss policy coherence at the international level, issues of internal coordination, complementarities, and coherence with existing operational structures within the SDC are also pertinent. The institutional analysis was undertaken through a survey, focus group interviews, and individual interviews.
- c. The **portfolio analysis** consisted of a mapping exercise to see where the GPs are in the policy-influencing process with individual projects or clusters of projects. The portfolio analysis also entailed assessment of average budget size for each GP, geographical orientation, or changes in the portfolio before and after 2008 when the GPs were established.

⁶ Directorate General for International Co-operation and Development Ministry of Foreign and European Affairs, France (2007): Evaluation of the EU institutions & member states' mechanisms for promoting policy coherence for development. Evaluation Services of the European Union. Triple C evaluations, page 7

Stakeholders had the opportunity to provide quantitative scoring to some evaluation questions through an online survey that used standardised assessment scales, the results of which are presented in this report.

Figure 2 Steps in policy influencing



Sources: Jones, N. with Villar, E. (2008), Keck, M. and Sikkink, K. (1998), ODI, (2001), UN Evaluation Group, (2013)⁷, Aarvar et al (2012)⁸, amended

- d. Within the **project analysis**, a sample of projects was drawn from the overall portfolio for further in-depth analysis. The evaluators invited the management of each GP to propose seven projects with a close alignment to strategies of each GP and three projects that were either less-well aligned or less well-performing for inclusion in the project analysis. Out of the suggested 50 projects, the Lotus M&E Group selected 25 projects for inclusion in the project analysis. The project selection criteria are further explained in Annex 3.

The key evaluation questions are listed in the box below.

⁷ Jones, N. with Villar, E. (2008) 'Situating children in international development policy: challenges involved in successful evidence-informed policy influencing' in Evidence and Policy, vol4, no.1: p53-73.

Keck, M. and Sikkink, K. (1998) Activists beyond borders: advocacy networks in international politics. Ithaca, NY: Cornell University Press

ODI, 2001: A guide to monitoring and evaluating policy influencing

United Nations Evaluation Group, 2013: UNEG Handbook for conducting evaluations of normative work in the UN system, page 25

⁸ Aarva P, Zukale S, Magnusson A & Nogueira de Morais I 2012 Evaluation of Nordic Influence in Multilateral Organizations: A Finnish Perspective. Evaluation report 2012:6. Ministry for Foreign Affairs of Finland, Kopijyvä Oy, Jyväskylä.

Box 1 Key evaluation questions

Relevance

To what extent did the GPs (GP) address the relevant policy themes concerning global and regional challenges?

Effectiveness

To what extent have the GPs influenced policies at international, regional, and national level?

Efficiency

Through which means have the GPs pursued results in policy influencing?

The inception phase of the evaluation showed the heterogeneity of GPs. While a common evaluation framework was used for this evaluation, the use of thematic experts ensured that the specificities of each GP were captured in the evaluation. This was done, for example, by applying evaluation questions to the context of each GP.

In this respect, the evaluation team would like to stress that for external stakeholders, the distinction between GP and other parts of the SDC or the SDC and other parts of the Swiss government can be unclear. As a result, external stakeholders mostly referred to “Switzerland” when assessing GP’s effectiveness. While this lack of distinction might be unsatisfactory for GPs at first sight, it shows the perception of a coherent Swiss voice overseas on key policy issues, which is a positive and important finding.

The present evaluation is clearly an assessment of GPs and neither of the entire SDC nor the Swiss Federal Administration.

Overall, the evaluation team interviewed 148 GP stakeholders, about 40% more than envisaged in the inception report. 14 members of SCO or Swiss Embassies participated in an online survey focusing on internal coordination issues with a 85% response rate. 56 other GP stakeholders participated in a second online survey to rank GP relevance, efficiency, and effectiveness.

Source: GP evaluation

1.5.2 Stakeholders

The stakeholders for this evaluation are:

- a) The Swiss Federal Department of External Affairs
- b) The SDC Board of Directors
- c) Different departments and divisions in the SDC, including the GPs, SCOs, and Swiss Embassies in countries where GPs are operational
- d) The parts of the Swiss Federal Administration engaging with GPs, project partners, partner institutions and GP beneficiaries at global level and in the partner countries

Part B: Analysis of common issues to all Global Programmes

2 Findings and conclusions

2.1 Portfolio of the Global Programmes

This section used financial data from the five GPs for mapping and analysing the five GP portfolios. Entry points for the analysis are the number of projects, fund disbursements and project size, regional characteristics of the portfolio, and the starting dates of projects. The latter aimed at identifying the weight of “inherited” pre-2008 projects that operated before the GPs were established.

The overall annual budget of the GPs has more than tripled from CHF 59m (2010) to CHF 201m (2014). In 2014, the average size of a GP (CHF 40m) was approximately the size of a large SDC country program in regional cooperation. This has to be kept in mind for the evaluation of the effectiveness of GPs in the larger context of SDC development cooperation.

Preliminary analysis of the GPs in the inception phase and discussions with stakeholders and partners showed the heterogeneity and diversity of portfolios and approaches of the five GPs. This is further confirmed in the following portfolio analysis.

Figure 3 GP portfolio overview

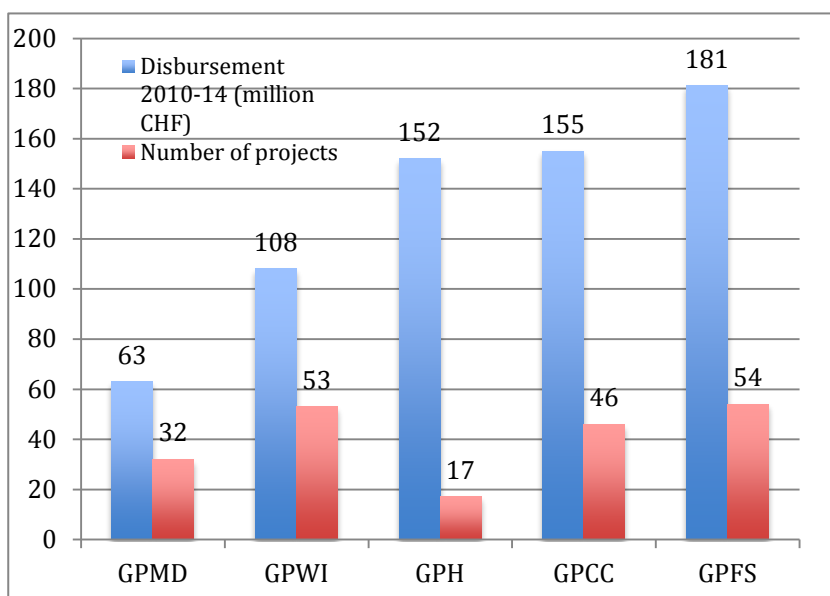


Figure 3 shows the number of projects per GP and the value of funds disbursed between 2010 and 2014 according to data collected from each individual GP. The data diverges from that provided by the SDC’s Statistics Division, as a larger number of projects were identified as “GP related” than in the GP’s portfolio overview shared by GPs with the evaluation team⁹. To work from a common baseline, GP data is used for this evaluation. In the period 2010 to 2014, 202 projects were active representing approximately CHF 659m in funding.

Figure 4 shows the **GPs’ portfolios by project size**, based on disbursements between 2010 and 2014. The percentage of projects worth less than CHF 1m ranges from 22% in

⁹ In prioritising limited GP management time, the evaluation team focused on engaging GP management to address the main evaluation questions. The divergence between the GP portfolio tracked by SDC’s Statistics Division and GP’s own perception of its portfolio deserves further review, however.

GPCC and 25% in GPH to constitute over half of GP portfolios for GPWI (55%) and GPMD (62%), with an overall average of 41%. In GPH this project size constitutes the smallest part of the portfolio.

Projects between CHF 1m and CHF 5m constituted roughly 1/3 of the portfolio for GPMD (34%), GPWI (36%) and GPH (37.5%). This project size constitutes the majority in the portfolios of GPFS (54%) and GPCC (59%) while the overall GP average reaches 44%.

The average of projects above CHF 5m is 15% across GP portfolios. For GPH, projects above CHF 5m constitute 37.5% of the portfolio¹⁰, and in GPWI, 19% of the portfolio are projects within this financial range. Less than 10% of projects in the other GPs were worth more than CHF 5m.

Figure 4 GPs by project size

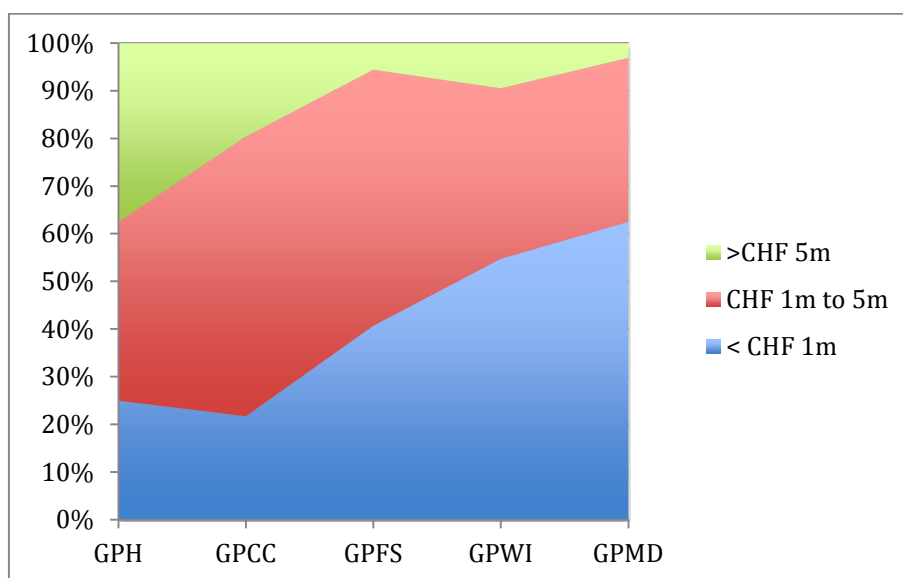
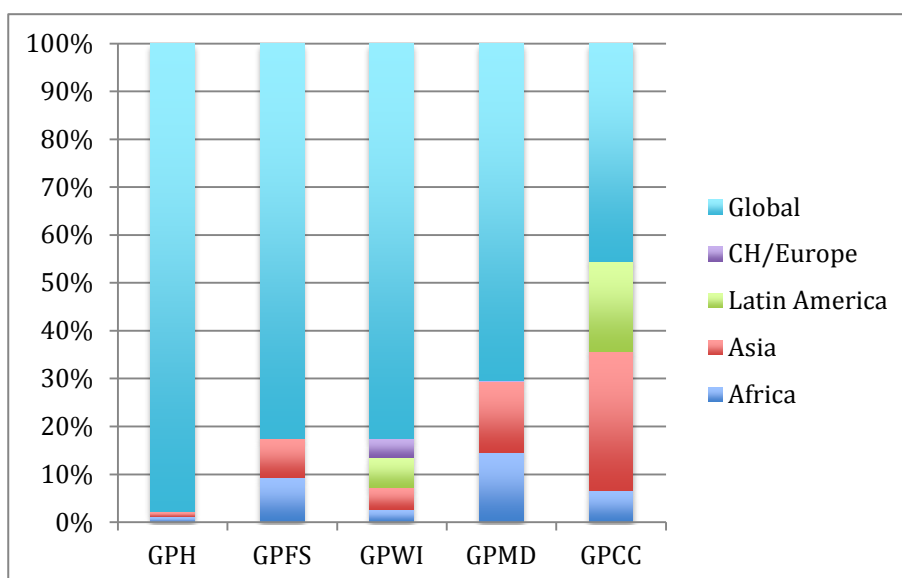


Figure 5 summarizes the percentage of GP budgets disbursed per region between 2010 and 2014. An average of 76% of all GPs' funds were disbursed globally. In fact, GPH disbursed 98% of funds globally, covering 15 out of its 16 projects. GPFS and GPWI spent 83% of budgets globally, followed by GPMD (71%) and GPCC (46%).

¹⁰ Particularly due to core funding to WHO, UNAIDS, GFATM and the International Planned Parenthood Federation, apart from two large-scale projects.

Figure 5 Percentage of GP budgets spent per region



All GPs invest in Asia and Africa. GPCC spent 29% of its budget in Asia, followed by GPMD (15%); both spent greater proportions of their budget in Asia than the total GP average of 11%. The average for GP budgets spent in Africa was 7%, with GPFS (9%) and GPMD (15%) investing more in the region than did other GPs. Only two GPs disbursed budgets in Latin America: GPCC (19%) and GPWI (6%). The only significant GP disbursement in Europe was undertaken by GPWI in Switzerland, representing 4% of its budget and 20% of its project portfolio. This analysis cannot identify the individual countries in which GPs partner with global operations to eventually invest GP funds. Globally-acting NGOs such as the International Land Coalition, for example, operate through multiple funding sources, including GPFS, in Albania and Niger, but this final expenditure of GP funds by the individual partners is not reflected in the analysis above.

Figure 6 shows the projects that started before GPs were established¹¹ and that were on-going after 2008 and their weight in the GP portfolios. For consistency reasons, 2008 is used as the cut off date for this analysis.

The picture provided by the analysis is a good reflection of the genesis of the GPs and their heterogeneity. The theme of migration and development was institutionalised in the SDC with the creation of GPs and therefore did not have an existing project portfolio before 2008.

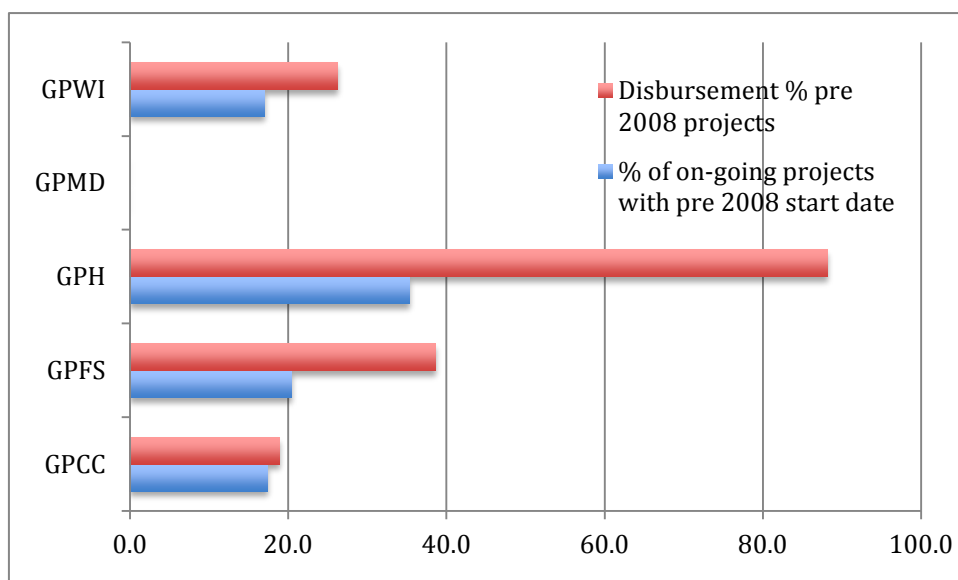
For GPs other than GPMD, the percentage of projects in the portfolio that started dated before 2008 varied between 17% (GPCC and GPWI), 20% (GPFS), and 35% (GPH). GPCC, GPFS and GPWI inherited projects from the former “Fachdienst” Natural Resources.

This picture is even more nuanced when analysing the percentage of disbursements in pre-2008 projects. GPCC invested 19% of the budget disbursed between 2010 and 2014 in projects beginning pre-2008 compared to 26% in GPWI and 39% in GPFS. In GPH, 88% of all disbursements were directed to projects that began before 2008. In both GPFS and GPH, the high percentage of disbursements in pre-2008 projects is closely related to core funding, mainly of multilateral organisations such as the International Fund for

¹¹ Those projects were originally part of the former organisational units of “Fachdienste”.

Agriculture Development (IFAD), the World Health Organisation (WHO), UNAIDS, or the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM)¹².

Figure 6 Projects started before establishing GP



2.2 Relevance of Global Programmes

This section assesses the relevance of GPs to the SDC in the light of the message on international development given to the Swiss Parliament (2013-2016). The alignment between GP projects and the respective overarching strategy was analysed before the evaluation team assessed the relevance of GPs for addressing global risks. The document review, theory of change workshops, interviews, and on-line surveys were used for this purpose.

Key findings:

- GPs are part of the “new diplomacy” to address global challenges.
- Stakeholders see GPs as a new aid instrument that combines technical expertise with political expertise and diplomacy to leverage the policy of Switzerland well beyond the SDC.
- Switzerland and the SDC are more relevant and stronger in global debates thanks to GP’s concerted efforts to influence policies in multilateral thematic processes.
- GPs operate within the remits of their strategic frameworks/health policy and the Message to Parliament (2013-16).

2.2.1 Relevance for Swiss foreign policy and SDC

The Message to Parliament on International Cooperation 2013 – 2016 focuses on Switzerland’s commitment to five goals: (1) preventing and overcoming crises, conflicts and catastrophes; (2) creating access for all to resources and services; (3) promoting sustainable economic growth; (4) supporting the transition to democratic, free-market systems, and; (5) helping to shape pro-development, environmentally–friendly, and socially-responsible globalization.

¹² Core funding to IFAD constitutes 78% of GPFS’ portion in pre 2008 projects; this compares to 92% of core funding to WHO, UNAIDS, GFATM and the International Planned Parenthood Federation as part of GPH’s portion in pre-2008 projects.

The Message explicitly states that cross-border risks associated with climate change, lack of food security, water shortages, inadequate access to healthcare, migration, and economic and financial instability all damage development opportunities, particularly for poor countries. To counter these, Switzerland is developing innovative solutions in these areas as part of its GPs. This will enable Switzerland to exert a targeted influence on international policy and the negotiation of global regulations.

Based on this Message, the GPs are directly relevant. They have all shown their international relevance in that they all pertain to key issues in larger global processes, many of which have a place in the Millennium Development Goals and now in the Sustainable Development Goals.

The Message goes on to state that “SDC’s global programmes are designed to promote innovations that make an important contribution to overcoming the problems posed by poverty and development. Thanks to these specific, tangible contributions the SDC is able to help shape international policy.” Through this evaluation it has become clear that GPs are seen as taking calculated risks and pursuing innovation in their respective fields (i.e. migration and water), which has allowed GP staff to find new solutions for problems by, for example, working on labour migration in Gulf countries or addressing the controversial issue of land-grabbing. The GPs were found to relevantly support the Message to Parliament by focusing on global risks and contributing to innovation.

2.2.2 Relevance of Global Programme activities regarding Global Programmes’ strategic frameworks

The evaluation undertook a detailed analysis of the relevance of GP activities with regard to their overarching strategic frameworks. Currently the four GPs under the Department of Global Cooperation benefit from such frameworks, while GPH is in the process of developing its 2015-2022 strategic framework.

GP strategic frameworks are ambitious and aimed at guiding the GPs. The project portfolios correspond to those guiding documents. At times certain objectives or targets receive more focus than others, which is discussed in more detail in Part C and in Annex 13 for the GPs benefiting from a strategic framework.

2.2.3 Relevance for addressing global risks

The SDC and Switzerland more generally are making a concerted effort to influence policy. The GPs are an important part of this effort and have been effective tools to influence policy. Through this evaluation, GPs were found to be an important instrument to leverage Swiss policy influence. GPs are seen as a new way of development cooperation that other countries and organizations are starting to look to as a model.

The general impression among respondents was that Switzerland and the SDC are stronger in global debates thanks to the GPs in multilateral and wider international thematic processes. Switzerland is now better positioned to raise its voice in international processes and in existing multilateral institutions, particularly with regard to the SDG process.

The Development Assistance Committee (DAC) peer review gave feedback to the SDC along these lines. The engagement of GPs is seen as a pioneering approach. The World Bank had taken a closer look at this, and GPWI in particular was identified as a model of good practise in the way they work in the field of water. Other donors have perceived GPs as an approach that is interesting and new.

The GPs have enabled Switzerland to gain traction at the global level, but they are still developing and maturing in GPMD while the stage of consolidation seems reached in GPC, GPFS and GPWI. An important part of the GPs is that they combine technical expertise with political expertise and diplomacy. GPs have facilitated the entry of SDC to new countries that are often highly relevant from a foreign policy perspective.

GPs are an example of what is called the "new diplomacy" that addresses issues that constitute global challenges, as shown in the WEF 2015 Global Risk Report¹³. Stronger strategic cooperation between GPs offers opportunities to better address the connectivity of global risks for GPs' post-2017 strategic frameworks, particularly in the light of SDG implementation.

Conclusions:

- Through GPs, Switzerland is strengthening its position in global policy influencing. GPs enabled Switzerland to enter important international arenas of global policy influence and norm setting.
- All GP areas are key areas of discussion under the current sustainable development goals and important global processes. Through the GPs, Switzerland positioned itself well for the SDG implementation phase.
- Considering the budget, the GPs are a cost effective investment, as shown in the portfolio analysis.
- With GPs, Switzerland has introduced a future-oriented approach to international development. All GPs were found to be relevant both within the SDC and outside it (amongst partners and international actors in the field). The thematic areas were chosen strategically to address specific global challenges. The logic of a global programme is valid: to address global issues through action and policy influence at a global level.
- GPs are internally relevant due to their alignment with the Message to Parliament (2013-16) given GP strategic frameworks.

2.3 Effectiveness: results of Global Programme policy influencing

This section explores GP results in terms of policy influence and the value added by GPs to the work of other parts of the SDC. A summary of most-significant results in policy influencing at national, regional and international level follows for the five GPs. The section includes a description of innovative partnerships, up-scaling of innovations, and common challenges in influencing policy across GPs. The analysis concludes on how GPs influence policy and identifies factors that may catalyse or slow down the process by which GPs achieve results. Document review, theory of change workshops, interviews, and on-line surveys were used for assessing the effectiveness of GPs.

Key findings:

- GPs make a difference for the SDC and for the Swiss foreign policy in influencing global policies and global norms setting.
- GPs are strategically positioned to work with Swiss Permanent Representations to the UN and with partner countries; coordination with other parts of the Swiss administration, accompanied by clusters of (innovative) projects, contribute to GPs' policy influence.
- All GPs have worked closely with the Post-2015 teams in New York and Bern.
- Domestic Swiss policies and the positioning of the powerful Swiss private sector can affect the credibility of Switzerland in influencing policy in the global arena.

Factors that promote GP policy influence:

- Strategic placement of regional advisors and GP staff at the UN missions in New York, Rome, and Geneva.
- Use of Swiss coordination platforms where the SDC has the lead.
- Soft power through funding 13 multilateral organisations where the SDC is among the

¹³ World Economic Forum, 2015: Global Risk Report

top ten core donors and linked to the Multi-Bi Pool, which allows for strategic funding of those organisations that aim to influence their internal policies but also to engage in the policy dialogue (nationally, regionally, globally) and through a long-standing cooperation in partner countries in the South and East.

- Professionalism of competent teams.
- GPs taking calculated risks in terms of new partnerships and thematically controversial topics (such as land grabbing with Swiss companies being part of the problem).
- Strong thematic expertise in the GP and the partners which it supports directly.
- Flexibility to react to opportunities is a clear asset, including selection of partners (Partnership approach with implementation partners, to leverage resources and to develop jointly policy strategies) and geographic areas.
- Demonstration of approaches in the field is the evidence base required for successful policy influencing.
- Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York and Rome; Placing GP staff in those strategic locations but also countries such as India and China makes a difference for GP's, SDC and the Swiss Foreign Policy.
- Selecting global leaders as project partners and strategically placing regional advisors accordingly.

Factors limiting GP's policy influencing:

- Room to be even more selective emerges for GPs with opportunities to shift efforts to stronger integration of new players in global development in view of SDG agenda.
- Room for even stronger alignment of GP projects to clusters and priority areas in GP strategies.
- Department Regional Cooperation's uptake of GP results to the diplomatic parquet excludes GPH, being in a different organisation structure than the rest of GPs.

Opportunities:

- GPs are in a position to contribute through its partners but also in-house with SCOs to work on the transformational processes.

There is a difference between the internal (SDC) and external perceptions of GPs. Externally the global programs are discussed little critique; internally, the GPs are critiqued mainly due to perceived issues related to communication, knowledge sharing, lack of internal coherence, and efficiency.

2.3.1 Global Programmes are making a difference in global policy influencing

GPs make a difference for SDC and for Swiss foreign policy. While the concept of influencing policy is not new to the SDC, GPs are strategically positioned to work with Swiss Permanent Representations to the United Nations (UN), namely:

- a. At the UN Secretariat in New York by shaping the new global framework for sustainable development by negotiating the post-2015 agenda;
- b. In Geneva as a hub on global health diplomacy; and
- c. At the UN food and agriculture agencies in Rome.

Work of GPs within these locations focused on selected issues in health, water, migration, and food security. The strong personal engagement of the Swiss ambassadors in all three locations clearly facilitated GPs and ultimately Swiss policy influence. Within the GP approach, project clusters addressed different steps of the policy-influence process and are accompanied by innovative projects and up-scaling of innovative approaches. GPs' approach was catalysed by closer coordination with other partners within the Swiss Federal Administration, which required significant time investment on behalf of the management of the individual GPs. In GPFS, management staff spent 25 to 40 per cent of their time on coordination issues. This number reached 50% in GPCC. The development of the Swiss health foreign policy serves as one example of time-consuming coordination

efforts, but all GPs featured time-consuming coordination processes that were not necessarily accompanied by appropriate GP staffing.

The influence of GPs has extended to giving legitimacy to new development issues such as migration and development, which are now anchored in the SDGs. This was not the case in the 2000 - 2015 Millennium Development Goals (MDGs).

All GPs have worked closely with the Post-2015 teams in New York and Bern. GPMD and GPWI had and continue to have strong influence on the post-2015 agenda. In Rome, GPFS can influence the policy process through participation in the different fora of the Food and Agriculture Organization (FAO) and the International Fund for Agriculture Development (IFAD). GPH's involvement was instrumental in the formulation of SDG 3 on health.

GPWI is another good example of how Switzerland can exert policy influence through a GP. In 2012, Switzerland in collaboration with the Netherlands and other countries co-led the global thematic outreach and consultation process of the UN development group for water to identify strategies to address water in the post-2015 agenda. All resources, including promotion of the role of Switzerland as a member state of the UN direct interventions by the head of the Swiss Federal Department for Foreign Affairs (FDFA), had to be brought together and to work with a higher intensity on this policy.

A similar process was undertaken for migration: Switzerland together with Bangladesh engaged in 2012 as co-leaders in the global consultation of the UN development group on population dynamics. The aim was to identify strategies to address population issues in the post-2015 agenda.

Some main successes of the GP in influencing policy include:

- a. Support mobilised by GPWI enabled key recommendations on water to be placed in the SDGs by the Open Working Group. The water goal in the SDGs document strongly reflects that content proposed by Switzerland and by the GPWI more specifically.
- b. GPMD was instrumental in getting migration on the post-2015 agenda. In the negotiations, GPMD were able to introduce many specific targets on migration in that SDG proposal. The GPs are still engaged in the SDG process by supporting frameworks for financing development. GPMD for example works on remittances at the international level and developed proposals on how to address this issue in this financing framework.
- c. GPCC is represented on the boards of the Adaptation Fund, Global Environment Facility (with BAFU), and the Green Climate Fund (rotation with BAFU, SECO). Switzerland has been mobilized by GPCC to help China to revise the air protection law. This can potentially contribute to reducing air pollution and global emissions and can also affect the health of 756m urban people, 54% of China's population¹⁴.
- d. In the area of health, Switzerland was seen as highly influential in terms of policy. The Swiss commitment to sexual and reproductive health as a "difficult" theme was mentioned repeatedly. Most respondents saw no difference between a "global" and a "developmental" approach; they saw Switzerland as using the country experience to gain credibility at the global level (for example in the GFATM), and the Swiss were also perceived as using global organisations and agencies to initiate programmes in countries (UNAIDS). Drawing on bi-lateral and regional experience

¹⁴ www.worldometers.info/world-population/china-population/

was seen as an "excellent trademark". *"Global programmes are for country reinforcement"*. In most cases the link between country experience and global strategic policy action was seen as positive.

The contribution to policy influencing to poverty alleviation was seen as both direct and indirect: working on neglected tropical diseases, addressing issues of access to medicines and affordable products, and supporting the most disadvantaged in relation to sexual rights were seen as activities with an impact on poverty.

GPs also impacted policy related to climate change. The Swiss position would be much less effective and would have a significantly smaller influence on all international climate policies in many areas, including multilateral treaties and agreements, in the absence of GPs. This is of particular relevance as Switzerland is a small country and has to make efforts to be heard at the international multilateral arena. Hereby the GPCC helps by enhancing credibility, realism, and effectiveness concerning aspects of poverty reduction as well as sustainable development in general. Moreover, GPCC is carrying the bulk of the financial commitments of Switzerland in terms of climate finances, and it succeeded in gaining influence at the international level to ensure that finances related to climate are also internationally spent well and effectively. Despite this influence, the GPCC is less directly acknowledged as participating in this process; on the international level, Swiss activities are often just attributed to "Switzerland" as a whole rather than to specific Swiss activities, as in the case of GPH.

Especially in the areas of water and migration, the GPs have taken a pioneering role. The diversity of GPs is reflected in the diversity of the results achieved in influencing policy. Most results refer to the global level, followed by the national level. This is further analysed in Part C of this evaluation report.

2.3.2 Importance of results along the results chain of policy influence

This section uses results from the evaluation questionnaires to assess the extent to which GPs have advanced along the policy-influencing results chain. Data from the online survey completed by GP stakeholders is also used. Specific examples of GP results along the policy influencing results chain developed for this evaluation are listed in Annex 14.

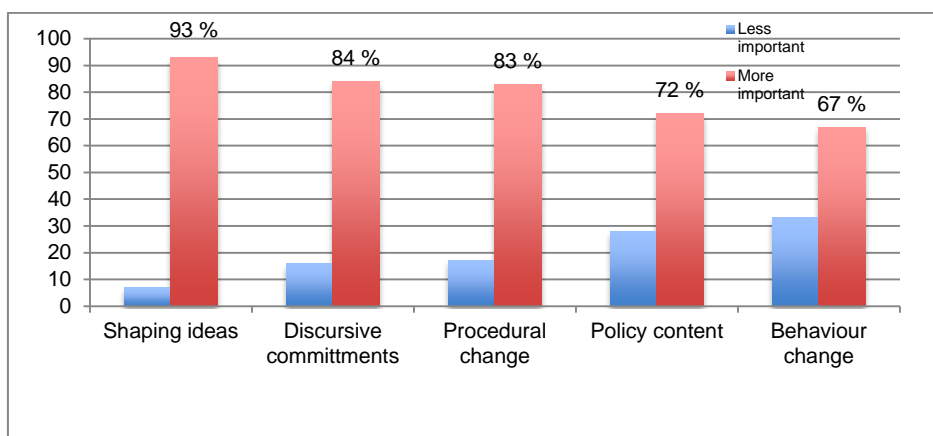
The effectiveness of GPs is underpinned by quantitative evaluation data¹⁵ derived from an online survey of stakeholders, which included policy partners, staff of the SDC who did not work in a GP, beneficiary organisations, GP staff, and GP consultants.

Across the GPs, the importance of results in policy influencing decreases along the policy influencing results chain, and this trend can be expected. The GPs were seen as effective in influencing policy at a high level, with over 90% of respondents¹⁶ indicating that GPs played an important role in shaping ideas in policy processes. The smallest percentages of respondents (67%) felt that GP results could elicit behaviour change when global norms or policies are being implemented. The opinions of stakeholders regarding areas of GP influence are summarised in Figure 7.

¹⁵ n= 56: GPCC (10), GPFS (7), GPH (16), GPMD (18), GPWI (5). 14% policy partners, 36% beneficiary organisations of a GP, 11% SDC staff outside GP, 11% GP staff, 9% consultants of GP, 19% others

¹⁶ Top three levels on a six-point scale

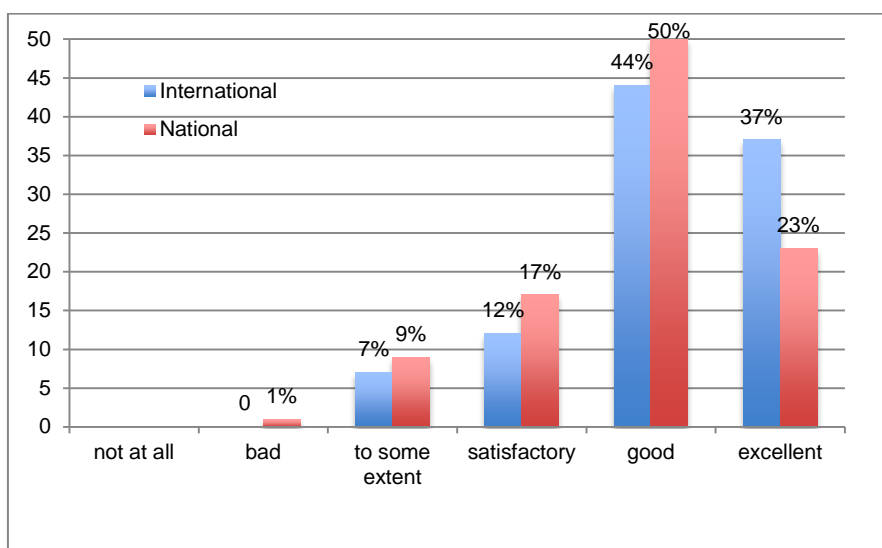
Figure 7 Policy influencing process: importance of GP results



The focus of this evaluation was on steps 1 to 5 in the policy influencing results chain¹⁷, as specified in the inception report. Examples of results along the policy influencing results chain developed for this evaluation are listed for each GP in Annex 14. Data on the impacts of GP projects or interventions on the lives of the poor were not collected but qualitative evidence emerged for example in two out of the four components of GPFS, including work on food loss.

The evaluation also assessed the overall effectiveness of GPs both at the international and national level, again based on on-line ratings of GP stakeholders¹⁸. On average, a slightly higher proportion of respondents perceived GPs to be effective at international level (85%) than at national level (81%). This is further broken down in Figure 8 below.

Figure 8 Effectiveness of GP policy influencing



¹⁷ See Figure 2

¹⁸ n= 56: GPCC (10), GPFS (7), GPH (16), GPMD (18), GPWI (5). 14% policy partners, 36% beneficiary organisations of a GP, 11% SDC staff outside GP, 11% GP staff, 9% consultants of GP, 19% others, based on stakeholder participation in on-line scoring

2.3.3 Up-scaling of innovations for policy influence

This section provides insights into up-scaling innovations and the extent to which GPs facilitate the development of new and innovative partnerships to feed policy dialogue.

Access to water and sanitation for the poor: By promoting global and innovative projects targeted at scaling-up pilot interventions to full roll-out, GPWI contributed to results on the ground. Examples of global or a regional scope are, Global Sanitation Fund (GSF)¹⁹; Strategies in rural water supply and sanitation (SABA); Safe Water Asia²⁰; the NGO program; or the Rural Water Supply network (RWSN).

Strategies in rural water supply and sanitation (SABA): GPWI used the opportunity to capitalize on 20 years of experience of the SDC in rural water and sanitation in Peru by scaling-up the strategies. GPWI experienced leverage effects, by national and international scaling-up of operations. It is likely that the intervention model will be replicated in Colombia. The evaluation did not observe a major policy effect on the large financing organizations in rural water and sanitation in Latin America. The Inter American Development Bank (IADB) or national programs in Peru like FONCODES have not yet taken up the SABA model in their operations, at least not in a prominent place²¹.

Food loss: Following the SDC post-harvest management innovations in Central America dating back to the 1990s (POSTCOSECHA), GPFS now engages in food loss policy implementation in African countries. GPFS uses the SDC's strong evidence base on this topic to influence policy makers in Benin, Burkina Faso, Ethiopia, Democratic Republic of Congo (DRC), Mozambique, and Uganda. This has led to the design and implementation of national food loss policies in those countries as well as in the African Union at large through a GPFS-funded project.

The Partnerships for Health (P4H) – Social Health Protection Network: GPH supports P4H as a response to the global challenge faced by the approximately 100 million people who are pushed into poverty each year by paying for health care out of pocket (OOP) at a time of need. Policy change at country level includes the health financing policy in Tanzania. In the context of universal health coverage, a specific product like the leadership course²² is making a difference in health outcomes. Following its roll out in Africa, the course will now be replicated in Asia.

Innovative partnerships

Innovative partnerships pursued by GPs include the engagement of GPFS with the NGO Mercy Corps on agri-finance mobile innovations and the private-public partnership with the Ticino-based private sector company SARMAP on harvest forecasting and insurance.

The partnership with Mercy Corps aims to capitalise of the strong growth of mobile phone networks in rural areas of the developing world. The project bundles key services of agriculture advice from the private sector and research and extension institutions with financial service providers and telecommunication companies. About 180.000 small land holders are targeted in Uganda, Zimbabwe, and Indonesia.

¹⁹ 7 million people access to sanitation

²⁰ 150,000 persons with access to safer water, with an investment of CHF 4,880,000.-, according to evaluation in 2012

²¹ Result of specific searches on the websites

²² For mid-level and high-level health and finance policy-makers, development partners, and other key stakeholders.

The private-public partnership with the Ticino-based private sector company SARMAP on harvest forecasting and insurance (“Remote sensing-based Information and Insurance for Crops in Emerging economies, “RIICE project”) is further described in section 2.3.2.

Swiss financial and political support to product development partnerships (PDPs) in the health sector was critical for success in PDPs. Those partnerships focus on improving health in developing countries through product discovery and development. GPH organised contacts with relevant national Swiss institutions and pushed PDPs receiving Swiss support (such as DINDi, [Medicines for Malaria Venture \[MMV\]](#), and FIND) to work together.

2.3.4 Challenges in policy influencing

Factors challenging the credibility and legitimacy of GPs in the policy-influencing process are identified in this section.

Swiss domestic policies and the positioning of its powerful private sector can affect the credibility of Switzerland in influencing policy in the global arena. For example, Swiss domestic migration policy is often counter to what GPMD is promoting at the global level, and this can undermine legitimacy. The SDC is pushing for the convention on migrant workers and domestic workers, but Switzerland has yet to domestically ratify these conventions. This highlights potential policy incoherence between domestic policy and positions negotiated globally. Similar challenges appear for GPH, as Switzerland has not ratified the Framework Convention on Tobacco Control (FCTC).

Partners of GPFS commented critically on some Swiss companies’ behaviour that was perceived as counterproductive to GPFS’s efforts on access to land and land governance within the “land grabbing” debate. GPFS’ right to food agenda seems to clash with the business practices of powerful, mainly Geneva-based commodity traders. Further health issues arise in relation to Swiss pharmaceutical and food companies. Those examples can clearly hamper GP’s credibility of policy influencing in those specific areas.

2.3.5 Key factors for success

GPs are an example of Switzerland’s “*smart*” diplomacy, which is effective in influencing policy. Switzerland in general is seen as trust worthy, honest, bridge building, pragmatic, strategic and with a long-term perspective. Switzerland is seen as successful in leveraging its financial resources.

The **demonstration of approaches in the field**²³ is the evidence base that is required to underpin work on policy influence and global norm setting for all GPs. All interviewees commenting on the approach of GPFS, GPH, and GPWI positively rated GP in this domain.

Examples of approaches in the field creating an evidence base can be seen in the case of food loss policy implemented in Benin, Burkina Faso, Ethiopia, DRC, Mozambique, and Uganda, which were replicated from SDC experiences in Central America in the 1990s.

The capacity of the SDC and its policy partners (FDFA) to technically demonstrate the feasibility and effectiveness of proposals enhances perceptions of Swiss efficacy. As a result Swiss proposals are taken seriously at the negotiation table. Another factor that strengthens the Swiss bargaining position is GP’s approach to globally-operating partners.

²³ This refers to successful development approaches tested in partner countries

With those partners, resources can be leveraged and negotiation strategies can be jointly developed. There are examples in GPWI and its work with Forest Trends, International Union for Conservation of Nature (IUCN), and the World Economic Forum or GFS's engagement with Biovision in New York and beyond.

Switzerland's Permanent Representations to the United Nations

GPs are operating through close cooperation with Switzerland's Permanent Representations to the United Nations in Geneva, New York, and Rome. In New York, GPWI and GPMD share a staff member in the Permanent Representation and thereby enjoy direct access to the UN and the full support of the Ambassador. The same applies for Geneva and GPH. Those privileged entry points are more costly than a position in Bern (i.e. one staff member in New York equals 1.5 staff in Bern). Bearing in mind a) the elevated costs compared to staffing in the capital and b) that positions are only temporary approved, GPs need to be clear about their longer-term engagement with Switzerland's Permanent Representations and how such engagement will be funded.

Placing GP staff in those strategic locations as well as in countries such as India and China helps accelerate the impact of GPs, the SDC, and the Swiss Foreign Policy in general. The geographical proximity of GP staff placed in Switzerland's Permanent Representations allows for close monitoring of UN policy discussions. As Switzerland is not a UN heavy weight, the timing of its engagement is of utmost importance, as shown in the successful negotiations of a water goal for the SDGs.

Through close alignment with countries like China, Bangladesh, or Mexico, Switzerland helped move agendas forward on areas such as migration (with Mexico and Bangladesh) and climate change (with China).

Selecting global leaders as project partners

GPs' cooperation with global leaders is a success factor, independent of whether partners are Swiss. This includes the private sector, research institutions, and NGOs.

Regional advisors can play an important role in facilitating GP access to key policy makers with government or intergovernmental organisations (e.g. African Union, AU). A certain profile of staff is required to ensure a coherent Swiss approach and to avoid parallel structures, however.

Use of Swiss coordination platforms where SDC has the lead

This is particularly successful in the case of water initiatives, where the SDC leads the official consultative platform on water of the ISDC (in German: IDANE). In the case of climate change, GPCC has the lead with BAFU and SECO (rotation), but the SDC controls most of the funding that influences the effectiveness of the platform. In global health, Switzerland actively networks the PDPs and has created formal and informal platforms to take the Consultative Expert Working Group (CEWG) agenda forward.

Selection of geographic areas

Following the reorganization in 2008, GPs and the Department Regional Cooperation were supposed to operate in separate geographic spaces²⁴. This has changed and GPs and Department Regional Cooperation now have geographical overlaps.

²⁴ As independently confirmed by at least three SDC stakeholders

“One added value of GPs is more geographic mobility with a thematic focus. This is important to truly operate as a foreign policy tool. This broader geographic base enhances thematic knowledge to policy influencing through engagement with Multilateral Organisations”.

Source: SDC stakeholder

In a way, the GPs’ on-going geographic flexibility could be interpreted as a counter-reaction of the former Foreign Minister to decreasing numbers of SDC priority countries combined with a strengthened strategic move of Switzerland’s development cooperation to the global level. The Global Cooperation Department’s management has the vision of ending the geographic separation of GPs, the Departments Regional Cooperation, Eastern Cooperation, and Humanitarian Aid; management wants better coordination among bodies as envisaged in the new message to Parliament.

The geographic overlap between GPs and other parts of SDC field operations creates coordination challenges in countries of implementation; in some cases, it can also generate reputational risks for Switzerland, as shown in the example below.

“When the GP started engaging in my country they created a big mess. The GP worked even with partners blacklisted by our SCO and revived projects previously rejected by the SCO due to a lack of country relevance.”

Former SDC country coordinator

In practice, GPs working beyond the 18 SDC priority countries allows decades worth of SDC expertise to be up-scaled in countries such as India, Peru, or Colombia. From a foreign policy perspective this approach is laudable, as expressed in the Swiss Permanent Representations to the United Nations in New York and Rome. Other Swiss Federal Administration partners such as the Federal Office for Agriculture (FOAG) better understand the SDC when a more flexible geographical approach is taken, with a greater geographical overlap.

The SDC’s partners across GPs support the inclusion of middle-income countries in GP portfolios, and this approach was uncontested by GP partners: the World Bank, United Nations Department of Economic and Social Affairs (UNDESA), UN WATER, the International Organization for Migration (IOM), and national governments, such as that of Spain, have signalled the value of including middle-income countries in GP programming.

At this stage, the geographic spread of GPs is often related to where its partners can make that most difference in a given intervention domain, which is an opportunity-driven strategy.

Use of soft power

GPs also exert soft power, namely through funding 13 multilateral/international organisations²⁵ in which the SDC is among the top ten donors and through a long-standing cooperation in partner countries in the South and East. Core funding to multilateral organisations is becoming increasingly scarce. According to GP stakeholders from multilateral organisations, the combination between core funding, technical and diplomatic excellence, and engagement with partners are key factors that enable GPs to

²⁵ Funding is provided through Global Institutions Division under the Department Global Cooperation. But the strength is the strong link that is built between Global Institutions Division and the GPs so as to enhance influence.

exert a significant amount of policy influence, . Funding innovations such as PDPs is also critical to shaping the potential impact of GPs, especially in GHP.

The Multi-Bi Pool, established in 2013, is another instrument for strategic funding that aims to both influence the internal policies of multilateral organisations and to shape how such organisations engage in policy dialogues at different levels (nationally, regionally, and globally). Further on, the pool allows strengthening of the SDC internal relationship between the Departments Global and Regional Cooperation on the multilateral dimension.

Professionalism

The professionalism of competent teams with practical, thematic, on-the-ground experience and experience in multilateral settings was also identified as a success factor across the GPs.**Error! Reference source not found.** Figure 9 shows the qualitative findings of the evaluation interviews.

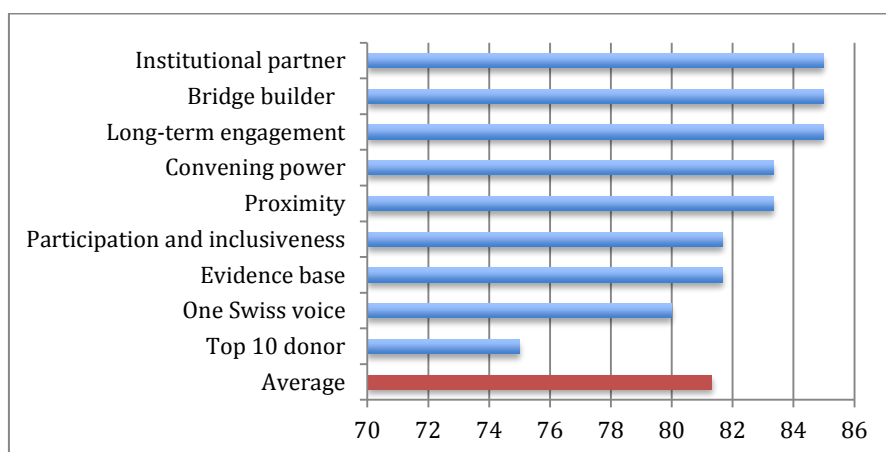
Risk taking and flexibility

Other perceived important elements of GP approaches include the capacity of GPs to take calculated risks in terms of new partnerships and thematically-controversial topics, such as land grabbing, an area in which Swiss companies are part of the problem, or progressive migration policies, which are domestically less well received. Though the choice to take such risks can affect the legitimacy of Switzerland²⁶, GPs position themselves and Swiss foreign policy clearly.

Flexibility to react to opportunities, including selection of partners and choice of geographic areas of work, is also a clear asset.

Results of a survey across 69 GP stakeholders²⁷ indicated that Switzerland seen as effective a) as a bridge builder; b) due to its long-term engagement in developmental topics, and c) as an institutional partner that provides organizations with financial, technical, and diplomatic support through, for example, reform processes, as shown in Figure 9.

Figure 9 Selection of factors determining success of GPs



n=69; Scale: Percentage

Ratings for Switzerland’s convening power²⁸ and its proximity to where decisions are made (through the Swiss Permanent Representations to the UN in Geneva, New York,

²⁶ Legitimacy in terms of an independent broker

²⁷ n= GPCC (10), GPFS (21), GPH (15), GPMD (18), GPWI (5)

²⁸ Meaning Switzerland’s capacity to bring together parties with different political positions

and Rome, for example) were high, with 83% of survey respondents indicating that these factors shaped GP effectiveness. Switzerland's approach to participation and inclusiveness through, for example, actively engaging civil society in the developing world and the private sector in countries of operation is also perceived as increasing GP effectiveness. Using a strong evidence base for its policy-influencing works seems equally important for Swiss effectiveness on GP themes, as does Switzerland talking through "one voice" by ensuring coherence of policy messages delivered by different Swiss institutions. The latter is a reflection of policy coherence across the Swiss Federal Administration. In fact, the further stakeholders are located from Bern, the more coherent different Swiss Federal offices appear. This phenomenon of "talking with a single voice" does not necessarily hold true for other donor countries, as recognized by stakeholders in multilateral organisations. Swiss domestic coordination is an area in which the management of individual GPs invest significant amounts of time, resulting in cooperatively-designed policies such as the Swiss Foreign Health Policy.

It should be stressed that for external stakeholders, the distinction between GP and other parts of the SDC, or between the SDC and other parts of the Swiss government, was difficult to define. GPs are perceived by external stakeholders often as "the SDC" or as "Switzerland", and clear distinction between entities is often neither possible nor to be expected. As a result, external stakeholders mostly referred to "Switzerland" when assessing GPs' effectiveness. While the evaluation team ensured that areas assessed referred to GP projects and agendas to maintain the link to GP performance, it was not always clear to external stakeholders that these projects or agendas fell exclusively within GP operations or domain.

With exception of health, external stakeholders controversially discussed to what extent the role of Switzerland as a top-10 donor creates additional influence on multilateral organisations. However, the overall rating from the stakeholder survey is high (75% effectiveness rating in average).

Other success factors are more specific to the individual GPs and are listed in annexes 8 to 12.

2.3.6 Limiting factors

Are GPs doing too much?

The World Bank, as one of the main partners of the SDC, appreciates the role of GPs.

"With the Global Programs, SDC has established the right level of relationship with us, the World Bank. GPs help to push our programmes."

Source: World Bank stakeholder

GP stakeholders in Washington, however, raised the question of whether GPs are doing too much thematically. Though GPs have already sharpened their thematic foci (GPFS, for example, reduced their number of strategic themes from six to four in its Strategic Framework 2014 – 2017), there is room for GPs to be even more selective in their areas of focus, particularly given the broader expertise of the SDC through its country programmes. The deepening of GPs engagement becomes even more relevant in view of the SDG agenda: an even stronger integration of new players in global development, such as the BRIC countries, or a deepened cooperation with the private sector could be cutting edge for GPs²⁹. In GPCC, GPFS and GPWI, the comprehensiveness of the project

²⁹ Environmentally sound and economically viable forms of brickmaking is one example where GPCC for examples cooperates successfully with the private sector.

portfolio was also commented upon critically and consolidation of projects could be pursued. The value of some projects evaluated is at best as “global public goods”, but with unclear uptake.

Consolidation of GPs

For the evaluation team, consolidation means the phasing out of a) inherited projects dated before GPs were established in 2008, b) projects that started at the very beginning of GP creation, and c) projects that show insufficient policy influence impact, either directly or indirectly through innovation or a global public good.

Better engagement in the SDG implementation agenda may be achieved through better in-house cooperation and by actively decreasing the number of projects in GPCC, GPFS, and GPWI. Given the budget cuts in SDC, this scenario seems likely.

GPs with their comprehensive portfolio of innovative projects seem to lack a strategy relating to how all those innovations will be up-scaled and implemented.

Strategic alignment

Some GP portfolios are rather broad. Through a stronger alignment of GP projects to clusters and priority areas in GP strategies, GPs can strengthen their policy influence through meta or regional projects. This is the case, for example, in the area of GPFS's comprehensive engagement with the Committee of World Food Security.

Another limiting factor is time, as global negotiations are becoming increasingly complex across the areas addressed in the five GPs and require more dedicated staff attention.

Other limiting factors relate to human resources, issues of internal segmentation, communication, and leadership, which are further analysed in the following section.

2.3.7 Opportunities

A wide range of future opportunities emerges for GPs. Those are specifically addressed in Annex 8 to 12 for the individual GPs, however, one common opportunity for all GPs was identified by the evaluation.

All GPs are in a strong position to contribute to the work of SCOs on transformational approaches that are required for the SDG implementation. Switzerland is spearheading a new type of approach to development work and is well advanced with its policy influencing agenda. Through its partners as well as in-house competencies and experiences, GPs can play an important role in this new approach.

2.3.8 Other bilateral or multilateral donors and lessons for the SDC

The following analysis of other donors is undertaken through GP examples.

Global Programme Food Security (GPFS): In the global context, GPFS's objectives overlap with those of other important players. Those peers—including the Global Alliance for Improved Nutrition (GAIN), Gesellschaft fuer Internationale Zusammenarbeit (GIZ), or the World Bank—often have stringent agendas. With regard to GPFS' small-holder focus, the agenda is shared by CGIAR and GIZ. The link between agriculture and nutrition is shared with GAIN and the Rome-based UN agencies. Agriculture production systems are also addressed by DFID. The World Bank, DFID, and Rome-based UN agencies share the food-loss agenda, while Rome-based UN agencies also work on the agenda of access to land with GPFS.

Global agendas addressed to a lesser extent in GPFS are social safety nets, a specific focus on women and children, or access to markets.

Lessons for GPFS: Global players in food security and nutrition seem to share tasks and operate from their specific niches. This coincides with GPFS' approach and endorses its strategic orientation.

Global Programme Water Initiatives (GPWI): Through the GP, Switzerland has become an innovative partner in the water sector. Projects with the UN (UN Water, WHO), investors (e.g. the World Bank), or with globally-operating NGOs (e.g. Forest Trend, IUCN, Global Water Partnership, GWP) account for around 75% of the portfolio disbursement. The projects are generally developed and peer-reviewed in a close partnership, and this facilitates leveraging of resources and sustainability of results. The private sector has become an important partner as well, and it helps that Switzerland hosts the WEF. Here, the leveraging of resources is particularly high. Often the GPWI provides only seed money, and policy results are discussed in global platforms such as the WEF.

Conclusions:

- Close foreign policy alignment between GPs and particularly Switzerland's multilateral partners enhances GP results in influencing policy in terms of shaping policies and policy implementation. The SDG agenda is one example.
- Swiss domestic policies and the positioning of its powerful private sector can affect the credibility of Switzerland in policy influencing in the global arena.
- GPs are a valid foreign policy instrument for Switzerland through its "smart" diplomacy.
- With GPs, Switzerland is spearheading a new type of approach to development work. The SDC's visionary and courageous decision in 2008 open opportunities to be well placed for the implementation of the SDG agenda and the transformational approaches required in a new aid architecture.
- The opportunity-driven strategy to work geographically where GP partners can make the most difference in terms of policy influence give GPs an advantage.
- A range of success factors are common across most GPs despite the rather autonomous development of the individual GPs.
- Some GPs still carry forward some "old" projects. At times, value is at best as "global public goods", but with unclear uptake. GPCC, GPFS and GPWI seem to have room to become even more focused by consolidating their portfolios. At the same time, opportunities for concrete policy influence through SDG implementation show for all GPs. As GPH is located outside the organisation in which the other GPs are housed, the division is a barrier to more coherent coordination and management of all GPs.

2.4 Efficiency: how results are achieved

This section elaborates on the adequacy of financial and human resources, followed by an assessment of the contribution of innovative approaches and leverage. Document review, theory of change workshops, interviews, and on-line surveys were used for this purpose.

Key findings

Financial and human resources:

- Staff rotation is a threat to GP's effectiveness in policy influencing where long-term personal engagement is essential to build trust, relationships and alliances. This is particularly true for complex international treaties, experiencing countless lobbying influences. In those cases policy influencing requires particular efforts and expertise beyond the "normal" or they risk being of little effect.
- Significant budget increases across GPs do not correspond to changes GP staffing. The evaluation shows that policy work is necessarily time consuming, clearly beyond administration of projects. Budget increases and adding of new thematic clusters in some GPs is not reflected in changes GP staffing.

2.4.1 Financial and human resources of Global Programmes

Staff rotation is a threat to the effectiveness of GPs in influencing policy, as this is a process in which long-term engagement, trust and relationship building, and fostering alliances through availability of familiar negotiation partners are important. In this respect, thematic careers within the SDC can play a role in boosting retention and institutional memory. Due to the size of the SDC, however those thematic careers would need to include agencies beyond the SDC such as FDFA, the wider federal administration in Bern, and also embassies and permanent representations of the Foreign Ministry. The evaluation finds that it would also make sense to have strategic secondments to important partners.

"Some of our GP colleagues have been involved in (a) related policy field for 15 to 20 years. These are the ones that make the change. The biggest institutional risk we face is if we cannot mobilize and maintain a critical mass of competence with a system that does not allow expertise to stay where it is needed. The solution is a recruitment policy that takes into account competence".

Source: SDC stakeholder

GPs have seen a significant increase in their **budgets** since 2008, but the allocation of human resources has not seen a corresponding change. Given the current staffing levels GPs seem to come to their limits in managing large portfolios and in placing staff strategically outside of the SDC's headquarters. Budget increases are only partly reflected in growing core contributions to agencies such as IFAD and the Consultative Group for International Agricultural Research (CGIAR) by GPFS and to groups like WHO, UNAIDS, and GTATM by GPH. While they are mostly increasing³⁰, in 2010 those core contributions constituted 57% of GP portfolios compared to 31% in 2014.

Despite this trend of reduced core funding contributions, the financial and political investment in global actors is significant and is clearly increasing in certain GPs such as GPH and GPCC.

³⁰ With exception of stagnating core funding IUCN and WHO and decreasing core funding for IFAD compared between 2010 and 2014

2.4.2 Contribution of innovative approaches and leverage

Innovative cooperation modalities, rather than only innovative “projects”, were a focus of GPs in the first years of their existence. Department Regional Cooperation is also implementing innovative projects, and a sharper focus on those innovative cooperation modalities adds clear value to the innovation focus of GPs. Examples of such modalities are the use of remote sensing satellite data for harvest insurance, water diplomacy, or product development partnerships (PDPs).

As a significant portion of the GPWI is related to the development of innovative approaches, GPWI is detailed in this section. Innovative processes and instruments developed by GPWI include:

- a) Promotion of the concept of the water footprint in the private sector;
- b) Scaling-up of micro-irrigation and safe water through market-based approaches;
- c) An operational approach to “green infrastructure” and payment for watershed services;
- d) Promotion of the “Strategies in rural water supply and sanitation” (SABA) model for interventions in rural water supply and sanitation;
- e) Development of new technologies with mobile phone for water quantity monitoring.

A large part (but not all) of these initiatives have been taken up by the market and by other stakeholders and actors in the sector. Particularly in Latin America, GPWI has achieved significant financial leverage through other funding sources (>50% of total budget), reaching high numbers of families in poverty. This was achieved through the engagement in the Global Sanitation Fund (GSF), pioneering programs in scaling-up of micro-irrigation and safe water, or through promoting an innovative model for rural water supply and sanitation (SABA) in South America.

Conclusions

- Thematic careers could be one option to address negative impacts of staff rotation on the SDC’s capacity for long-term policy engagement. The size of the SDC might limit the feasibility of this option.
- GPs are stretched to manage their increasing portfolios while prioritising time to engage in time-consuming policy influencing-activities; without increasing human resources in GPs, the effectiveness of the SDC’s investment in GPs might be at risk.

Part C: Assessment of Global Programmes results

The thematic evaluation experts used document review, theory of change workshops, and interviews as evaluation tools to assess GP results. This section provides a short summary of results per GP and highlights key findings, conclusions, and recommendations for each GP. A full analysis of the five GPs is contained in Annexes 8 to 12.

3 Global Programme Climate Change

3.1 Introduction and context

The Global Programme Climate Change (GPCC) was launched in 2008 with a focus on influencing policies at the international level. Its creation reflected not only national developments within the Swiss government and Swiss (official development assistance, ODA) policies but was also a response and an adjustment to international developments that largely arose in response to specific, worldwide ODA needs. The strengthening of international interdependencies through global trading and rapid information flows also calls for ensuring that the international framing of ODA is conducive to effective poverty reduction.

At the international level, there are many policy processes relating to climate taking place, with the United Nations Framework Convention on Climate Change (UNFCCC) certainly being in the centre. The UNFCCC is linked to several other related intergovernmental or multilateral institutions, treaties, and agencies such as the Intergovernmental Panel on Climate Change (IPCC), United Nations Environment Programme (UNEP), World Meteorological Organization (WMO), FAO, and WHO as well as other Multilateral Environmental Agreements (MEAs) such as United Nations Convention to Combat Desertification (UNCCD), Convention on Biological Diversity (CBD), and others. This needs to be understood well in order to properly evaluate the role that GPCC plays in influencing policy at the international level.

3.2 Summary of GPCC results

GPCC has played an important role in several multilateral processes, notably in the central UNFCCC. Here, GPCC has shaped the Swiss position by ensuring that aspects of poverty reduction, sustainable development, and fair burden-sharing are well integrated and appropriately considered in Switzerland. Moreover, the engagement of GPCC in climate finances represents a success story³¹.

Previous SDC activities have naturally focused on climate change adaptation (CCA), and GPCC also has activities in the field of climate change mitigation (CCM), which were successful. Several projects in the area of reducing air pollution were made possible, notably in Asia and Latin America, through GPCC activities. These initiatives are active in China, India, Chile, and other Latin American partner countries in areas such as brick production and diesel particle filters³². Such projects were possible thanks in part to the flexible support and expertise GPCC could mobilize. The influence of GPCC on domestic legislation in China is another one of the successes of GPCC. The draft Climate Change Law adopted many insights from Swiss experience and has triggered intense debates on Chinese national level. GPCC is also involved in the representation of Switzerland in the

³¹ This is also true for the post-2015 Disaster Risk Reduction framework process that led to the adoption of the Sendai Framework for Disaster Risk Reduction 2015 – 2030 in March 2015 in Japan

³² For example by retrofitting urban public transport buses in the chronically smog-affected city of Santiago de Chile.

Climate and Clean Air Coalition (CCAC³³)³⁴. By participating in the drafting of the Air Pollution Prevention and Control Act, Swiss experts have substantially shaped that legislation, which is now scaling up to the entire country (supported by Clean Air Action Plans). These successes have triggered further progress at the international policy level by convincing partner countries with emerging economies to not only take on the role of a recipient country (vis-à-vis the Green Climate Fund, GCF) but also to gradually take the role of a donor, recently even that of a net donor³⁵.

GPCC also supports the Climate Parliament³⁶. The Climate Parliament is a global network of members of different national parliaments who support the development of climate legislation and help to disseminate knowledge on climate change to other parliamentarians.

The CEDRIG (Climate, Environment and Disaster Risk Reduction Integration Guidance) Tool is intended to “improve resilience and reduce impacts in development cooperation and humanitarian aid”. GPCC was engaged in the processes related to developing CEDRIG. The tool is now widely-used and helps to reduce risks from climate change and natural disasters in developing countries, which are projected to significantly increase with global climate change, notably also in mountainous regions. With such tools, climate resilience can be critically enhanced, which can also support the sustainability of development.

A result of GPCC engagement can also be seen through staff participation in Mitigation Action Plans and Scenarios (MAPS), which have been proven successful in Latin America. These approaches appear to be promising and to serve as models for other countries; the MAPS approach is now also pursued in Africa.

In the area of land use, land-use change, and forestry, GPCC experts have influenced policies at the international level. The rather new UN Reducing Emissions from Deforestation and Forest Degradation+ programme (REDD+) is expected to play an important role in slowing down deforestation and degradation of tropical forests in developing countries. While green house gas emissions from the land use sector used to be a significant part of all anthropogenic emissions (up to 25% of total emissions), these emissions have slightly decreased and have been eclipsed as a share of total emissions by vastly increasing emissions from fossil fuels³⁷. Nevertheless, the co-benefits of addressing emissions from the land-use sector through tools such as REDD+ are expected to be substantial for developing countries, including for indigenous peoples, biodiversity, subsistence livelihoods, and climate-resilient sustainable development in general. Both CCM and CCA are also linked to the land use sector. Ecosystem-based adaptation (e.g. Shaw et al., 2014; Klein et al., 2014) appears to be a promising area that is of great significance for ODA in general. The participation of GPCC is therefore both timely and strategic.

GPCC regional collaborations have also increased its potential influence in the policy arena. Peru has hosted the last Conference of the Parties in Lima (COP20, 2014), for

³³ www.ccacoalition.org

³⁴ The CCAC, the secretariat of which is hosted by UNEP, is a coalition of state-partners as well as non-state partners (NGOs, IGOs, private sector). The CCAC works to reduce Short Lived Climate Pollutants (SLCPs) on global and national policies as well as by concrete action through its seven initiatives. GPCC represents Switzerland as a Lead-Partner in two of these initiatives.

³⁵ China seems to opening its mind for discussing with GPCC South-South cooperation, or even triangular cooperation topics. China is also entering with force the multilateral scene with the Asian Infrastructure Investment Bank.

³⁶ <http://www.climateparl.net>

³⁷ (roughly 13%, e.g. Fischlin, 2009)

instance, and the regional collaboration involving Peru, Ecuador, Chile, Bolivia, Columbia, Mexico, and Brazil are examples of successful regional outreach from projects that started small but then evolved to the regional and, eventually, to the global policy level (COP20, Lima). Key findings, conclusions and recommendations for GPCC are listed in Table 2 below. The detailed analysis on the evaluation of GPCC is presented in Annex 8.

Table 2 GPCC: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
<p>Cooperation among departments of the Swiss Federal Administration is good. It is a strength that Switzerland acts at the international level (through UNFCCC, for example) and involves most government agencies in these international activities. Actual co-decision making in key areas, notably long-term goals of UNFCCC and Swiss climate policy, remains rare, however, and it appears that agencies typically seek harmonization of positions or mutual information <i>after</i> each agency has already taken major positions = autonomously.</p>	<p>Existing mechanisms such as IDA Klima need to be strengthened through better co-decision making and policy formulation among the relevant agencies of the Swiss Federal Administration, notably the development of a long-term vision of climate policy at the international level. If IDA Klima can not be strengthened towards such co-decision new mechanisms would have to be established to serve the same goal.</p>	<p>GPCC R 1: The SDC Board of Directors should find means to strengthen existing co-decision making mechanisms or if unavoidable seek new ways to foster full co-decision making among the relevant agencies of the Swiss Federal Administration with a view to develop a common long-term vision of climate policy at the international level.</p>
<p>Synergies (e.g. addressed risks overlap) among projects (within GP, among GPs, and among SDC projects in general) are not fully realized, and effectiveness in this respect could be improved.</p>	<p>Cooperation/collaboration needs to be better promoted in a targeted manner to fully realize the potential for synergies in the area of climate change among the various projects.</p>	<p>GPCC R 2: The GPCC management should consolidate project portfolios further by identifying fewer thematic foci, focusing on those in which Swiss expertise complements other ODA efforts; this consolidation should occur at as large a scale as possible (possibly by seeking alliances unless Swiss strengths should start suffering). A small fraction (e.g. 15% to 20%) of projects should be exempted from this consolidation, however, to foster innovation and to enable the GP to seize unconventional opportunities when they arise. In addition, at all levels within the SDC, some fraction (e.g. 10% or 15%) of the budget should be reserved for collaborative projects (among GPs, among SDC projects in general).</p>
<p>Within the SDC in general, climate change aspects are not developed sufficiently. Bilateral project activities too often favour more traditional understandings of ODA while ignoring that most investment that does not respond to climate change risks can become futile under accelerating climate change.</p>	<p>GPCC needs well-informed partners within the SDC who have a sound technical familiarity with climate change in able to fully identify complementarities and realize possible synergies.</p>	<p>GPCC R 3: The SDC Board of Directors should continue mainstreaming climate change aspects within entire the SDC guided by GPCC so that (i) all SDC staff receives appropriate training on climate change issues within their respective discipline, (ii) there are campaigns that increase mutual understanding of climate change aspects across disciplines, and (iii) synergies among all SDC activities with respect to climate change are promoted/credited.</p>
<p>GPCC spends most of its budget (about 64% of disbursement 2008-2014) on international and/or regional projects and 36% on national projects</p>	<p>The portfolio of GPCC needs some adjustments to strengthen the international focus and phasing out of more traditional ODA-oriented national projects.</p>	<p>GPCC R4: The GPCC management should consolidate project portfolios further by phasing out bilateral projects and gradually increasing the fraction of projects with a strong multilateral focus, as opportunities arise.</p>

<p>South Africa is given up as an anchor country.</p>	<p>There is now no successor country to South Africa in view that would act as an anchor country for the African continent. As all climate change scenarios assess the impacts to be among the greatest for Africa, which hosts the majority of least developed countries, the absence of an anchor country in Africa could be problematic for GPCC activities.</p>	<p>GPCC R 5: The GPCC management, possibly together with the SDC Board of Directors, should decide whether the GPCC should retreat entirely from Africa. If the African engagement is to be continued, a considerable strategic effort needs to be made that includes teaming up with other donors. Given the risks climate change poses for Africa, and as remaining Swiss ODA moves toward humanitarian aid rather than input for sustainable development, the overall Africa strategy needs to be evaluated.</p>
<p>In the past, GPCC realised some of its successes in influencing policy by capitalising on excellent personal constellations while cleverly sizing emerging opportunities to influence policies.</p>	<p>Personal constellations may be the exception rather than the rule and therefore call for targeted care.</p>	<p>GPCC R 6: The GPCC management should nurture successful constellations among GP staff and contacts and should develop strategies to foster similarly-promising situations (see also staff rotation, keeping existing contacts alive, enhancing attractiveness of thematic networks, and financing events with a promise to create new constellations with similar potential).</p>
<p>While GPCC is a relatively young unit within the SDC, it has an important role to play in complementing previous SDC activities. It represents a form of contemporary ODA that is not only welcome but is also necessary within a context of drastic climate change that is likely to occur during the course of this century.</p>	<p>A growing number of tasks need to be addressed by GPCC.</p>	<p>GPCC R 7: The SDC Board of Directors should embrace and support a gradual increase in the allocation of more resources to GPCC. In case this implies reallocating existing resources, cooperative projects focusing on synergies and complementarity may help to minimize fear and refusal among non-GPCC staff (concerted with recommendations given above).</p>
<p>The GPCC with the largest budget is the Swiss Federal Council approved Swiss contribution to the GCF (CHF 32 millions/year). Internationally Switzerland is under pressure to provide new and additional funds to the climate finances that have been promised to flow from the North to the South in Cancun, Mexico at COP16. Switzerland has recently been able to enlarge its ODA budget, claiming this to be new and additional money. Yet, Switzerland is also under pressure to increase its ODA budget to come closer to the internationally recommended 0.7% of GDP. Internationally the diverting of money from traditional ODA to climate finances is contested and strongly questioned in particular from the side of developing countries.</p>	<p>GPCC not only provides a critical service to Switzerland but also a service of pivotal relevance to any climate regime, notably through the UNFCCC negotiations in 2015 that are expected to produce a new climate regime that many expect to define climate policy at the international level for decades to come. Despite Switzerland's size, it is among the richest countries and is therefore expected to contribute a proportional share to climate finances. Otherwise, i.e. if altogether insufficient climate funds can be mobilized, the danger arises that no agreement can be reached, implying considerable risks for all of us, since unmitigated climate change is expected to come with major risks (e.g. Fischlin et al., 2015; IPCC, 2014a,b,c) while impacting the poor and otherwise disadvantaged or vulnerable the most. The North-South flow of climate finances as currently pledged or estimated (public USD 35–49, private</p>	<p>GPCC R 8: The SDC Board of Directors might wish to consider supporting GPCC to participate in finding innovative alternative solutions for the climate finance dilemma donor countries such as Switzerland face. Proposals for new and additional climate finances, e.g. similar to the Swiss proposal presented to UNFCCC about 10 years ago, were estimated to mobilize USD 50 billion per year according to the polluters pay principle ("Klimarappen" at the international level by diverting USD 1 per barrel). Such a mechanism would appear quite elegant, since it could solve many political problems at the same time.</p>

	sector USD 10–72 billion per year; Fischlin et al., 2015; IPCC, 2014d) is likely to fall short from the USD 100 billion per year the developing countries expect (some expect that even mostly from public sources) according to the Cancun agreements.	
Human resources		
GPCC staff fall under the same rules of rotation as other SDC staff (4 – 6 years), which causes particular difficulties in the complex area of climate change; the topic is interwoven thematically with many other topics (e.g. migration, health, water, food security but also technology, capacity building, biodiversity etc.) and faces particular challenges at the international policy level. Retention of expertise in this area is therefore tantamount to successful policy-influencing activities.	Expertise of SDC staff must be allowed to accumulate and evolve to efficiently accomplish the tasks at hand for policy influencing, which are largely of a long-term nature and require consistency and maximum coherence throughout the entire process.	GPCC R 9: The SDC Board of Directors should relax the rotational rule in the case of the GPs, notably the GPCC, by rotating only after 6 to 8 years. Thematic careers need strong support but are not sufficient means to achieve the needed degree of expertise.

4 Global Programme Food Security

4.1 Introduction and context

The Global Programme Food Security (GPFS) emerged in the context of the global food security crisis in 2007/08, and issues were followed-up at the G8 summit in L'Aquila at the time. Food security began gaining momentum after years of neglect in which the international community ignored issues relating to agriculture. While no single global authority exists within the field of agriculture and food security, new or reformed food security institutions have emerged, such as the reformed Committee on World Food Security (CFS), the High Level Task Force on Global Food Security (HLTF), and the World Bank Global Agriculture and Food Security Program (WB-GAFSP). Within the international development arena, the field of agriculture has been extended to include issues of food security and nutrition; this is reflected in GPFS with its four pillars, which are based on rights-based approaches such as the right to food. Managing projects inherited from the pre-2008 portfolio requires effort within GPFS. For the collaboration with CABI (in which 6 projects were inherited), for example, it took five years (2008 to 2013) to redefine the institutional collaboration. GPFS also experiences frequent changes in its management, with varying quality.

For GPFS' work on policy influence, internal Swiss coordination is a challenge. It is still not entirely clear which government institution has the lead in "international affairs on agriculture". The FOAG has the lead in the FAO, and an extra-parliamentarian commission CNS-FAO (Comité National Suisse FAO) exists. For each international conference, however, partners establish working groups to coordinate among the different Swiss Ministries, which is a highly work-intensive process.

4.2 Summary of GPFS results

Based on the selected projects, the evaluation shows key results of GPFS in terms of policy influence based on a strategic multilateral engagement, innovative projects, and the up-scaling of innovation. In all four components of GPFS, the policy-influencing process has reached the level of behaviour change³⁸, with evidence of contribution to poverty reduction³⁹.

Committee on World Food Security (CFS) and follow-on results

Within a cluster of projects around policy coherence for food security and nutrition, GPFS contributed to strengthening the High Level Task Force on the Food Security Crisis (HLTF), enhancing system-wide policy coherence among 23 multilateral players. This engagement enabled GPFS to directly support the UN Secretary General's Special Representative on Food Security. As a result, GPFS exerts influence on the Committee on World Food Security in FAO. Two main policy-level results emerged from the CFS: a) principles for Responsible Investment in Agriculture and Food Systems, and b) voluntary guidelines on the responsible governance of tenure of land, fisheries, and forests in the context of national food security. For the latter, GPFS' partners, the International Land Coalition, FAO, the Land Policy Initiative of the African Union, United Nations Economic Commission for Africa (UNECA), and the



³⁸ Step 5 in Figure 2 (Steps in policy influencing diagram)

³⁹ Step 6

AfDB (African Development Bank) support the practical implementation of voluntary guidelines at country level through a cluster of projects.

The International Land Coalition, for example, reaches over 36 million people in countries such as:

- Albania: Policy Formulation related to rights of communities to own and manage forests;
- Colombia: Resettlement of internally displaced people back to their land, as part of the post peace plan process;
- Niger: Implementation of the land code for first time at village level;
- Peru: Implementation of laws on indigenous peoples' rights;
- Tanzania: Policy implementation regarding tenure rights in pastoralist areas.

Up-scaling innovation. The example of post-harvest management innovations in Central America dating back to the 1990s is further elaborated on in section 2.3.2.

Harnessing innovation: Harvest forecasting and insurance

In the RIICE project (Remote sensing-based Information and Insurance for Crops in Emerging economies), GPFS contributed to procedural changes in Vietnam and Cambodia. RIICE is co-financed by GPFS and aims to reduce vulnerability of small-holder farmers engaged in rice production. Entry points of the project are a) increase information on rice-growing areas and expected yields, and b) provide access to insurance solutions to cushion farmers from the financial effects of natural catastrophes. The government of Vietnam is investing USD 1m in RIICE after a meeting of GPFS, the former director of the SDC, and the Vietnamese Minister of Agriculture at the WEF. After a meeting with the Deputy Prime Minister of Cambodia, an agreement on harvest prognosis was prepared, and the government's signature of the agreement is pending. The importance of the insurance sector for business development in emerging economies is increasingly recognized, and in the area of micro-insurances, about 135m people are covered worldwide, around 5% of the potential market⁴⁰

GPFS makes a difference in policy influencing

Seen from Rome and the perspective of FOAG, the SDC through GPFS is more active now in the policy dialogues involving the Rome-based agencies (FAO, IFAD, and WFP). GPFS plays a strong role in FOAG on the CFS, and this sharing of tasks is much appreciated by Swiss stakeholders. GPFS management spends a significant amount of its time (between 25% and 40%) on the cooperation with other offices of the Swiss Federal Administration and other Swiss stakeholders, including work with "Comité National Suisse de la FAO".

The cooperation with IFAD has changed since the establishment of GPFS in 2008. This is partly related IFAD reforms, but it also reflects a clear thematic focus of GPFS, which further facilitates the cooperation of IFAD with Switzerland. In general, there are signs that since GPFS's establishment that the engagement with multilateral organisations is more focused, and GPFS contributed to greater visibility of Switzerland in Rome. Key findings, conclusions, and recommendations for GPFS are listed in Table 3 below. The detailed analysis on the evaluation of GPFS is presented in Annex 9.

Over 240 million people are estimated to be reached through just 5 of GPFS's 54 projects evaluated, with an overall annual GP budget comparable to a SDC country programme.

⁴⁰ USAID, 2008: Visions of the future of microinsurance, and thoughts on getting there USAID Microinsurance Note 9, 2008

Lloyd's 360 degree risk insight. Insurance in developing countries. Exploring opportunities in microinsurance. <https://www.lloyds.com/~media/lloyds/reports/360/360%20other/insuranceindevelopingcountries.pdf>

Table 3 GPFS: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Relevance		
Overall positive assessment of Switzerland's visibility on food security: thematic orientation of the GP and its choice of intervention levels (Rome, Addis Ababa).	Switzerland with a coordinated effort between SDC and FOAG is more visible in the multilateral fora on food security since the GPFS was established. In this regard GPFS makes a difference in the technical UN food and agriculture hub in Rome.	GPFS R1. GPFS management: GPFS should further strengthen its multilateral engagement and cooperation with international organisations with the aim to enhance its weight in the GP portfolio.
GPFS makes a difference: More active engagement of SDC in the policy dialogue in the Rome-based agencies, FAO, IFAD and WFP, resulting in stronger support and better coordination with FOAG. Good cooperation with Swiss Permanent Representation to the UN Food and Agriculture agencies, in Rome. Links between the technical UN food and agriculture hub in Rome and the policy discussions in New York is less strong.	Access to policy fora in New York is under developed. Switzerland is for example absent from the group of friends on food and nutrition security in New York.	GPFS should systematically monitor policy fora in New York and become active when opportunities emerge.
Effectiveness		
Engagement with the High Level Task Force of Food Security (HLTF) to achieve coherence across the UN system.	GPFS contributed to significant results in policy influencing and global norms setting. At the same time, GPFS is also supporting the implementation of such global norms at country level (RAI, food loss).	GPFS R2. GPFS management: Judging on positive results, GPFS should continue and even strengthen its role in engaging in global norms setting and supporting implementation at national level in the development of its portfolio. This could be done while phasing out projects with less impact.
The influence on the reformed CFS with key results such as the Voluntary guidelines Voluntary guidelines on the responsible governance of tenure of land, fisheries, and forests in the context of national food security and Principles for responsible investment in agriculture and food systems (both CFS).	Agricultural research suggested by GPFS to be evaluated lacked a clear poverty or policy focus.	
Implementation of voluntary guidelines and related national policies at country level through partnership e.g. with International Land Coalition and foster collaboration between ILC, FAO and African Union.		
Implementation of policies on food loss in African countries following SDC innovations on post harvest management in Central America in 1990s.		
Research project pre-selected for the evaluation experiencing delays. Poverty focus less explicit and relevance for policy influencing given for example for research on cotton in India but less so for research on cocoa in Bolivia (sector less important for national		

economy, reach of 8000 farmers only, Bolivia not among the top players in global cocoa production, which would enhance leverage for learning in other countries)		
Evidence-based policy dialogue through demonstration of approaches in the field is one of GPFS' success factors. For example in the case of food loss policy implementation in Benin, Burkina Faso, Ethiopia, DRC, Mozambique and Uganda where evidence from SDC's work in Central America is used.	Importance of evidence-based approaches to influence policy and norms setting, for example in the case of food loss policy implementation in Africa.	GPFS R3. Management of Department Global Cooperation: Given the importance of evidence for policy influencing, GPFS should more strategically cooperate with the SDC's Department Regional Cooperation (e.g. through engagement in development of relevant SDC country or regional strategies) to further leverage the vast amount of evidence from decades of bilateral cooperation across the developing world and transformation countries.
Regional advisor as entry point to policy dialogue with African Union (AU) and for countries in the Horn of Africa. However, country level coordination issues emerge with other SDC projects.	Regional advisors have a significant leverage potential for policy influencing when strategically placed and roles and responsibilities clarified.	GPFS R4. GPFS management: GPFS is encouraged to keep using a Regional Advisor in a strategic location for policy influencing. ToR for this person need to complement the work of GPFS and SCOs in the region and should be consulted accordingly.
Geographic diversity beyond SDC's 18 priority countries; allows GPFS to operate where its partners see the highest potentials for change, for example on the implementation of land rights policies in Colombia or Peru. Involvement in Middle Income Countries (MIC) like India seems important as a means to influence emerging economies with increasingly global political and economical weight where the up-scaling is more feasible.	GPFS geographic diversity is required to gain additional weight in policy influencing and for enhanced up-scaling potentials. Apparent incoherence with geographic approach of other parts of SDC requires better communication to Switzerland's partners.	GPFS R5. GPFS management: GPFS should be encouraged to keep steering its geographic orientation in new projects by a) SDC's priority countries, b) emerging economies with increasingly global political and economic weight, c) Other MIC's where the up-scaling of innovative approaches is more feasible than in the fragile economies of the poorest countries.
Placement of staff can make all the difference to carefully selected policy processes, as seen in GPFS's engagement in funding a post in the UN Secretary General's Special Representative's team on food security and nutrition. Other requests for the placement of staff emerge.	Placement of staff is a strategic option to support or even catalyse policy processes that are in line with Swiss Foreign policy objectives, the untapped Swiss insurance sector expertise in FAO being one example.	GPFS R6. GPFS management: GPFS should review where staff could be (even temporarily) placed to further catalyse its contribution to policy influencing processes.
GPFS is in a position to contribute through its partners such as IFAD and SCOs to work on the transformational approaches that are required for the SDG implementation.	GPFS's expertise to bridging the gap between global policy influencing and the implementation of norms and policies at national level is of particular relevance for the SDG process over the next 15 years.	See R2.
Efficiency		
Institution cooperation with non-prioritized MOs could enhance GPFS's strategic engagement with	Institution cooperation with non-prioritized MOs is required to fully make use of GPFS's leverage potential	GPFS R7. EDA and the SDC Board of Directors: Should revise its policy on institution cooperation with

<p>Rome-based agencies, particularly FAO, for example to bring in Swiss private sector expertise in the insurance sector. FAO engagement with the private sector is currently underdeveloped.</p>	<p>and Switzerland's added value for example from the insurance sector in FAO in Rome. This contribution could press FAO to strengthen its engagement with the private sector, an essential move for the SDG implementation phase. There is a role for Switzerland to play to actively support this process.</p>	<p>non-prioritized MOs to fully make use of GPFS' engagement with FAO and to take it to a strategic level.</p>
<p>Engagement with country programmes rather than creating parallel project implementation structures: Preferential use of structures in-house, in IFAD and FAO. Using existing field implementation structures could allow GPFS to move towards an even more strategic engagement with multilateral organisations but also SCOs with a potential to move to a smaller project portfolio in terms of the number of projects while future projects are of a higher financial volume to enhance the efficiency of project management and free staff time to more actively engage in policy dialogue.</p>	<p>Limited access to and strategic coordination with SDC's Regional Cooperation Department seems one reason for establishing a large GPFS project portfolio. Parallel structures in the same organization jeopardize the credibility of SDC and its operational efficiency. To even further enhance the reach of GPFS without significantly increasing its portfolio, a strategic use of in-house structure as well as country structure of IFAD and FAO complemented by a selection of own highly innovative projects seem possible.</p>	<p>See R3. GPFS R8: GPFS management: In addition to better cooperation with the Regional Cooperation Department, GPFS should review the possibilities to direct future projects of implementing global policies and norms at country level through IFAD and FAO country programmes. In the case of IFAD, GPFS should further use its influence as a top 10 donor to anchor those projects within IFAD's own portfolio with no additional cost to GPFS.</p>
<p>Creation of parallel structures, including large project portfolio only transfers coordination challenges from SDC headquarters to SCOs and Swiss Embassies. At the same time a comprehensive GP project portfolio ties a significant amount of staff time to project management Question whether four GPFS components with 12 targets allows for GP to place sufficient or equal emphasis on all targets. Issues like desertification (target 2.2) might appear less central to GPFS, especially after GP funding to its Civil Society component DRYNET was discontinued at the end of 2014.</p>	<p>See above GPFS's comprehensive strategic framework would require an even larger project portfolio to address all 12 targets under the four components in a more equal manner. Two options emerge: a) Revise the strategic framework by narrowing down the number of targets with a focus on those targets that are central to GPFS. This could also help to phase out projects peripheral in GPFS or projects that are less well performing. b) Implement the current strategic framework in a more balanced manner and address 12 targets more equally, requiring an even larger project portfolio.</p>	<p>GPFS R 9: GPFS management: Based on the available human resources, GPFS should review whether the strategic framework with its four components can be reduced to fewer core targets that better reflect GPFS' priorities. Maintaining the current 12 targets should involve a more balanced representation of those targets through related projects and would require an increase in human resources.</p>

5 Global Programme Health

5.1 Introduction and context

The Global Programme Health (GPH) has three distinguishing features that must be immediately outlined because they influence the policy influence of the programme. These features are:

- The position of the GPH in the Eastern and Southern Africa Division OSA;
- The relevance of Geneva as a hub of global health diplomacy, and;
- The cooperation between the Swiss Foreign Office EDA, the SDC, and the Swiss Federal Office of Public Health FOPH in the context of the Swiss Health Foreign Policy SHFP.

The Draft Strategic Framework 2015 - 2019 of the GPH, which is currently under preparation, also notes these features.

Switzerland promotes an inter-sectoral approach that recognises the linkages among the SDGs and the GPs on health and issues such as climate change, food security, water crises, and migration. As the GPH is situated in a regional G(the OSA Division) unlike the other GPs, the documents that profile the GPs do not always include the contributions of Switzerland to global health. This also means that health does not feature as prominently as it should when Switzerland presents its work in relation to global risks. The advantages and disadvantages of GPH's location outside the Department of Global Cooperation, where the other four GPs are located, is summarized in Figure 10.

Figure 10 Advantages and disadvantages of current location of GPH

Advantage	Disadvantage
No need for an innovative project portfolio	Need for better cross-fertilization with other GPs located in the Department Global Cooperation
Good cooperation within Regional Cooperation Department	Less access to other divisions under the Department of Global Cooperation including the Global institutions Division, the Analysis and Policy Division, and the Knowledge and Learning Processes Division
	Needs for strategic joint GP approach for SDG implementation to address connectivity of global risks through inter-sectoral cooperation

5.2 Summary of GPH results

GPH has successful multilateral engagement with Geneva-based organisations such as WHO, UNAIDS, and GFATM, even apart from specific projects.

WHO - Consultative Expert Working Group on Research and Development: Financing and Coordination (CEWG)

As a member of the Executive Board of the WHO, Switzerland exerts policy influence through its long-term focus on the CEWG. In select areas, Switzerland drives the agenda but in a low-key consultative way, not only between constituencies and policy partners, but also with the secretariat.

Switzerland was the first funder of identified demonstration projects under the CEWG framework and has worked to pull other funders in⁴¹. It exerts policy influence also through chairing working groups and being present consistently, based on a clear policy decision in Switzerland to take leadership.

GFATM and UNAIDS

Especially over the last two years, the policy influence of Switzerland's work at UNAIDS and the GFATM has become visible. Of particular relevance in terms of policy influence is Switzerland's work in t UNAIDS, where it holds the vice-chair position and will assume the chair of the board next year. Switzerland is also a member of the bureau that does the governance work.

In the GFATM, Switzerland made a major leap forward in its representation and influence on the board in the constituency (Canada/Switzerland) and through its membership of the audit and ethics committee as the representative of that constituency. It set a precedent by including civil society in the delegation. The field experience of the representative is noted positively, as the governance of CCM is a key issue and will be well informed by the feasibility study conducted by Switzerland in Kyrgyzstan.

PDPs - Product development Partnerships

The Swiss commitment to PDPs has been seen as critical to their development. Recipients from the PDPs mention in particular how involved they feel in their relationship with Switzerland, with GPH clearly distinguished among other donors.

Efforts of GPH to organise contacts with national Swiss institutions in the R&D sector seem appreciated, and the role of Swissmedic was mentioned in particular.

P4H

Especially in the P4H initiative, the decentralized, field-oriented approach of the GPH was much appreciated. Real policy change has been achieved at the country level. An example is the health financing policy in Tanzania. Policy influence was exerted in P4H to getting countries on board. A specific product like the leadership course for UHC can enhance policy influence and again exerts leverage. After Africa it will now be rolled out in Asia.

Shift in the role of GPH

Many respondents saw a shift in the role and contribution of the GPH over the last two years, which reflected a better understanding of their responsibility in shaping global health policy. The relevance of the GPH is seen to have increased and "*something has changed*". Many also see Switzerland engaging in areas with high future potential (e.g., the whole area of innovation). In terms of policy outcomes, the implementation of CEWG in the context of the WHO and the support for meetings on fast tracking of viral load tests in the context of UNAIDS, which brought down the price of tests significantly, were seen as prime examples of the Swiss approach. There are concerns, however, that the long-term view Switzerland takes can generate a back lash if individuals seek only familiar contacts and subject areas and lose sight of new networks and challenges. Mention was made repeatedly of increasing Switzerland's role in global health governance, linking it to responsibilities and opportunities as a host state and respected player in the global policy arena.

Network and web of influence

The high investment that Switzerland has made in global health diplomacy may over time raise the Swiss profile in other areas as well. "*The respect they are gaining is going to*

⁴¹ For example in terms of matching contributions from MICs

carry over", as one stakeholder explained. Stakeholders also expressed the view that it was important that characteristics of domestic Switzerland such as decentralized systems, participation, democracy, private sector involvement, and multi-stakeholder approaches are brought to the global arena. Some interviewees felt that because of this outlook, the Swiss were well prepared for the future of global health. Part of the strength lies in the potential for domestic health policy to increase credibility if it reflects the positions in the global arena.

Key findings, conclusions, and recommendations for GPH are listed in Table 4 below.

The detailed analysis on the evaluation of GPH is presented in Annex 10

Table 4 GPH: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Relevance		
High-level policy influence of GPH is achieved through a high level of coherence and cooperation among Swiss players.	High level of coherence and cooperation among Swiss players is a significant defining factor, supported by SFHP and the strategic use of Swiss foreign policy resources and representations.	GPH R1: The GPH management should keep ensuring a high level of coherence and cooperation between and among Swiss players through regular strategic consultations between the SHFP players, including engaging in long term thinking and strategic retreats.
GPH has significant policy influence in major global health organizations such as WHO, UNAIDS, and GFATM.	The combination of diplomatic and technical excellence pays off to influence policy.	GPH R2: The GPH management should ensure the long-term perspective and goals of GPH engagements with major health organisations. GPH R3: The GPH management should ensure cross-organizational dialogue and reinforce commitment to strengthening global health governance overall beyond specific organizations. GPH R4: The SDC Board of Directors should ensure excellence of staff - both technical and diplomatic. As time-intensive work increases, increases in staffing should be considered.
Success factors		
Successful leverage of policy influence through strategic selectivity (of political & financial engagement) and reinforcement of policy agenda through reinforcing activities in different organizations.	The selection of CEWG and broad research and development agendas in various organizations, including PDP core funding increases potential policy influence, as does long term commitment to malaria elimination.	GPH R5: The GPH management should strengthen interfaces around R&D and highlight this approach in positioning of GPH. GPH R6: The GPH management should avoid creating "closed families" around issues and increase inclusion of other players (including the private sector) more systematically to create dialogues and to overcome distrust.
Successful leverage of policy influence through alliance building, creating partnerships, taking leadership, and being systematic.	Switzerland practices "smart diplomacy", which is well recognized by donors, recipients, and policy partners alike.	GPH R7: GPH management: New issues will need to be included in GPH, as is also mentioned in the new GPH strategy, such as human rights, UHC, and NCDs. It will also be important to build on achievements but also to be daring and innovative.
High credibility through use of bi-lateral, country-based-, and regional experiences. Combination of global partnerships and country application, as in P4H.	Interface in-house in the SDC must be maintained, but not necessarily through the present organizational positioning in OSA.	GPH R8: The SDC Board of Directors: Organizational and political commitment to GPH must be expressed clearly, and positive, in-house coordination experiences must be used for other GPs.
Opportunities		
Missed opportunities in inter-sectoral action and determinants of health - for example, in ICN2.	Inter-sectoral action and determinants of health will gain in increasing importance in global health. This is highly relevant for closer cooperation with the thematic areas under the other four GPs. In view of the SDGs, more	GPH R9: The SDC Board of Directors should move GPH out of OSA and ensure leadership through a common strategic planning process for ALL GPs. The board must find a modality to keep the existing ties with bilateral work and ensure that the experiences made in OSA and OZA can continue

	cooperation with other GPs is essential.	to feed into the GPH and vice versa.
Success attributed to Switzerland not GPH.	Clearer positioning of GPH as a GP.	GPH R10: The SDC Board of Directors should consider when a higher profile of GPH might be necessary - also for political support within Switzerland.

6 Global Programme Migration and Development

6.1 Introduction and context

While the Global Programme Migration and Development (GPMD) was created after the other GPs in 2009 and was established without any previous or on-going work within the SDC on that topic, the GPMD has made good progress since. The creation of the GPMD offered an opportunity to strengthen SDC's engagement in the area and to support and be active in global processes, on the one hand, and to support and fund concrete projects in the field, on the other. This mix is an important element of policy influence and seems crucial to clearly positioning the SDC as a key global influencer in the areas of migration and development. Choosing to be a critical player in the areas of migration and development is seen as a strategic choice since it was an open area where Switzerland, as a small donor, could affect policy influence by investing well-managed resources in this direction.

In the beginning of GPMD, the programme sought for rationale and place within the SDC, which was initially difficult since migration is not a topic traditionally within development cooperation, and domestic priorities on migration are not necessarily approached from this angle. Now GPMD is increasingly being understood in the SDC and has been able to push the Swiss external agenda on migration through its international engagements. However, there are still some rigidities within the SDC with regard to the understanding of the work of GPMD.

6.2 Summary of GPMD results

GPMD is generally seen as an influential actor that is engaged in policy-influencing activities at all levels but particularly at the global level. Important results are as follows:

Post 2015 development agenda/SDGs: GPMD approached the policy-influencing process in the post-2015 agenda in several ways, such as directly through the open working group and the intergovernmental negotiation processes in New York, where GPMD worked closely with the post-2015 team and the Swiss special envoy. Via the Global Forum for Migration and Development (GFMD), GPMD is pushing for remittances to be included in the final outcome.

GPMD have also been active in providing technical substance, preparing a long paper, helping organize side events, raising awareness about the issue, and providing concrete inputs for the draft of the SDG on migration. The fact that Switzerland co-led the thematic consultations on population dynamics helped to influence the sustainable development goals and the working group report; it helped ensure the integration of the population dynamics (migration) into the working group report without requesting a standalone goal on migration and development. One main reason that migrants and migration are in the open working group draft is due to GPMD. Migrants and migration are not included in the report only as related to remittances but also related to decent work and protection of migrant workers' rights for safe, regular, and orderly migration.

The **Global Knowledge Partnership on Migration and Development (KNOMAD)** would not have been established without GPMD. GPMD funding and exchanges with the core KNOMAD team at the World Bank were instrumental in shaping the platform, and GPMD pushed KNOMAD to reach out to different stakeholders, although some critiques of the inclusiveness of the institutional set-up of the platform in the World Bank still persist.

GFMD (Global Forum on Migration and Development): The chairmanship of Switzerland of the GFMD 2011 helped to position Switzerland as an important global

player in this area, and the GPMD's continued involvement has kept this momentum going. There is strong 'Swiss flavour' within the chairmanship of other countries as well, particularly as the GFMD support unit is based in Switzerland. The Global Forum has tried to develop migration and development as a new policy area and as an area of collaboration among governments. GPMD has been the backbone of operational content emanating from the Global Forum, and by letting civil society self-organize and be represented at the GFMD, Switzerland has contributed to changed internal forum dynamics. That shift has included, quite explicitly, civil society choosing its own agenda in the global forum.

Mainstreaming programme: GPMD has been instrumental in trying to mainstream migration into development planning. A pilot project on mainstreaming was first started with four countries and then scaled up to eight countries. GPMD has been able to provide support to help mainstreaming processes to really evolve. GPMF further supported policy development and supported stakeholders to come together to think in an inter-ministerial way about migration, how it connects with their different portfolios, what data they need to share, and how to approach migration planning and policy development. They have also influenced the World Bank to think about mainstreaming migration into the World Bank's development programs.

GPMD has also been instrumental in keeping specific issues, such as the need for migration data and policy coherence, on the global agenda. The Global Migration Group's handbook on migration data supported was funded from the SDC, which enables GP impact in terms of inspiring more collaboration and partnership among the GMG agencies.

At the regional level, GPMD's influence has contributed to cooperation between countries, including labour-sending countries and labour-receiving countries in the Gulf Cooperation Council countries. There has been some change in language and discourse related to specific migration areas. One example is the declaration of the High Level Dialogue, where the language used is different from the first declaration. The issue of rights at work is prominently included in the declaration as stipulated by GPMD.

GPMD is one of the most active players in the field of migration and development, and while there are many other actors who join in global dialogues, GPMD is one of the few who are trying to set the agenda. Two other governments that are prominent in the field are Sweden and Germany. Sweden is present at the global level but invests few resources into the area. They are mainly working on dialogue but do not have projects in the field. Germany's GIZ is much more focused on projects and working on the ground but is less active in global policy-influencing activities. In this case, GPMD combines the two approaches.

There are a few other areas where GPMD is concretely different from other actors: 1.) GPMD specifically works on labour migration and the decent work agenda in the Middle East and South Asia, which is known to be an extremely important but difficult area of work; 2.) GPMD works with the diaspora but takes a different approach to doing so than other actors by trying to create an enabling environment without directly intervening; 3.) GPMD are willing to invest money to achieve their objectives in a flexible and dynamic way compared to other donors--GPMD is more coherent in their support for migration and development than other actors, especially with regard to the GFMD.

Key findings, conclusions, and recommendations for GPMD are listed in Table 5 below. The detailed analysis on the evaluation of GPMD is presented in Annex 11.

Table 5 GPMD: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
GPMD is one of the most influential government donors in the field of migration and development.	GPMD is seen as being highly effective, especially for the size of Switzerland in the field of influencing policy in migration and development at an international level. GPMD is well regarded in the field as a knowledgeable player working on content.	GPMD R1: The GPMD management should find innovative ways of sharing experiences and knowledge with other donors to encourage them to become more involved (for example, like the joint trainings of GPMD and GIZ).
By being involved in a specific area of migration, GPMD has credibility to other donors.		
A key factor in GPMD's success has been the strategic use of both financial and human resources in influencing high-level dialogues and hosting key conferences and meetings (for instance, HDL or GFMD).	Hosting of meetings and conferences in Switzerland gives GPMD additional visibility and ability to set agendas.	GPMD R2: The GPMD management should continue to put both financial and human resources towards policy dialogues. They should continue to host and chair key conferences and meetings. These activities are necessarily HR intensive.
Mainstreaming migration into development planning as well as policy coherence for migration and development have been key strategic areas that have a clear GPMD stamp on them.	Mainstreaming migration into development planning and policy coherence in migration and development are known as areas of expertise for GPMD.	GPMD R3: The GPMD management should continue to put resources into mainstreaming migration into development planning and policy coherence for migration and development since they have already made inroads on this issue and can capitalise on the momentum in this area.
GPMD works on content. The GP is innovative, flexible, and hands-on in its approach to projects in the field, and they think and plan in the long term. Their work on decent work in the Middle East and South Asia is seen as particularly innovative.	GPMD has an effective way of working both in the field and at the global policy level.	GPMD R4: The GPMD management should continue to think about sustainability of projects and building this into project planning. Where possible, impact evaluations of innovative projects should be conducted. GPMD R5: The SDC Board of Directors : Additional financial resources are needed to be more effective in implementing new or continuing previous innovative projects. The amount should be at least equal to the previous contribution to the SSM budget, but more would be welcome and highly impactful.
GPMD has established partnerships with key players in the field (such as the World Bank, IOM, ILO, UNDP, and ICMC), giving it both credibility and influence.	Partnerships with big global players including international organisations, governments, and civil society are important to influence policy.	GPMD R6: The GPMD management should continue to work with established and well-known implementing partners and should encourage their joint collaboration.
GPMD's team of motivated, expert combines technical and policy expertise; the use of regional advisors further strengthens GPMD work.	Choosing the right people for positions is one of the most important factors in the effectiveness of GPMD.	GPMD R7: The GPMD management should continue to strategically hire staff with specific migration and development expertise both at a technical and policy level.
A major limiting factor is Swiss domestic policy on migration.	Swiss domestic policy is negative towards migration.	GPMD R8: The GPMD management should focus on influencing Swiss policy or at least the dialogue around migration within the IMZ structure.

7 Global Programme Water Initiatives

7.1 Introduction and context

For decades, the SDC's water and infrastructure technical service had been a pillar of Swiss development cooperation. Its main focus was on water, sanitation, and hygiene (WASH). Together the SDC Natural Resource and Environment Division (NRE), which implemented projects in integrated water resource management (IWRM) and for the protection of watersheds, established a focal point for water in 2005.

When the Global Programs were established, the water sector could build on a strong lobby in the NGO and research sectors in Switzerland as well as in the SDC specifically. The role of water for human and social development was well recognized. Though water was not among the four topics originally selected as themes for GP, the water team continued to run a program. It was not until 2012 that the small SDC water team developed into a Global Program, the Global Programme Water Initiatives (GPWI).

7.2 Summary of GPWI results

Main results in policy-influencing activities relate to the global water sector dialogue, water governance, and equitable access. The GPWI played a key role in global water forums and as an innovator and incubator of new approaches. A large number of the projects imply policy effects.

Global Water Sector Dialogue

In 2012, when the GPWI discovered that water was not an issue in the global thematic dialogues for the SDG, it had the capacity to react immediately. Today, an SDG for water is a concrete proposal and subject to final endorsement in the UN General Assembly (September 2015). GPWI influenced the creation of this proposal through lobbying and mobilization of its network. The role of the Foreign Minister of Switzerland in championing water as a topic to be considered in the SDG agenda was also instrumental in this respect.

Water governance

WEF working group: In the private sector there is also a growing awareness that water problems need to be addressed in the context of watersheds. The GPWI acts to raise awareness among global players of the WEF working group. The aim of this engagement is to enhance the capacity of national governments to embark on public-private-partnership platforms for strengthening water management.

Water diplomacy and blue peace initiatives: The blue peace (water diplomacy) initiative started with a study on the costs of water conflicts by the political division of the FDFA. Technical knowhow in the water sector, capacity to finance activities, and being part of the FDFA allowed the GPWI to become the main promoter of this initiative. Today, water diplomacy is well established in the Middle East and in other parts of the world.

Water Footprint: The process of achieving recognition and standards for measuring water footprints took 6-8 years. Companies from different economic sectors began working together on water issues for the first time. In Colombia, the project started with a small budget frame⁴² and with a consortium of five large Swiss enterprises⁴³, each of which contributed significant resources. The pilot furnished the process of drafting the ISO standard 14046 with field evidence.

⁴² CHF 670,000.- from 2009 till 2013

⁴³ Holcim, Nestle, Alpina, Syngenta, Novartis, SIKA

Equitable access

The Joint Monitoring Program (JMP), Global Analysis and Assessment of Sanitation and Drinking Water (GLASS), Sanitation and Water for All (SWA): JMP of WHO and UNICEF is the official UN mechanism that monitors progress towards the Millennium Development Goal (MDG) relating to drinking water and sanitation. Data from JMP are the basis for bi-annual GLASS activities. Subsequent GLASS reports form the basis for bi-annual high-level meetings in SWA, which is a global partnership among developing countries, donors, multilateral agencies, civil society, and other development partners that work together to achieve universal and sustainable access to sanitation and drinking water. The GPWI was instrumental for the development of this architecture (JMP, GLASS, SWA) and for its branding (triple A: acquisition, analysis, advocacy).

Swiss Water Voice

The GPWI was the incubator for the establishment of the Swiss Water Partnership (SWP). The platform helps to mobilize Swiss knowhow in the water sector and presently has 75 paying members. It is a resource and sounding board for the GPWI. The GPWI also helped to establish the “Swiss Bluetec Bridge”, which encourages small- and medium-sized Swiss enterprises to make their water know-how available for the poor and for development.

Strong policy influencing focus

Practically all GPWI projects aimed at influencing policy and that have run for more than 6 years had policy effects. The level of co-financing of the initiatives by the partners is high, which may signal a strong sense of (co-)ownership. All interviewed partners see Switzerland as a topic leader in water. Key factors in this perception related to the fact that there were no ideological barriers to work with the private sector, that staff had a high level of professionalism, and that GPWI had financial means to become involved.

The GPWI can benefit from its excellent relationships with the political wing of the FDFA. Interview partners from these departments report that the GPWI is a significant resource in their work. This can reach a point in which the political wing takes the lead in initiatives and treats the GP as topic experts only.

The GPWI has contributed to broadening the development paradigm in the water sector beyond WASH. It succeeded in opening windows for a South-South dialogue. Examples of this include the dialogue between Peru and Colombia on intervention strategies in rural water supply and sanitation (SABA) or the support to the launching of a blue peace process between Iraq and Turkey in the water diplomacy cluster. A mission composed of experts from Senegal to Turkey was the turning point to convince Turkey to embark on a blue peace dialogue.

All interview partners from the private sector see the GPWI as an entity that can open the door to the negotiation tables for shaping policies. Representatives highly appreciate the constructive approach of the GPWI and the absence of ideological barriers. Experiences of the different stakeholders are taken seriously: “There is a real sense of collaboration”. Certainly, more could be done in topics like agricultural water efficiency or economic studies of how to optimize the value of water in products⁴⁴, all of which are of high interest for the private sector.

Key findings, conclusions, and recommendations for GPWI are listed in Table 6 below. The detailed analysis on the evaluation of GPWI is presented in Annex 12.

⁴⁴ Proposed by Nestlé and other interview partners from the private sector

Table 6 GPWI: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Success factors		
<p>With its water know-how, capacity to make close follow-up on policy processes, and being part of the FDFA, the GPWI has succeeded in being a highly-attractive partner in a large number of relevant policy processes in the water sector. Examples are the SDG, the engagement in UNWATER, the WEF platform for water resource management, and water diplomacy.</p>	<p>Many doors are now open and the targets defined for a SDG water goal. The challenge is now to keep the momentum going, which can be time-consuming and demanding. It also requires a lot of know-how at the technical level (e.g. monitoring of the SDG). This is a challenge as the number of staff in the GPWI is relatively small and as a number of key staff are rotating in 2015.</p>	<p>GPWI R1: Department Global Cooperation: The GPWI needs sufficient senior staff with water know-how who are capable of leading demanding policy processes at the highest levels.</p> <p>GPWI R2: Personnel Division: There is a need for a thematic career in the water sector. This could be looked at not only within the SDC but also with partners from the ISDC working group on water.</p>
<p>Working with a partnership and multi-stakeholder approach contributed to policy impacts. The GPWI can build on the experiences and networks of its partners. There are high leverage effects for SDC that could be even further developed.</p>	<p>The GPWI works with prime partners (e.g. Forest Trends, IUCN, WEF, the WB, UNWATER). All express satisfaction with the partnership approach applied by the GPWI. Unfortunately, RésEAU does not play a prominent role in the promotion of innovative approaches developed by the GPWI and its partners in SDC priority countries. It should be more involved.</p>	<p>GPWI R3: Department Global Cooperation: Methodologies for stakeholder management and running global programs in partnerships need to be further rationalized.</p> <p>GPWI R4: GPWI Management: There should be some budget for learning and to capitalize on opportunities for synergies that emerge in the peer-review meetings organized by the GPWI for its partners.</p> <p>GPWI R5: SDC Board of Directors: Options regarding how the SDC Regional Cooperation Department and the SDC Cooperation with the East can capitalize on innovative approaches developed by the GPWI and its partners should be further explored. RésEAU should play here a more active role..</p>

<p>Due to careful analysis of the context, a good selection of partners, and clustering of projects, the GPWI was able to boost innovations where other donors were not yet involved. There was a high level of strategic thinking involved that enabled the GPWI to contribute to topics that are likely to be relevant in the future.</p>	<p>Experience shows that for an initiative to lead to results, engagement over a longer period of time (6-10 years) is necessary. There is now a need for some consolidation to allow GPWI to face upcoming challenges (e.g. global water platform of the World Bank).</p>	<p>GPWI R6: GPWI management: The number of projects should be consolidated. In this process, the strategic focus on thematic clusters in the GPWI should be maintained.</p> <p>GPWI R7: GPWI management: Progress in thematic clusters should be more actively reviewed or evaluated by external experts. Where initiatives are unlikely to lead to policy results in realistic time frames (6-10 years), they should be re-considered for phasing-out.</p> <p>GPWI R8: GPWI management: The WB Global Water Platform is likely to be an important partner in the future. This will require new resources.</p>
<p>Through evidence-based policy dialogue and leveraging of resources of partners, the GPWI has led not only to policy changes but also to significant results in terms of poverty alleviation. Examples include the Global Sanitation Fund, scaling-up of micro-irrigation and safe water, reducing water risks through new regulations, and compensation of water footprints by firms.</p>	<p>Effects of evidence-based policy dialogue and leveraging of resources of partners are not systematically documented. They are potentially largely under-estimated.</p>	<p>GPWI R9: GPWI management: The effects of GPWI at the field level should be more systematically monitored and documented in reports as a basis for the balanced assessment of the value added by this global program.</p>

Part D: Coordination, complementarities and coherence

This section addresses the institutional perspective of the evaluation. By using the “3C” criteria of coordination, complementarities, and coherence, the evaluation assesses the internal and external cooperation of GPs. The evaluation analyses the cooperation among GPs in the context of the connectivity of global risks. Success and limiting factors for cooperation are identified. The section ends with analysing the role of the Department Global Cooperation. Document review, interviews, the online survey of SCOs and Swiss Embassies, and results from the theory of change workshops provide the basis for this assessment

8 Coordination, complementarities and coherence

Key findings:

- General coherence in the SDC depends on a common view of senior management on Switzerland’s role in influencing global policy as well as on the foreign policy goals of Switzerland as a whole.
- Better coordination between GPs, Regional Cooperation, Eastern Cooperation and Humanitarian Aid is underused within the SDC. Only few good examples beyond GPH emerge. Those opportunities are too good to be wasted for the SDC.
- It is unclear to what extent the involvement of GPs at the national level is part of the SDC’s strategic approach in the form of a regional or country strategy, apart from GPH.
- Cooperation among GPs in the light of connectivity of global risks is underdeveloped.
- Concrete examples of how to practically and systematically enhance in-house cooperation are available, partly based on ad-hoc good practices.
- The Department Global Cooperation has a leadership role to play.

Within the SDC, general coherence depends on a common view of among the SDC’s Board of Directors on Switzerland’s role in influencing global policy as well as on the foreign policy goals of Switzerland as a whole. The evaluation finds that a common approach to both could bridge gaps between different departments within the SDC and at different operational levels of the SDC. GPH provides a good practice example of how such a common approach could look.

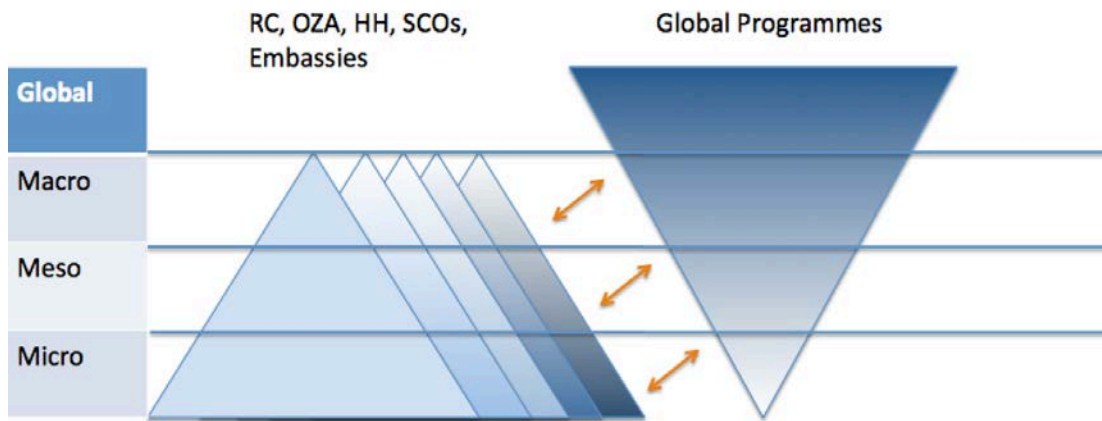
8.1.1 Internal and external cooperation

There is little doubt among stakeholders in the SDC that better coordination between GPs and the Departments of Regional Cooperation, Eastern Cooperation, and Humanitarian Aid is one of the big, underused leverages within the SDC. Among the GPs, only GPH displays high levels of coordination, as it is anchored in the Department Regional Cooperation. Out of 15 SDC HQ stakeholders, 13 raised this issue of limited internal cooperation. The survey with SCO and Swiss Embassies showed that 40% of the SDC staff overseas feel ill informed about GP activities in their countries. Communication challenges are repeatedly reflected in the survey results. Additionally, 58% of the SDC staff overseas stated that GPs don’t contribute to accelerating progress in achieving host countries’ development objectives.

For a GP with an average budget ranging from CHF 30m to CHF 45m, tapping into larger SDC utilities—such as the Department of Regional Cooperation’s approximately CHF 250m annual portfolio—could magnify its capacity to influence policy at country level. At the same time, the Departments of Regional Cooperation, Eastern Cooperation, and Humanitarian Assistance and SCOs and Swiss Embassies have the chance to link into

the global policy dialogue and norm setting through GPs. The evaluation finds that those opportunities for networking should be exploited within the SDC.

Figure 11 Conceptual positioning of GPs in the SDC

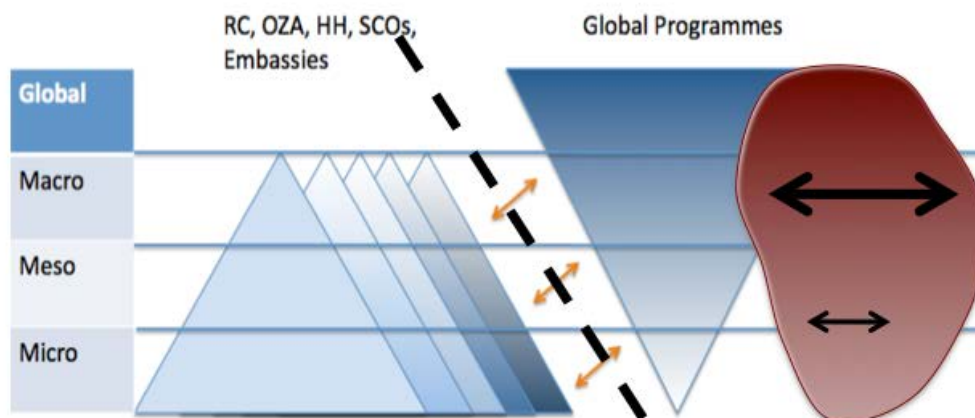


Source: SDC, amended

Figure 11 shows how conceptually GPs and other parts of the SDC and Swiss Embassies interlink. GPs are oriented towards global operations as their main focus but also work at the national- and meso-level in partner countries and are rooted in projects in the field. Other parts of the SDC and Swiss Embassies have a reverse orientation: work at the field level is the basis of their operations, followed by engagement at the meso- and macro-level, with the latter constituted of work at national level in partner countries. Through the exchange between GPs and other parts of the organisation, GPs benefit from the broad base of the SDC’s country experiences beyond GPs. Other parts of the SDC and Swiss Embassies also get access to the global arena on selected themes through GPs.

Figure 12 outlines the current positioning of GPs in the SDC, showing less in-house exchange and an approximation of the GPs portfolios’ orientation from global to micro level.

Figure 12 Current positioning of GPs in the SDC



Within the current structure, GPs and the Departments of Regional Cooperation, Eastern Cooperation, and Humanitarian Aid often operate in parallel, yet GPs also contribute to the SDC’s overall objective of poverty reduction. Ultimately, influencing policy and global norms can and does contribute to poverty reduction. GPs work to varying degrees on implementing global norms at the national level to directly engage in poverty reduction,

with GPFS being one example with its work on national food loss policies in Africa, or GPH as another example with its work on access to medicines.

“At the moment we have two parts in SDC moving forward, GPs and the rest of the house. This challenges SDC’s internal coherence”.

Source: SDC HQ staff

It is unclear to what extent the involvement of GPs at the national level is part of the SDC’s strategic approach in the form of a regional or country strategy, apart from GPH and an example in GPFS. This national-level involvement is often related to the geographic priorities of the partners with whom the GP work rather than to regional or country strategies of the SDC. Globally-operating NGOs like Forest Trend with which the GPWI operates select geographic partners according to windows of opportunities where they can make a difference. The same is true for GPFS.

Staff of the Departments Regional and Eastern Cooperation appreciate when GPs engage strategically. Apart from GPH, this engagement happens on an ad-hoc rather than strategic basis. In Latin America, GPCC and GPWI build upon the work of the Department Regional Cooperation , yet engagement with GP networks can be beneficial for information exchange in East Asia and Latin America. In Southern and Eastern Africa, the Department Regional Cooperation and GPFS strategically work together. In South Asia, GPMD creates synergies and strengthens the SCO as migration is highly relevant in the country but to a lesser extent addressed in the country strategy. GPMD’s added value is its reach to other relevant countries in the region that are not part of the SDC’s Department Regional Cooperation.

Greater scope of and possibilities for country-level engagement for the Department Regional Cooperation may be possible given access to GP resources, which provides additional incentive for in-house cooperation.

The results of the survey with SCO and Swiss Embassies show that coordination and collaboration with GPs is rated as efficient by 49%⁴⁵ of stakeholders only.

“As Swiss Ambassador and HoM (*Head of Mission*), I regret to say that we receive so little information about the GPs’ endeavors that there is no chance for us to understand, interact or contribute. We do not even know precisely how many GPs’ supported activities take place in our country of residence”.

Source: GP evaluation stakeholder

Interaction with GPs and embassies is mixed, with some working well (China, Benin) and others working in parallel (Tanzania or an example from South Asia listed in section 2.3.5). In Tanzania, for example, there are many GP initiatives being run in the country, but the embassy is not well informed about GPs let alone involved in them. This supports the findings of a recent SDC country evaluation in Tanzania⁴⁶. Embassies in general do not seem to appreciate last-minute requests to represent Switzerland/one of the GPs without having any previous knowledge of such activities, yet their role is so critical because of their diplomatic power on the ground.

⁴⁵ Based on on-line survey for GP stakeholders, n=14 (82% response rate of the 17 entities contacted)

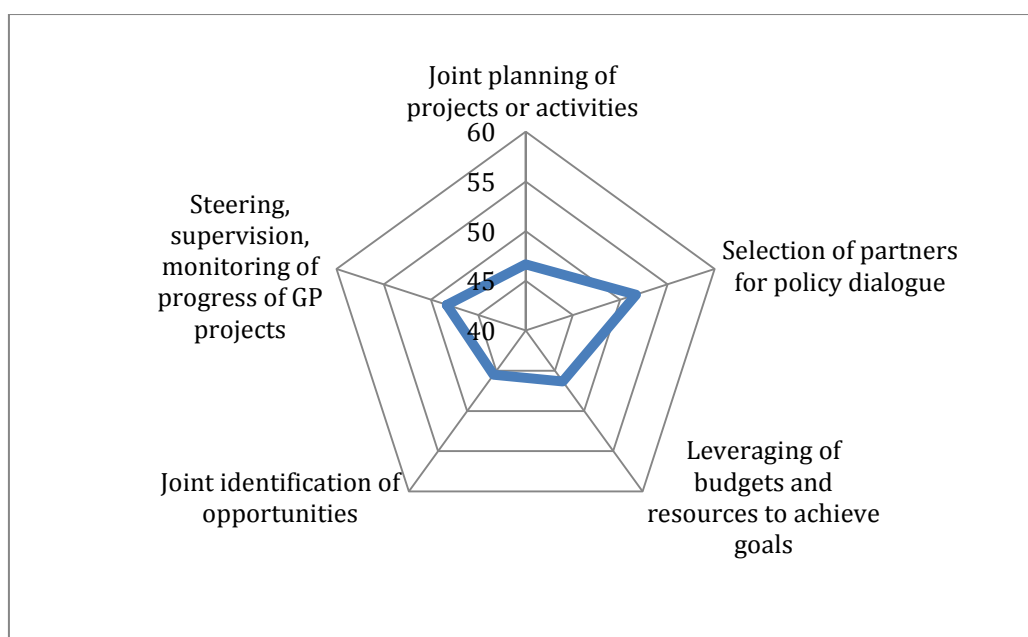
⁴⁶ SDC, 2014: Country Evaluation. Cooperation Strategy Tanzania 2011 – 2014, page 11

Lack of coordination and information can become a problem, particularly when a GP establishes contacts with partners such as the UN with which the SCO stays in close and regular collaboration in national policy dialogues. Country-level partners may become confused if the SDC approaches them from different sides and with sometimes different messages.

For all assessment criteria of coordination, complementarities, and coherence, the survey ratings show little variation in terms of perceived efficiency. Evaluation criteria included joint identification of opportunities, joint planning, and GPs building on experiences from country/regional cooperation or alignment to SCO or national strategies, as shown in Figure 13.

How do those coordination challenges relate to the fact that some GP management staff spend up to 50% of their time on coordination issues? One explanation is that staff spend more time on external coordination with GP project partners and other stakeholders in the Swiss Federal Administration as well as in engaging the Swiss public.

Figure 13 Coordination and cooperation between GPs, SCOs and Swiss Embassies



Source: On-line survey to selected SCOs and Swiss Embassies with GP engagement
Scale: Percentages

8.1.2 Cooperation among Global Programmes in the light of connectivity of global risks

The World Economics Forum 2015 Global Risk Report clearly highlights the connectivity of risk, as shown in Figure 14⁴⁷.

Societal risks such as food or water crises figure strongly among trends such as climate change, rising geographic mobility, or the threat of global infectious disease outbreaks and the rise of chronic diseases. The 2015 Global Risks interconnection map impressively shows the five thematic areas of the GPs.

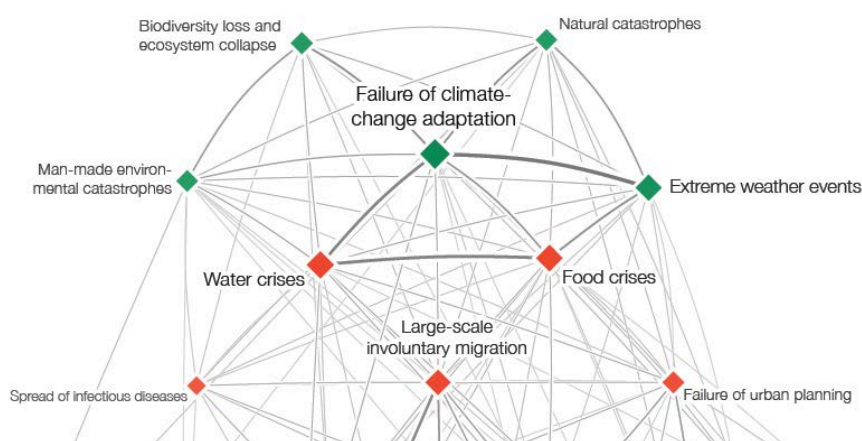
The evaluation found that GPs do not optimally address the connectivity of global risks. A priority was clearly placed on developing an identity for the individual GPs and to create

⁴⁷ with water crisis taking a top ten spot for the first time.

unique portfolios. GPs developed independently from each other and also from other parts of the SDC through the GPs' strategic frameworks. The connectivity of global risks offers opportunities for the GPs' post-2017 strategic frameworks, particularly in the light of SDG implementation.

The SDG agenda will shape the SDC's future goals and targets, creating an opportunity for GPs to contribute to those in a more integrated manner. New ways of GP engagement can be seen in, for example, issues of water pollution between GPCC and GPWI in China, on climate change, water and migration in Morocco, and on non-communicable diseases between GPFS and GPH. Another complementary thematic area identified in this evaluation is between migration and development and land rights and food security issues.

Figure 14 2015 Global risk interconnection map



Source: World Economic Forum, 2015: Global Risk Report

8.1.3 Success factors for supporting cooperation

Access to the World Bank through the WB's Executive Office

The close cooperation between the World Bank executive office in Washington and GP/SDC's Global Institutions Division creates high visibility of Swiss operations and enhances the influence of Switzerland in the World Bank on GP themes.

Access to the global norm setting to the UN

The successful thematic engagement by dedicated GP staff placed in the permanent representations to the UN in New York, Rome, and Geneva allowed shaping the new SDGs as proposed by the Open Working Group.

Knowledge exchange and sharing in SDC

Other parts of the SDC feel incentives to cooperate with GPs when GPs provide access to deeper knowledge. This is the case for the cooperation between the Eastern Cooperation and GPWI on water diplomacy issues in Central Asia or on issues of climate change insurances. In those cases, GPs cooperated with the SDC's Eastern Cooperation Department, which was empowered to lead national-level policy-influencing activities but still engaged the GPs in a feedback cycle, which can be looked at as an example of good practise in cooperation

Learning from GPCC's work on air pollution in China, Mongolia is a country in which newly-gained expertise could be replicated in Mongolia's capital city, Ulan Bator. From a Department Regional Cooperation perspective, GP networks are a utility for knowledge exchange and receiving information about activities within GPs.

The role of GP focal persons in the Department Regional Cooperation needs to be highlighted due to their facilitation of information flows and potential to enhance cooperation between GPs and the Department Regional Cooperation. They are also well placed to identify synergies and for strategic planning.

While those examples show the potential for a better cooperation between GPs and other SDC bodies, knowledge exchange and sharing is still underdeveloped.

8.1.4 Limiting factors: communication

Structured and strategic communication between GPs, with other parts of the SDC, and across other federal offices is sub-optimal⁴⁸. The outreach to Swiss parliamentarians to better explain the SDC's global policy approaches is similarly limited, as GPs fall short of clearly communicating the SDC's GP strategies as part of the message to parliament.

GP networks partly address this shortcoming. Networks facilitate communication within the SDC and seem to be valuable for HQ and field-based staff. Outside the SDC, communication and knowledge sharing between GPs and the State Secretariat for Economic Affairs (SECO) or other partners of the federal administration is underdeveloped and less institutionalised than desired. In the GPWI, many of the interviewed partners had little information about the GPWI portfolio beyond specific project collaboration, even if they could be of relevance to the partners. The same is true for GPFS.

8.1.5 Opportunities to strengthen internal SDC cooperation

How can internal coordination be enhanced? The SDC HQ stakeholders do not have a unified view of this topic but provided different experiences and suggestions on the topic:

- SDC's country or regional strategies:
 - Coordination could start as early as the planning process and involve the Department Regional Cooperation, SCOs, and relevant GPs; a good practice example is the involvement of GPWI in the SDC Pakistan country strategy development. Joint situation analyses and screening of opportunities to leverage resources internally within the SDC could also be strengthened;
 - Regular monitoring could be jointly undertaken to identify upcoming opportunities and to address challenges, and;
 - The strategies could have an annex on GPs to show strategic opportunities and how GPs' global agendas contribute to the SDC's country or regional objectives.
- More strategic use of operations committee as a chance to:
 - Include GP innovations in SCO portfolios for up-scaling, and;
 - Use thematic SCO expertise for evidence-based GP policy-influencing activities.
- GP focal persons in the Department Regional Cooperation are a valuable entry point for the Department Regional Cooperation to GPs, which will allow for identification of synergies and for strategic planning. The role played by the GP focal person in the Latin-American Department, for example, provides a good example.

⁴⁸ With exception of GPH being located in the Regional Cooperation and benefitting from the Swiss Health Foreign Policy.

- Annual GP events with its network of partners could systematically include members from other parts of the SDC to enhance coordination, including the identification of cooperation opportunities.
- Retreats and joint trainings could encourage cooperation.

GPs can also build on a number of interesting good practice examples identified during this evaluation.

GP's in-house cooperation with Policy Analysis and Research: The SDC's work with the Swiss National Fund is managed by the division of policy analysis and research, and GPs systematically participate in proposal selection. This ensures synergies and avoids duplication due to the fact that both GPs and policy analysis and research are part of the Department of Global Cooperation. Topics in the Research for Development (R4D) program of the SDC and the Swiss National Science Foundation (SNF) could be better aligned to topics proposed by the GP, however.

SDC's Global Institutions Division and its engagement with GPs: In preparation for the World Bank's spring and autumn meetings, GPCC, GPFS, GPMD and GPWI are systematically contacted for input, again due to the fact that both GPs and the Global Institutions Division are organised under the Department Global Cooperation. This close cooperation is a result of the personal engagement of a former head of the Department Global Cooperation. The evaluation team finds that here the separate location of GPH outside the Department Global Cooperation is a challenge, and its marginal role is politically difficult to justify.

GP cooperation with Swiss embassy in China: Work of the GPWI and GPCC with the Swiss Embassy in China is successful in the areas of reclaiming waste waters and low carbon cities. This work seems ready for up-scaling across China and beyond.

8.1.6 Role of the Department Global Cooperation

Among stakeholders from the SDC HQ, 15 commented on the role of the Department of Global Cooperation. The management of the Department Global Cooperation had a clear vision of their mandate. Other SDC stakeholders discussed suggestions about how to play the role of the Department Global Cooperation amid a lack of clarity. The latter might be related to frequent staff turnover at the head of the Department since 2008.

The management of the Department of Global Cooperation sees its role in supporting, coaching, and mentoring GP staff. By providing direct access to the diplomatic arena and multilateral organizations, GP expertise can also be leveraged through the Department of Global Cooperation to influence policy. This is currently done by focusing strategically on the four GPs; GPH is disadvantaged in this regard given its location outside the Department.

The role of the Department Global Cooperation also includes identifying attitudes and new tendencies in the diplomatic arena as well as feeding this information back to GPs.

This support role includes clear messages to GPs, for example, to place stronger focus on thematic priorities and to plan the project portfolios with fewer projects.

The SDC stakeholders outside the Department Global Cooperation would welcome the following clarifications:

- Criteria or guidance on what constitutes an “innovative project” (to be used in “Vorabklärung” and Operational Committees);
- Clarification on whether the implementation of global norms or treaties is part of GPs role;
- Ensure the strategic orientation of GPs as part of GP consolidation;
- Stronger results focus by identifying steps that can be monitored and reported on in the policy-influencing process by, for example, revising the number of outcomes and outputs/ targets for each GP component;
- Encouraging GPs to move from a phase of building the individual GPs to more coordination (e.g. earmarked fund for joint projects on global risks);
- Alignment of methodological approaches (e.g. stakeholder management, policy influencing) and support to make communication as effective as possible.

Overall, leadership on the global role of the SDC is required, and the Board of Directors is well placed to clarify its position in this regard.

Conclusions:

Divisions among different level of bodies within the SDC is a wasted opportunity to efficiently address global norms setting and policy influence for the SDC

- In-house divisions and the internal perception of the SDC as moving forward with two separate parts are institutional blockages. The SDC wastes a unique opportunity to truly bring together GP excellence and deep-rooted expertise from other parts of SDC operations except where GPH is involved.
- Given the deficit in the Swiss Federal budget, the current prevailing practices cannot be justified any longer to the Swiss tax payer.
- A clear and coherent message from the Board of Directors to communicate the SDC’s global approach to all staff is missing.
- Despite significant challenges in terms of internal SDC coordination, complementarities and coherence that encourage good practices do exist.
- The SDC and other parts of the Swiss Federal Administration miss out on knowledge and information from GPs. At best, this is a lost opportunity; at worst, a coherent Swiss approach overseas is jeopardised.

Leadership is required to move into addressing connectivity of risks for GPs:

- GPs have the potential to address issues of connectivity of global risks, especially as the topics of the five GPs are high in the list of interconnected global risks.
- The Department Global Cooperation faces a communication deficit about clarifying its role to other SDC stakeholders. Overcoming the current organisational split between GPs could increase the overall policy influence of Switzerland in the implementation phase of the SDGs and could strengthen the global outlook of the GPH itself. Under strong leadership of the Department Global Cooperation, this could be accomplished.

9 Recommendations

The following recommendations are made based on the key findings highlighted in the previous sections and the conclusions at the end of each section. Recommendations are targeted to the relevant decision-makers.

R 1: The **SDC Board of Directors**: Ensure through leadership and the allocation of resources that there is a political commitment to and sustainability of Global Programmes given their relevance for influencing policy, their capacity to address global risks, and the complementarities of GPs within the SDC as a new aid instrument. Likely budget and staff cuts in GPs jeopardise Switzerland's role in influencing policies and global norm setting at the SDG implementation phase and should therefore be avoided.

R 2: **Management of five GPs**: In the upcoming post-2017 GP strategic frameworks, GPs should consider an even stronger multilateral and wider international focus in its portfolios based on the impressive results achieved in influencing policy.

R 3: The **SDC Board of Directors**: Ensure and strengthen the interface of technical and diplomatic excellence through, for example, trainings, retreats, and communications. The latter can be achieved through strengthening thematic networks. Incentives for more mobility between diplomatic and technical personnel in general should be created.

R 4: **Management of five GPs**: Management should strongly build upon GP success factors when designing the post-2017 strategic GP frameworks and when making any changes to their portfolios.

Those success factors are:

- Demonstration of approaches in the field
- Work through privileged entry points in Switzerland's Permanent Representations to the United Nations in Geneva, New York and Rome; placing GP staff in those strategic locations but also in countries such as India and China
- Selecting global leaders as project partners and strategically placing regional advisors accordingly
- Use of Swiss coordination platforms in which the SDC has the lead
- Soft power through funding 13 multilateral organisations in which the SDC is among the top ten donors and through a long-standing cooperation in partner countries in the South and East
- Professionalism of competent teams
- GPs taking risks in terms of new partnerships and thematically controversial topics
- Strong thematic expertise in the GP and partners that are supported directly by GPs
- Flexibility to react to opportunities, including selection of partners and geographic areas of work

R 5: **Management of five GPs**: Use ending projects as an opportunity to enhance project alignment to even more stringent GP strategies within the design of the post-2017 strategic frameworks, particularly to better integrate new players in global development as part of the SDG implementation.

R 6: **SDC Board of Directors**: Use the post-2017 GP strategic framework preparation as an opportunity to unite all five GPs under the Department Global Cooperation to further enhance efficiency in influencing policy.

R 7: **SDC Board of Directors:** Consider introducing thematic careers that extend beyond the SDC and include the FDFA, the wider federal administration in Bern, and embassies and permanent representations of the Foreign Ministry in those career options. Strategically-motivated secondments to external partners such as multilateral organisations, think tanks, international NGOs, or partner-country ministries should help cultivate a broader view of the global thematic landscapes within such career tracks. The combination of diplomatic and thematic skills should be institutionalised in the SDC to enhance GP influence on policies at global level and to address the negative side effects of staff rotation.

R 8: **SDC Board of Directors:** Take a strategic decision to adjust GPs' budgets to accommodate human resource demands, even in an environment of decreasing SDC budget. This includes permanent funding for currently temporary GP positions in the Swiss Permanent Representations to the UN in Geneva, New York and Rome. To further enhance GPs' policy-influencing potential, hiring staff with a mix of diplomatic and thematic skills is recommended, as is joint training on both skill sets.

R 9: **SDC Board of Directors:** Clarify its understanding of the SDC's global approach in the light of the SDGs to guide the organisation and enhance coherence and internal coordination within the SDC with the ultimate aim of generating greater impact on global policy.

R 10: **SDC Board of Directors:** Introduce a mandatory assessment of the extent to which GPs are relevant for any upcoming SDC country and regional strategy. If relevance is given, GPs should be involved in the planning process together with the Regional or Eastern Cooperation and SCOs. Strategies could have an annex on GPs to show strategic opportunities and suggest how GPs' global agendas contribute to the SDC's country or regional objectives, based, for example, on good practices in GPH. The same should apply for the development of GP strategies and the identification of relevant projects of the SDC's Department Regional Cooperation and SCOs.

R 11: **SDC Board of Directors:** Develop clear Terms of Reference for GP focal points in the Regional and Eastern Cooperation as well as in Humanitarian Assistance and ensure that those posts are filled. In the ToR of staff from the Regional Cooperation, a certain percentage of time should be allocated to GP related issues.

R 12: **SDC Board of Directors:** Ensure that all GP positions in the Swiss Permanent Representations are kept and temporary GP positions in those locations are converted into permanent ones given good performance in those strategic posts.

R 13: **Management of the Department Global Cooperation:** Acquire the means to address communications gap to improve GP outreach through thematic networks; ensure that relevant partners in the SDC and the federal administration are informed about GP activities in HQ but particularly at country level.

R 14: **Management of the Department Global Cooperation:** Consider creating an earmarked fund for joint GP projects in order to create an incentive for cross-GP cooperation. To be ahead of the curve and to act swiftly in the implementation of the new SDG aid architecture, significant resources should be allocated to this fund.

R 15: **SDC Board of Directors** is recommended to take leadership and:

- Jointly clarify the SDC's global approach across SDC departments for better understanding and openness of cooperation across different organisational divisions.

- Combine all five GPs under the Department Global Cooperation
- Specify whether the implementation of global norms or treaties is part of GPs role

R 16: Department Global Cooperation:

- Use preparation of post-2017 GP strategic frameworks to ensure an even tighter strategic orientation of GPs as part of GP consolidation by, for example, revising the number of outcomes and outputs/ targets for each GP component

R 17: Departments Global and Regional Cooperation:

- Elaborate criteria to identify “innovative projects” for use at the stage of “Vorabklärung” and in Operational Committees to determine whether projects are eligible for GP portfolios

Berne/Switzerland, 15 December 2014

Invitation Procedure

"External Institutional Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health"

Terms of reference

1 Purpose of this document

This document contains the requirements relating to the mandate "External Institutional Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health". It serves as a template for the bidder to submit his or her offer. Contracts are awarded according to the invitation to tender procedure according to Art. 35 of the FOPP (*Federal Ordinance of 11 December 1995 on Public Procurement*).

2 Goal and content of the mandate

2.1 Background

2.1.1 Strategic framework

SDC's mandate and mission is to contribute to sustainable global development and to the reduction of poverty and the mitigation of global risks and challenges. The Message on International Cooperation 2013-2016 sets the current strategic framework for the implementation of the mandate in the light of the global challenges and their impacts on development. In the last decade new issues such as climate change prominently emerged on the development agenda. Other vital development issues, like the access to water, food security, health and migration, are increasingly recognised as global issues that significantly impact development. *"Switzerland's International Cooperation is focusing more strongly on **global challenges**. Cross-border risks associated with climate change, lack of food security, water shortages, inadequate access to healthcare, migration, and economic and financial instability all damage development opportunities, particularly for poor countries. To counter these, Switzerland is developing innovative solutions in these areas as part of its "global programmes". This will enable Switzerland to exert a targeted influence on international policy and the negotiation of global regulations"*⁴⁹.

SDC's portfolio comprises five Global Programmes (GP): GP Climate Change, GP Water Initiatives, GP Food Security, GP Migration and Development and GP Health. Furthermore, the State Secretariat for Economic Affairs (SECO) addresses the issues of economic and financial crises in its own GP Finances and Trade. This GP, however, will not be part of this evaluation.

2.1.2 Genesis and institutional set-up of the Global Programmes

In the light of this evaluation, it is important to consider the **genesis** of the five Global Programmes in order to understand existing differences in the institutional set-ups of the GPs as well as their different stages of implementation.

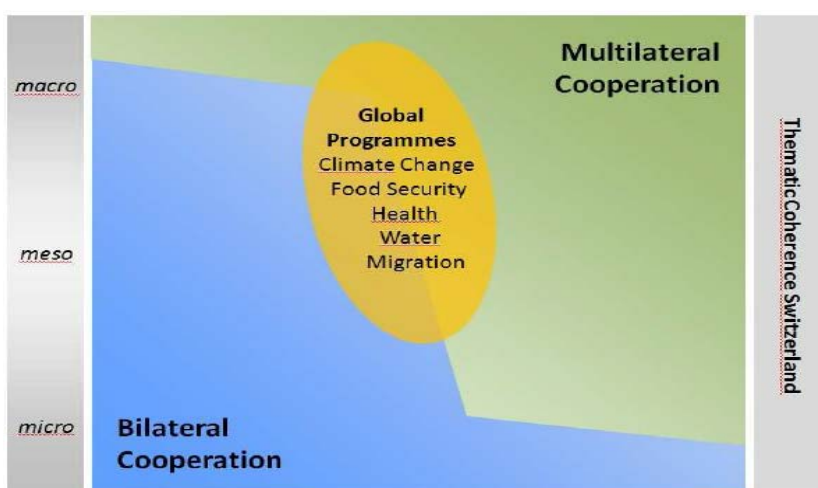
⁴⁹ Message on International Cooperation 2013–2016, Key points in brief, p. 5.

SDC's Global Programmes were introduced in order to respond to the emergence of global challenges. The spirit for the creation of the Global Programmes is subsumed in the following quote of the former SDC Director ⁵⁰:

"The challenges of sustainability and the scarcity of the world's resources have become bigger in the years following the financial and economic crisis, and include access to water, commodities and energy, climate change, food security, migratory movements and global health-care issues. The traditional models of local capacity building are only able to address such problems and their impact on poverty to a limited extent. The North-South logic is failing. The SDC's Global Programmes have emerged since 2009 as a result of these considerations. They combine practical experience with political structuring and aim to achieve their targets with relatively limited funding. The Global Programmes are deployed where they have the greatest leverage and not always in the poorest countries. Positive results for poor countries and population groups however remain the goal. In my opinion, the Global Programmes are not only the SDC's most significant innovation in past years but also the most visible break with traditional working methods of development cooperation. I am sure that these approaches have great future potential".

The introduction of GP's is the result of a decision, which was taken at the reorganisation of SDC in 2008. Main purposes of this reorganisation were improvements in the results orientation and the overall effectiveness of SDC. Other important issues of the reorganisation were the decentralisation of thematic responsibilities in the respective operational domains and divisions as well as the creation of Global Programmes for the international policy work. With regard to the introduction of Global Programmes, the aim was to better address the global dimension of development issues: "(...) SDC has launched thematic global programmes to strengthen its commitment to the resolution of global challenges and to contribute to the creation of a pro-development globalisation" ⁵¹. SDC's reorganisation has strongly influenced its operating model in terms of structure, strategies, processes and instruments.

Institutional Set-Up: The current organisational chart reflects the new structure of SDC, which encompasses four domains and a staff (Stab) at the level of the Directorate ⁵². The following figure illustrates, how Global Programmes are thought to complement SDC's bilateral and multilateral instruments of international cooperation:



Source: Retraite de la Direction du 31 mars/1^{er} avril 2011 (communiqué).

⁵⁰ Martin Dahinden, SDC Director 2008-2014. "Some thoughts and memories, and a look to the future", p. 28-29. (September 2014).

⁵¹ "Focus on Pro-Development Globalization – The SDC's Global Programs", Factsheet, February 2012.

⁵² See Annex 1: "SDC Organisation Chart 02.09.2014".

With regard to the institutional set-up, four Global Programmes are part of the domain “Global Cooperation”. The following table and Annexes 1 and 2 illustrate that the Global Programme Health is integrated in the domain “Regional Cooperation”.

Responsibility	Domain Global Cooperation				Domain Regional Cooperation
Units	GPCC Section	GPWI Section	GPFS Section	GPMD Section	GP Health
Indicative annual budgets*	CHF 40 Mio	CHF 40 Mio	CHF 30 Mio	CHF 20 Mio	CHF 20 Mio
Networks	CC+Environment Network	RésEau	Agriculture+FS Network	Migration+Dev Network	Health Network
Strategies / Policy	Strategic Framework GPCC 2014-2017	Strategic Framework GPWI 2013-2017	Strategic Framework GPFS 2013-2017	Strategic Framework GPMD 2013-2017	SDC Health Policy (2013)

* As indicated in the Message 2013-2016, p.2586, footnote 16.

GPCC = Global Programme Climate Change Initiatives

GPWI = Global Programme Water

GPFS = Global Programme Food Security and Development

GPMD = Global Programme Migration

As indicated, the four Global Programmes GPCC, GPWI, GPFS and GPMD are structured as section, which is led by a respective “Head of Section Global Programme”.

GPCC: The mission of the Global Programme Climate Change (GPCC) is to contribute to a climate-compatible development over the long term. GPCC aims at safeguarding development achievements from negative climate change impacts and reducing or avoiding greenhouse gas emissions without compromising development goals.

In 2014, the GPCC runs 45 projects. It includes a staff of 19 employees, including 5, who work from abroad. The budget accounts to CHF 37 Mio in bilateral and CHF 30 Mio in multilateral cooperation. The CC+Environment Network includes 250 members.

GPWI: The programmes, projects and contributions of the GPWI meet key global challenges related to the management of water resources, including access to drinking water and the use of water for agriculture, industry and households. By focusing on inequity and poverty, they contribute to reduction of global risks and the realisation of a water-secure world.

In 2014, the GPWI runs 53 operational projects and initiatives at bilateral and multilateral levels. Most of them have innovation and policy components. The GPWI with its 16 specialists (of whom 5 employees abroad) acts as a centre of competence and maintains partnerships with academia, the public and private sector, civil society organisations and a network (RésEAU) with 410 members. The budget accounts to CHF 40 Mio.

GPFS: The aim of the GPFS is to influence the global context and to strengthen the role of institutions that increase production and productivity in smallholder production systems in a sustainable way and to improve the food security of vulnerable populations, especially women. GPFS’ commitment is a world free of hunger and malnutrition to which smallholders may contribute with nutritious food accessible to all, while increasing their income and safeguarding the environment.

In 2014, the GPFS encompasses 37 projects, while the number of staff rests at 17,

of whom 3 employees are working abroad. The budget accounts to CHF 24 Mio in bilateral and CHF 26 Mio in multilateral cooperation. The Agriculture and Food Security Network includes 260 members from 48 countries.

GPMD: The GPMD with its initiatives, programmes and contributions responds to global and regional challenges with regard to the inter-linkages between migration and development. More particularly, the GPMD prioritises the promotion of the positive aspects and the mitigation of the negative aspects of migration on development, with due consideration to a coherent development policy and the interests of the Swiss migration policy. Different actors from civil society and migrants' organisations are included in both the elaboration and in the implementation of solution-driven strategies.

In 2014, the GPMD runs 40 projects with a staff of 13, of whom 4 work abroad. The budget accounts to CHF 9.5 Mio. The Migration and Development Network encompasses 90 members.

The four Global Programmes above have developed current strategic frameworks to guide the implementation of the strategic objectives set in the Message 2013-2016. With regard to strategy, the Global Programme Health currently refers to SDC's Health Policy (2013), a strategic framework is being drafted and expected by end of 2014.

Global Programme Health: The Global Programme Health was integrated in the East and Southern Africa Division of the domain Regional Cooperation. In 2011, SDC Directorate explicitly confirmed health as a global theme. In the current Message to Parliament 2013-16, health is mentioned as one of SDC's Global Programmes with an indicative annual budget of CHF 20 Mio. Accordingly, the head of the East and Southern Africa Division is the "thematic responsible for health". The strategic reference document is the "SDC Health Policy" (2013). A "Strategic Framework for the Global Health" is being drafted and expected for beginning of 2015.

In 2014, the team of "Global Health" consists of 7 employees (4.7 full time equivalents). The bilateral expenditures account to CHF 13.6 Mio for 19 projects; the multilateral expenditures account to CHF 35.5 Mio for contributions to three multilateral institutions. The Health Network includes 72 members, which are situated at SDC Headquarter, SDC country offices and from other federal offices. It is planned that the network will open to Swiss NGOs and other relevant actors in 2015. The network is managed by two focal points with the support of a communication officer (1.5 full time equivalents).

All five Global Programmes have a thematic network under their responsibility. These networks were evaluated in 2014. The evaluation report and the management response will be provided to the evaluation team.

For the year 2014 the overall portfolio of all five Global Programmes includes some 194 projects and initiatives. The respective budget accounts to some CHF 180 Mio in 2014.

2.1.3 Mandate of the Global Programmes

The **mandate** of the Global Programmes is "*to exert a targeted influence on international policy and the negotiation of global regulations*"⁵³.

In order to fulfil this mandate, the Global Programmes relate to strategic objectives. More specifically, the mandate of the GPs incorporates mainly the following three aspects⁵⁴:

⁵³ Martin Dahinden, SDC Director 2008-2014. "Some thoughts and memories, and a look to the future", p. 28-29. (September 2014).

⁵⁴ See Message 2013-2016, p.2586.

- 1) International Policy: Those responsible for the Global Programmes actively participate in relevant international and multilateral processes to shape the global architecture and to develop global regulations and policies (e.g., international conventions), and do so in agreement with other competent federal offices. In addition, Switzerland supports its partner countries in the development of norms and policies to cope with global and regional challenges.
- 2) Innovative Projects: In order to respond to the new identified challenges, the Global Programmes – complementary to the Regional Cooperation, Cooperation with Eastern Europe and Humanitarian Aid – conduct innovative projects which feed policy dialogue and offer potential for scaling-up of policy influencing. It fosters the application of new technologies and innovative forms of cooperation. In so doing, it focuses on countries and organisations that are influential players in regional and global policy shaping, for example emerging countries such as India, China, South Africa, or international organisations with strong policy advocacy role.
- 3) Knowledge and Networking: SDC supports and participates in forums and networks that are significant in developing, sharing and mainstreaming thematic knowledge in and outside SDC. Networking is thereby being fostered both within SDC and with representatives from the fields of politics, the administration, the private sector, research academics, and civil society. These partnerships lead to innovative and practical solutions, and increase Switzerland's room for manoeuvre and influence in international policy dialogue.

The Global Programmes' specificity and profile are expected to be sharpened through initiatives in international and multilateral policy dialogue fora, through the formulation of innovative solutions in partnerships with different stakeholders and through the relaying and sharing of knowledge. The added-value of the GPs lies in the combination of specialized competences, their practice-orientation, and participation in the elaboration of international norms. Global Programmes come into effect whenever it is possible to exert additional influence in the search for cross-border/regional solutions or in identifying conducive policy and partner constellations. Consequently, they are not geographically linked, but are rather put into operation in regions where they can have the strongest impact. However, and according to the theme, all Global Programmes have defined geographic areas where the highest possible engagement is required.

The progress in the implementation of the strategic objectives differs among the Global Programmes. These differences as well as the specificities of each Global Programme relate (i) to their respective global risks / themes (climate change, food security, health, migration, water), (ii) to the multilateral architecture related to the theme, (iii) to the international and global actors / stakeholders around the topic and (iv) have therefore their proper logic in the way they are implementing the strategic objectives common to all five Global Programmes. Such specificities are to be considered in the light of this evaluation. More particularly, water and food security evolved from longstanding SDC interventions in the respective or related "sectors". Climate change relates to interventions in the field of natural resources and environment. Migration and development has emerged as topic at SDC since early 2000. Finally, health is currently evolving from a sector approach into a global dimension of health.

3 Purpose and focus of the evaluation

The three main **purposes** of this evaluation are learning, accountability and steering.

- The evaluation contributes to institutional learning at SDC, by generating lessons and recommendations to continuously improve the performance and results of the Global Programmes.
- The evaluation has further the purpose to render accountability on the use of the resources of the Global Programmes to SDC's Senior Management and to the parliament.
- The evaluation also contributes to SDC's strategic steering. The findings and recommendations of this evaluation shall allow the management to take corrective measures, where necessary, and to further improve policy influencing through the Global Programmes.

The five Global Programmes represent a broad institutional and operational system. With regard to feasibility, utility and timeliness, the evaluation will therefore focus on the key mandate common to all five Global Programmes.

Accordingly, **the focus of this evaluation is on the policy influencing of the Global Programmes at the levels of international, regional and national policies.**⁵⁵

In particular, the evaluation will assess to what extent the five Global Programmes are on track regarding the common mandate of influencing policies.

4 Objectives and key questions of the evaluation

The Global Programmes were introduced as new and complementary institutional structures to deal with the issues of global challenges. The overall goal is to influence policy and norm setting in the respective thematic issue. This evaluation is an opportunity to assess the added value in policy influencing, agenda and norm setting. The focus of the evaluation will rest mainly on the global level. However, the evaluation will also observe implications that become visible at regional and national policy levels.

The evaluation will furthermore assess to what extent Global Programmes engage in transfers of experience and knowledge from SDC's Regional Cooperation, Cooperation with Eastern Europe and Humanitarian Aid to the global policy level, and vice-versa. The evaluation shall also examine innovative approaches that were identified and implemented by the Global Programmes and assess their influence on global, regional and national policies.

The evaluation has three **objectives**:

Objective 1:

Appraise to what extent the Global Programmes address the relevant policy themes in regard to the global and regional challenges.

Key questions:

1. Which concrete policy influencing areas have been addressed by the five Global Programmes?
2. To what extent are these policy influencing areas relevant with regard to the current global and regional challenges?

⁵⁵ As regard to the national level, the evaluation will include countries with and without SDC's Cooperation Offices.

Objective 2:

Assess to what extent the Global Programmes have influenced policies at international, regional and national level.

Key questions:

3. To what extent does policy influencing lead to tangible results? What are the most significant results achieved regarding policy influencing at international, regional and national level?
4. To what extent has policy influencing been brought to scale at national, regional and global levels, in terms of up-scaling of promoted innovations?
5. Which key factors of success and key factors of failures have become apparent in specific examples of policy influencing?

Objective 3:

Analyse and appraise through which means the Global Programmes have pursued results in policy influencing.

Key questions:

6. To what extent does the policy influencing rely on evidence-based information? To what extent do innovative approaches, developed by the Global Programmes, contribute to policy influencing? To what extent do Global Programmes promote knowledge sharing and build on experience of the Regional Cooperation, Cooperation with Eastern Europe and Humanitarian Aid regarding policy influencing?
7. With regard to the current global and regional challenges, to what extent are selected geographic areas of the Global Programmes relevant to policy influencing at international, regional and national levels?
8. To what extent do Global Programmes pursue policy influencing activities through internal and external collaborations (SDC headquarter and field, other federal offices, international and multilateral organisations, national governments, academia, civil society)?
9. To what extent are financial and human resources/capacities of the Global Programmes balanced? To what extent do these resources/capacities ensure an effective policy influencing?
10. How do other bilateral donors (e.g. Germany, UK) or multilateral agencies (e.g. the World Bank) address global issues and related policy influencing activities? To what extent do such processes provide lessons to learn for SDC?

5 Evaluation methodology

With regard to their institutional set up in 2008, the Global Programmes remain relatively young; this evaluation covers the period since the establishment of the Global Programmes in 2008 up to 2014.

The Global Programmes operate in a context with manifold influences and dynamics. It will be challenging to trace the policy influencing of SDC's Global Programmes with rigor and evidence. Nevertheless, the evaluation presents also an opportunity for learning. We highly encourage the evaluation to be innovative, in terms of methodology, and participative, in terms of actively integrating the teams of the Global Programmes. We suggest that the external evaluators moderate self-evaluation workshops with members of the Global Programmes or engage in any other form of active participation.

With regard to the assessment of the portfolio (currently some 200 projects), we propose the evaluation to focus on 4-5 projects for each Global Programme. This selection is then to be analysed thoroughly by the evaluators in order to answer the questions, and in particular question number 5. As starting point for the selection, the evaluators will be

provided a list of the total portfolio. It is indicative that members of the Global Programmes support the evaluators during the selection process, the final decision, however, will rest with the evaluation team.

It seems indicative that the evaluation team shall be in contact with all stakeholders and representatives at relevant policy platforms, in particular the missions and embassies in New York, Washington and Geneva (health). Other platforms to be included are situated in: Rome (food security) and Songdo-Korea, Washington and Bonn (climate). A field mission to New York and Washington is an option. In any case, the evaluation team will be given a list with relevant stakeholders to be interviewed (by Skype or phone).

The evaluation team is asked to perform an extensive document review, including an assessment of the monitoring and reporting system of the respective Global Programmes. Other than that, evaluators are encouraged to perform interviews at SDC's headquarter in Berne and with representatives in selected Cooperation Offices, embassies as well as national and international institutions (by Skype and phone). The evaluation team will be provided a list of persons, proposing potential interview partners and targeting different perspectives (inside, external). This list however, will also be subject to the opinion of the evaluators.

The evaluation team will be provided with all relevant documents. Relevant documentation includes:

- The Message to the Parliament 2013-2016
- The DAC Peer Review 2013 (Report 2014)
- Effectiveness Reports on Agriculture and Food Security (2008), Water (2010) and Climate Change (2014)
- The Evaluation Report of SDC Networks
- The Strategic Frameworks of the thematic sections of the Global Programmes
- Evaluation reports
- Annual reports (global, regional, Eastern and humanitarian aid)
- End of phase reports.

It is to be expected that results assessment at the level of policy influencing and norm setting is especially challenging. The evaluation team is asked to explicitly suggest how it will address this issue.

The evaluation refers to the OECD/DAC Evaluation Criteria⁵⁶. It will focus on the relevance and effectiveness of policy influencing and particularly on those policies that address global and regional challenges. In particular, the OECD/DAC Evaluation Criteria were used as starting point for the objectives and key questions in chapter 3.

6 Institutional set-up and responsibilities for the evaluation

This evaluation is mandated by SDC's Directorate and commissioned by the Evaluation and Corporate Controlling Division, which is separate from the operational line and reports to SDC's Director General directly. The intellectual independence of a contracted external evaluation team shall be safeguarded throughout the evaluation.

The **SDC Directorate** will approve the Approach Paper and the Final Report with the recommendations and the Management Response. The Management Response will be prepared by two representatives of the Board of Directors, with support from E+C Management Team, and approved by the Board of Directors. It will be signed by SDC Director-General. The Management Response will be implemented through an Action

⁵⁶ OECD DAC Criteria for Evaluating Development Assistance. www.oecd.org/dac/evaluation.

Plan.

A **SDC Reference Group** (RG), composed of 9 persons accompanies the evaluation process. The members of the RG are the heads of the five Global Programmes, one representative of the Regional Cooperation, of the Global Institutions, of the Cooperation with Eastern Europe and of the Humanitarian Aid. The RG will meet for the discussion of milestones throughout the evaluation process. The milestones are:

- Discussion and validation of the Approach Paper to be submitted for approval by SDC Directorate;
- Briefing and kick-off meeting with evaluation team;
- Discussion and validation of the Inception Report (with the Evaluation Team);
- Feedback on Draft Evaluation Report and recommendations.

The **Management-Team** (MT) for this evaluation consists of Monika Egger Kissling (EKM), Programme Officer Evaluation, and Jean-Marc Clavel (CJM), Head of Section Evaluation and Controlling (E+C). The MT will be responsible for the coordination and the management of the evaluation process.

7 Mandate and team

The volume shall be limited to 90 working days (14 days per Global Programme + 10 days for aggregation and synthesis work, with the option of additional 10 days for missions to New York and Washington).

Ideally, the evaluation team should be composed by 2-3 experts with excellent knowledge in the fields of development cooperation and global issues of the five GPs. Competences in strategic change and organisational development are also important. Evaluation excellence, however, is a must for every team member. With regard to the interviews, document study and report writing, profound language skills in English, French and German are to be assured by the team.

8 Deliverables

The evaluation team is expected to provide the following services and products:

- Participation in the kick-off meeting at SDC in Berne.
- Inception Report and discussion with the Reference Group.
- Draft Evaluation Report
- Final Evaluation Report with recommendations for improvement (max. 40 pages, excluding annexes) and an executive summary of maximum 3 pages that includes key findings and recommendations.
- Presentation of the findings and recommendations to the SDC Directorate at SDC in Berne

The timing of the evaluation allows furnishing **lessons and arguments** for the positioning of the Global Programmes in the upcoming Message 2017-2020.

9 Road map

The milestones of the evaluation are mentioned below.

8 December 2014	Approach Paper approved by DIRKO
16 December 2014	Publication of the mandate on: www.eda.admin.ch
7 January 2015	Deadline for submitting questions by email
9 January 2015	Answers to the questions
16 January 2015	Deadline for submitting the offer
23 January 2015	Awarding of mandate and notice to unsuccessful bidders
February 2015	Begin of mandate

February 2015	Kick-off meeting (tbd) First round of interviews, study of documents and writing of Inception Report
End of February 2015	Meeting on Inception Report (tbd)
March – April 2015	Second round of interviews, study of documents Option for visit to New York and Washington
Mai 2015	Draft Evaluation Report
June 2015	Final Evaluation Report Presentation of the findings and recommendations to SDC's Directorate (tbd)
End of July 2015	End of mandate
July – August 2015	Management Response

10 Formal aspects of the invitation to tender

10.1 Contracting authority

Swiss Agency for Development and Cooperation Evaluation and Corporate Controlling Division manages the award procedure and is also the direct mandating party for the bidder.

a. Type of procedure

Procurement in the invitation to tender is in accordance with the Federal Ordinance of 11 December 1995 on Public Procurement, FOPP, SR 172.056.11. There is no right for appeal.

b. Composition and content of the offer

Chapter	Contents
0	Covering letter with signature
1	Technical Offer <ul style="list-style-type: none"> - Introduction with motivation for the bid - Understanding of the mandate - Description of the proposed methodology - Competencies, roles and responsibilities of the team - Preliminary workplan
2	Financial Offer Submit the financial proposal in accordance with Budget form in CHF currency. (Use Excel Sheet Budget Form in the Annexe).
3	Annexes <ul style="list-style-type: none"> - Profile of the company - CV's of the team members - References

c. Budget

The volume shall be limited to 90 working days: 14 working days per Global Programme + 10 days for aggregation and synthesis work, with the option of additional 10 days for a mission to New York and Washington.

No reimbursement can be made for the bidder's work in preparing and submitting his or her offer.

The contract is concluded subject to the prior approval of the credit by SDC.

d. Contractual terms

The contract to be concluded is subject to the general terms and conditions of business (GTC) of the Swiss Federal Department of Foreign Affairs (FDFA) for mandates Type A and B (see Annexe). The general terms and conditions are considered to be accepted when an offer is submitted.

11 Suitability criteria

The bidder can verify his or her ability to fulfil the mandate in technical, financial and commercial terms on the base of the following suitable criteria:

No.	Suitability criteria	Verification
1	Knowledge of International Cooperation: The team has advanced knowledge of the trends and current issues in the field of International Cooperation.	At least 2 references on services delivered (evaluations, studies, mandates) in the field of International Cooperation over the last five years.
2	International experience: The team has good knowledge of the global issues of the five Global Programmes and a good understanding of policy processes and norm setting at international level.	At least 2 references on involvement / experience at international / multilateral level.
3	Personnel resources: The bidder has the necessary personnel at his disposal to be able to fulfil the mandate as described in the functional specification.	Written confirmation with easily understandable documentation about the human resources employed for the mandate.
4	SPOC: A Single Person of Contact acts as the team leader	Name + contact data
5	Language skills: The team must be able to communicate orally and in writing in English, French and German	CVs

12 Award criteria

Offers will be assessed according to the following award criteria and weighting:

	Award criteria	Weighting
	Technical Proposal	
AC 1	Qualification and experience of the team in Development Cooperation <ul style="list-style-type: none"> - References in the leadership of complex evaluation mandates - Knowledge in the fields of development cooperation and global issues of the five Global Programmes - International exposure - Evaluation excellence: Confirmed experience in the management of an evaluation of comparable size and scope 	30%
AC 2	Offer and methodological approach <ul style="list-style-type: none"> - Quality of the proposed approach and methodology, especially how to evaluate policy influencing and norm setting that is in the focus of this mandate. - Comprehensible, well-structured offer with a good appreciation and understanding of the requirements and expectations. 	30%
AC 3	Competences in strategic management and organizational development <ul style="list-style-type: none"> - The team has competences and experience in institutional development 	20%
	Financial proposal	20%
AC 4	Clarity of the proposition and overall amount of financial proposal $\text{Score} = \left(\frac{P_{\min} \times \text{max. Points}}{P} \right)$ <p>P = Price of the Proposal to be assessed P min = Price of the lowest Proposal</p>	

Award criteria are evaluated on a scale of 0 to 5.

Score	Fulfilment and quality of the criteria	
0	Cannot be established	<ul style="list-style-type: none"> Information not available
1	Very bad fulfilment	<ul style="list-style-type: none"> Information is incomplete Data quality is very poor
2	Bad fulfilment	<ul style="list-style-type: none"> Information relates inadequately to the requirements Data quality is poor
3	Average fulfilment	<ul style="list-style-type: none"> Information globally responds inadequately to the requirements Data quality is adequate
4	Good fulfilment	<ul style="list-style-type: none"> Information focuses well on requirements Data quality is good
5	Very good fulfilment	<ul style="list-style-type: none"> Information clearly relates to the achievement of outputs Data quality is excellent

Of the valid offers submitted, the contract will be awarded to the bid with the highest overall score.

Additional points to be noted by the bidder

a. Address for submission of offers

Federal Department of Foreign Affairs FDFA
 Swiss Agency for Development and Cooperation SDC
 Evaluation and Corporate Controlling Division
 Monika Egger Kissling
 Program Officer Evaluation
 Freiburgstrasse 130
 CH - 3003 Berne
 Tel. +41 58 465 91 26 / monika.eggerkissling@eda.admin.ch ; www.sdc.admin.ch

b. Language of documents, language of bids

The bid must be submitted in English.

c. Expression of interest in submitting an offer and receiving documents

Interested bidders can express their interest in submitting an offer by email to Monika Egger Kissling (monika.eggerkissling@eda.admin.ch) until 19 December 2014. They will receive these terms of reference with the additional documents mentioned in the Annex by email in return.

d. Answering questions

Questions concerning the awarding of the mandate can be sent by 7 January 2015 to the contact person named under point 13.a (Monika Egger Kissling). Please send the questions in writing by email. The answers will be made available by email to all bidders who have expressed an interest in submitting an offer.

e. Deadline for submitting a bid and validity

The bid must be sent by email to the contact person named under point 13.a by 16 January 2015 at the latest with the following note: Offer "External Institutional Evaluation of SDC's Global Programmes Climate Change; Water Initiatives; Food Security; Migration and Development and Health".

The bid is valid for up to 60 days after the aforementioned date for submission.

f. Negotiations

Remain reserved.

g. Confidentiality

All information of any kind that comes to the attention of the bidder in connection with the tendered mandate of the awarding authority is to be treated as confidential. The content of the present tender may only be made available to persons taking part in the preparation of the bid.

The tender documentation may not be used for any other purposes than preparation of the bid, even in extracts.

Bidders treat facts as confidential that are not public knowledge or publicly available. In cases of doubt, facts are to be treated as confidential. This obligation to secrecy remains valid even after conclusion of the tender procedure.

The awarding authority undertakes to maintain confidentiality about this bid towards third parties subject to the reserve of statutory publication requirements.

h. Integrity clause

Bidders undertake to take all necessary measures to avoid corruption, especially not to offer or accept payments or other advantages.

Bidders who violate the integrity clause are required to pay a contractual penalty to the contracting authority amounting to 10% of the contract sum or at least CHF 3,000 per violation.

The bidder notes that a violation of the integrity clause leads as a rule to the cancellation of the award or to early termination of the contract by the contracting authority for important reasons.

The Parties shall inform each other in case of any well-founded suspicions of corruption.

i. Protected rights

All protected rights that arise from executing the mandate shall be transferred to the contracting authority.

13 Annexes

The following documents will be sent to the bidders which have expressed their interest in submitting an offer:

- 1) Organisational Chart of SDC
- 2) Organisational Chart of SOSA
- 3) General Terms and Conditions of business (GTC) of the Swiss Federal Department of Foreign Affairs (FDFA) for mandates Type A and B Form to submit an offer
- 4) Budget Form Financial Offer
- 5) Fact sheet on fees and expenses SDC
- 6) Synopsis of the lumpsam
- 7) Message on International Cooperation 2013-2016, Key points in brief

Annex 2 Programme of work

The evaluation workplan in Figure 15 outlines all main steps for the evaluation and is taken from the inception report. The evaluation team has concluded steps one to nine as of July 2015.

Figure 15 Evaluation workplan	
Evaluation steps	Dates
1. Preparation	9 to 25 February
2. Theory of change (TOC) workshops and questionnaire design	26 February-13 March
3. Inception report	16 to 25 March
4. Meeting Reference Group (discuss feedback on inception report for finalization)	9 April
5. Data and information collection and analysis	13 April – 16 May
6. Visit to UN New York/Washington, Geneva, Bonn and Rome	20 April – 16 May
7. Consolidation and emerging finding	18 to 27 May
8. Meeting Reference Group	28 May
9. Draft final report	1 to 15 June
10. Meeting Reference Group	22 June
11. Feedback period	15 to 29 June
12. Final Report	15 July
13. Presentation to the Directorate	2 July

The **second step** focused on undertaking the Theory of Change workshops with all five GPs. Depending on the availability of GPs, workshops took between two and four hours. Extracting a summary Theory of Change for each GP followed the workshops. After including feedback from GPs, the Theories of Change were finalized and are attached in Annexes 1 to 5. Around that time the evaluation team invited each GP to share a list of institutional stakeholders with a strategic view on the respective GP. Following the workshops, the evaluation team invited the management of the Department Global Programmes and Department Regional Cooperation for interviews to get their views on the Theory of Change of GPs. An evaluation team meeting in Bern on March 20 to take stock and prepare for the inception report concluded this phase. The members of the evaluation team shared experiences from the workshops and identified preliminary results on overarching issues, as presented in section 3 of this report. In the team meeting, project selection criteria were also discussed and agreed, and were data collection tools shared for internal comments. This work directly contributed to **step three**, the inception report.

In **step four** the meeting with the Reference Group on April 9, 2015 was an opportunity for the evaluation team to obtain feedback on the draft inception report that allowed the team to finalise the report. **Steps five and six** were dedicated to data collection and analysis. The evaluation team gathered data through interviews in Bern, Geneva, Bonn, Rome, New York, and Washington D.C. in addition to undertaking telephone interviews and collecting data through the online survey. Emerging findings from these data collection methods were consolidated in **step seven**. The evaluation team presented those emerging findings to the reference group in **step eight**. This step was particularly important to keep the reference group informed during the data analysis process, which helped to avoid surprises at the reporting stage. In **step nine** the evaluation core team prepared a draft evaluation report and again met the Reference Group in **step ten** to allow for a direct interaction and to gather feedback. This is part of the feedback period in **step eleven** and informs the final evaluation report in **step twelve**. The evaluation team leader

presented the final evaluation report to the SDC Board of Directors at the end of the evaluation (***step thirteen***).

Theory based evaluation

Theory-based evaluation specifies intervention logics, also called “theories of change” that are tested in the evaluation process. The theory of change is built on a set of assumptions and the changes that the aid instrument will most likely produce. It is linked to the logframe or similar planning frameworks of the five GPs. The latter are normally presented in strategic documents and the Annual Plans of the Department Global Cooperation.

The added value of theory-based evaluation is that it further elaborates the current assumptions behind each GP. In addition, the approach highlights stakeholder needs as part of a situation analysis. The situation analysis also identifies barriers to targeted influence on international policy and the negotiation of global regulations. It is followed by the analysis of the GPs’ response and its results.

Given the importance of policy influencing as one of the GP’s objectives and the focus of this evaluation, the evaluation team saw the need to further break down the concept of policy influencing. For this purpose the evaluation team amended concepts by Jones, N. with Villar, E. (2008), Keck, M. and Sikkink, K. (1998), ODI, (2001), Aarvar et al. (2012) and the UN Evaluation Group, (2013).

Figure 2 shows a concept of policy influencing as applicable for the evaluation of the five GPs. The last box titled “changes in peoples’ lives” was added following the Reference Group meeting for this inception report. This last box constitutes a logical final step of policy influencing but is addressed in this evaluation only to the extent of available secondary data and is not the purpose of this evaluation.

The steps in policy influencing leading to behaviour change and ultimately to changes in the lives of the poor are not necessarily linear and will be treated during the evaluation accordingly. First steps in a policy influencing process can be described as “shaping ideas”, “discursive commitments” and “procedural change”. At times those processes happen in parallel. Activities for shaping ideas are for example informal discussions, the framing of debates, and getting issues on the agenda of a policy partner or an international forum. Changes in the language and terminologies used during consultations or in position papers are examples for discursive commitment and the initiation or revision of policies. Procedural change tends to follow discursive commitments and relates to opening new spaces for example through coalitions for decision-making committees or arrangements for joint financing.

Changes in policy content are often a next step in the policy influencing process. This can be achieved by providing expertise during consultations such as replenishment or treaty negotiations. As a result changes might be achieved in conventions, international treaties, policies, legislations or budget allocations. The implementation of the latter will eventually show real behaviour change of the responsible bodies. Ultimately, the implementation, including the disbursement of related financial resources and placement of human resources is aimed to change peoples’ lives. In the case of development cooperation, this aims at improving livelihoods and peoples’ wellbeing.

Institutional evaluation

While the evaluation team fully appreciates the need to get specific evidence for GP results, we take a dual approach to ensure the continued use of an institutional evaluation lens for a fully-fledged institutional evaluation. For this purpose, the evaluation team included the criteria of coordination, complementarity and coherence (the “3Cs”) for the institutional level analysis of the GPs. The concept of “3Cs”, is being used at the European level since the early 1990 as a means for evaluating policy coherence for development⁵⁷. Conceptually, this approach is transferable to assessing the institutional effects after the introduction of a new aid instrument. While GPs aim at Swiss policy coherence at the international level, at the same time issues of internal coordination, complementarity and coherence with existing operational structures in SDC seem pertinent. The institutional analysis was undertaken through a survey, focus group interviews and individual interviews, as explained under the evaluation methodology in sections 2.5 and 2.6.

Theory of change (TOC) workshops

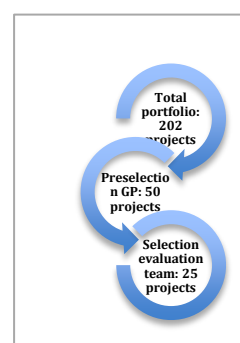
Even though four GPs have developed strategies and one GP, a global policy (health) over the last two to three years, a theory of change was necessary to reconstruct for each GP the programme logic for the *entire* period under evaluation (2008-2014). In the inception phase a theory of change workshop was undertaken with each GP individually to better understand the programme logic of each GP for the period 2008 to 2014. Between 26 February and 5 March, the evaluation team undertook five ToC workshops in Berne, one for each GP. The workshops helped to delineate in more detail the context of GPs, SDC internal and external barriers, drivers of change, linkages to drivers of change, GP objectives and assumptions/hypotheses. The evaluation team also invited the management of the Department Global Cooperation and of the Department Regional Cooperation for interviews. The interviews helped to get insights into the programme theories from a managerial perspective.

Portfolio analysis: overall portfolio, selection for in-depth analysis

Portfolio analysis: The evaluation team prepared a rapid portfolio analysis for each GP. Each sector expert developed a “global issues” matrix, which reflects the priorities of the main stakeholders for each GP. Subsequently, SDC’s GP portfolio were mapped according to their “global issues” to identify synergies and areas of uniqueness of the GPs. A second portfolio mapping exercise aimed to use the steps in policy influencing identified in Figure 2. The GP portfolio were reflected based on its current stages of policy influencing. Where applicable GP themes were used to cluster projects. The portfolio analysis also entailed a statistical analysis to identify average budget size for each GP, geographical orientation, changes in the portfolio before and after 2008 when the GPs were established and the average duration of projects.

Project analysis:

Out of the overall portfolio, a sample was drawn for further in-depth analysis. While a sample of 10%, as suggested in the ToR, might not be necessarily statistically representative, the Lotus M&E Group has agreed with the proposed sample size. Rather than aiming for statistical representativeness, the evaluators invited the management of each GP to propose about 7 projects with a close alignment to strategies of each GP and 3 projects, which are either less aligned or less



⁵⁷ Directorate General for International Co-operation and Development Ministry of Foreign and European Affairs, France (2007): Evaluation of the EU institutions & member states’ mechanisms for promoting policy coherence for development. Evaluation Services of the European Union. Triple C evaluations, #7

performing. Out of those 50 projects the Lotus M&E Group has subsequently selected 25 projects for inclusion in the project analysis.

The selection of 25 projects was undertaken with the intent to achieve some level of representativeness of the initially pre-selected projects by GPs. During the document review of the 50 pre-selected projects the following criteria were used to choose projects across the diverse GPs:

- Operational level of projects: global, regional, national (GP health, GP food security, GP migration & development, GP water initiatives)
- Geographical mix (GP climate change, GP food security, GP migration & development)
- Kind of project partner: NGO, research institution, private sector, multilateral organisation (GP health, GP food security)
- Project size (\$) (GP climate change, GP food security, GP health, GP water initiatives, GP migration & development)
- Strategic areas of a GP/policy focus (GP climate change, GP food security, GP water initiatives, GP migration & development)
- Timeline of projects (pre 2008 versus post 2008 starting date to identify projects inherited from previous organizational structures) (GP food security, GP water initiatives)
- Evaluative evidence/ richness of documentation (GP climate change, GP food security)

Annex 4 People interviewed

Name	Title	Organisation
Adrian Maitre	Deputy Head of Eastern Cooperation	FDFA, SDC
Alexandre Ghelew		FDFA, SDC, GPFS
Amy Muedin		IOM, New York
Andrea Ries	Global Institutions Divisions, former head GPFS	FDFA, SDC
Anne Aerts		Novartis Foundation for Sustainable Development (NFSD)
Anthony Bennett	Officer, Postharvest Management	FAO
Anton Hilber	Co-Head GPCC	FDFA, SDC, GPCC
Beate Huber		Research Institute of Organic Agriculture (FiBL)
Bela Hovy	Chief Migration Section	UNDESA
Bruce Gordon	Water and Sanitation coordinator	WHO
Bruno Rios		Permanent mission of Mexico to the UN
Chantal Nicod	Head Division West Africa	FDFA, SDC
Catherine Cudré-Mauroux	Co head of the Policy and Quality Unit, WEPQ	SECO
Cecile Riallant		UNDP, JMDI
Chloé Milner		FDFA, SDC
Chris Richter	Associate Migration Officer	IOM, New York
Chris Williams	Executive director	WHO WSSCC
Chris Zurbruegg	SANDEC, Director	ETH Zurich
Christian Eggs	GPWI, deputy head	FDFA, SDC, GPWI
Christian Huggel	Senior Researcher	University of Zurich
Christian KÜchli	Scientific Collaborator	FOEN
Christina Grieder	Ambassador	Swiss Permanent Representation to the UN Food and Agriculture agencies in Rome
Christoph Graf	Former Deputy Head GPs, FDFA, SDC, Albania	FDFA, SDC, Albania
Claude Meyer	P4H Coordination Desk	WHO
Denise Lüthi,	Co-head East Asia Division	FDFA, SDC
Derek Müller	Head Division South Asia	FDFA, SDC
Diji Chandrasekharan Behr	Sr. Natural Resources Management Specialist	Manager of PROFOR, a Forest Trust Fund co-funded by the Global Programs
Dilip Ratha	World Bank	KNOMAD
Dina Meli	Water sector specialist	Swiss permanent Mission to the UN in New York
Dominic Waughray	Senior Director, Head of environmental initiatives	World Economic Forum
Dominique Favre	Deputy head, Department Global Cooperation	FDFA, SDC
Elisabeth v. Capellar	Head, Eastern Cooperation	FDFA, SDC

Ernst Bolliger		Agridea
Eugenia Serova	Director	FAO
Federico Properzi	Chief Technical advisor	UN-Water
Felix Fellmann		FDFA, SDC, GPFS
François Pythoud		Federal Office for Agriculture (FOAG)
François, Muenger	Former head of the GPWI	FDFA, SDC
Franz Perrez	Ambassador, Head of the International Affairs Division at the Swiss Federal Office for the Environment (FOEN)	FOEN
Fritz Schneider		Swiss national FAO Committee (CNS-FAO)
Gabriella Spirli	Global Institutions Division	FDFA, SDC
Garry ASLANYAN	Manager, Partnerships and Governance	WHO
Gerardo Segura	Senior rural development specialist – environment & natural resources department	World Bank
Geri Siegfried	Head Division Southern-Eastern Africa	FDFA, SDC
Gervais Appave	Special Policy Adviser to the Director General	IOM
Grégoire Ulrich	First Secretary (Migration)	Embassy of Switzerland (Senegal, Cabo Verde, The Gambia, Guinea-Bissau, Mali and Mauritania)
Hanspeter Wyss	Lead Economist, Specialist in Remittances	World Bank – Manager of the KNOMAD Project
Helen Harroff-Tavel	Labour Migration Branch	ILO
Herbert Oberhaensli	Vice President, Economics & International Relations	Nestle
Jack Moss	Interim Executive Director	AquaFed
Jan Van Damme, Diana Rubin	Donor relations officer	GFATM
Jana Zemp		SDC
Janus Pasztor	Assistant Secretary General	Office of the Secretary-General's Climate Change Support Team
Javier Hanna Figueroa	UNFCCC	UNFCCC Secretariat
Jaya Banerji, Cristina do Pao, Neil McCarthy		Medicines for Malaria Venture (MMV)
Jean-Bernard Dubois	Head of Cooperation in Burkina Faso (former Head GPCC)	FDFA, SDC
Jean-Gabriel Duss	Director of Cooperation in Lima	FDFA, SDC
Jean-Jaques de Dardel	Head of Mission, Beijing / China	FDFA, SDC, PR China
Jean-Marc Clavel	Head E+C	FDFA, SDC
Jean-Olivier Schmidt		GIZ
Jérôme St. Denis		Foundation for New Innovative Diagnostics (FIND)
Joerg Frieden	Executive Director on the Board of the World Bank Group	World Bank
Johan Gely	GPWI, head	FDFA, SDC, GPWI

John Bingham	Head of Policy	International Migration Commission (ICMC)
Josef Hess	Vice Director	FOEN
Jürgen Blaser	Policy Advisor Forest	HAFL (and GPCC support)
Jyoti Shukla	Senior Manager Water and Sanitation Program WSP	World Bank WSP
Karl Lorenz	Head of section	Federal Department of Justice and Police FDJP State secretariat for Migration International Cooperation Directorate Section Third countries and multilateral affairs
Katarina Fried		Swedish Mission in Geneva
Katharina Schnoer	Chief of Mission Bern	IOM
Kostas Stamoulis		FAO
Kristin Davis		Global Forum for Rural Advisory Services (GFRAS)
Laura Ivers	Senior communication officer – external communications global practice	World Bank
Leo Karrer		FDFA
Lis Mullin Bernhardt	Programme Officer	UN WATER
Manfred Kaufmann	GPWI, Regional Advisor in Addis Adaba	FDFA, SDC, GPWI
Manuel Flury	Regional coordinator, Addis Abeba	FDFA, SDC, Ethiopia
Manuel Pablo Lopez	Counsellor	Permanent mission of Spain to the UN
Manuel Thurnhofer	GPWI, senior advisor	FDFA, SDC, GPWI
Marcel Tanner	DNDi Chair	DNDi
Maria Gallotti	Labour Migration Branch	ILO
Mario Carera	Senior Advisor	FDFA, Department of Human Security
Mark Smith,	Director Global Water Program	IUCN
Markus Buerli	GPFS Deputy Head	FDFA, SDC, GPFS
Markus Reisle	Head of Section	GPMD
Martin Leschhorn		Medicus Mundi Switzerland (MMS)
Martin Saladin	Head Global Portfolio	SECO
Martin Schiess	Head of Division Management of Air Pollution Control and Chemicals	FOEN
Merlen Schuepbach		CSF
Michael Bergoeoe		Biovision
Michael Gerber	Head Team Post-2015, Sonderbeauftragter	FDFA
Michael Jenkins	President and CEO	Forest Trend
Michael Taylor		ILC
Michelle Leighton	Chief, Labour Migration Branch	ILO
Mirjam Macchi	Programme Officer East & Southern Africa Division and Core Group Member of the CC&E Network	FDFA, SDC
Miryam Rordorf	Statistics Service	FDFA, SDC

Duvaux		
Monika Christofori-Khadka		Swiss Red Cross
Morten Ussing	Chief of Governance and Multilateral Affairs	UNAIDS
Ms Aysho	Water and Sanitation Program WSP	World Bank WSP
Myriam Steinemann	Associate Partner	INFRAS
Nalin Kishor	Senior natural resources economist – environment & natural resources department	World Bank
Nathalie Mezger		ESTHER
Nattley Williams	UNFCCC	Adaptation Fund
Nina Gotsch		SECO
Odile Inauen	Programme Officer, Deputy Head of Section	GPMD
Odile Keller	Head Analysis and Policy Division	FDFA, SDC
Olivier Chave	Head of mission, Embassy Dar es Salaam	FDFA, SDC, Tanzania
Oscar Garcia	Director, Independent Evaluation Office	IFAD
Othmar Schwank	Managing Director	Schwank Earthpartner AG
Pascal Fendrich	Deputy Coordinator West Africa Programme, Migration Adviser	Helvetas
Patrick Egli	Deputy Head of Global Institutions	FDFA, SDC
Peter Bonin	Teamleader Sectorproject Migration and Development	GIZ
Peter Messerli		CDE, Berne
Peter Niggli	Geschäftsleiter / Director	Alliance Sud
Peter Schmidt		Helvetas
Philippe Zahner	Head Cooperation, Programme Office Beijing	FDFA, SDC, PR China
Pietro Mona	Programme Officer, Deputy Head of Section	FDFA, SDC, GPMD
Pio Wennubst	Head, Department Global Cooperation	FDFA, SDC
Reto Grüninger	Former Program Officer SDC	World Bank
Robert Burtscher	Water Coordinator	Austrian Development Agency
Roger Denzer	Head of staff	FDFA, SDC
Rupa Mukerji	Co-Head Advisory Services, Member of the Management Board	Helvetas Swiss Intercooperation
Sadia Faizunnesa	Deputy Permanent Representative	Government of Bangladesh
Sarah Rosengertner		UNDP
Selene Castillo	Consultant, environment & natural resources department	World Bank
Sergio Perez	Programme Officer Latin America & Caribbean Division (Core Group Member of the CC&E Network)	FDFA, SDC
Shabarinath Nair	Program Officer (Regional Advisor) Dahka	GPMD
Simone Häberli		SECO
Stefan Schwager	Senior Adviser	FOEN
Stephan Denzler	Former Focal Point Climate Change SECO	World Bank
Sybille Suter	Head Division Latin America	FDFA, SDC
Tania Cavassini Dussey-	Vice-Director General, Ambassador for Global Health, FOPH, Division of International Affairs	FOPH

Thi Han Cao, Jean Fraancois Allesandrini		Drugs for Neglected Diseases initiative (DNDi)
Thomas Walder	Water specialist, Regional Cooperation	SDC
Thor Erik Lindgren		Norwegian Mission in Geneva
Ursula Laeubli	Head Quality Assurance (QS)	FDFA, SDC
Veronica Yolanda Jarrin	Operations analyst	World Bank
Werner Thut	Analysis and Policy Division	FDFA, SDC
Wili Graf	Deputy Head, Regional Cooperation	FDFA, SDC
William Rex	Responsible for the Global Engagement	World Bank – Manager, Global Practice Water
Yves Guinand		GPFS
Yuka Greiler	Co-Head GPCC	FDFA, SDC, GPCC
Yvonne Baumann	Ambassador in Indonesia (former Ambassador in Chile)	FDFA
Yvonne Kipfer	Program Assistant, Administration of Funding	FDFA, SDC, GPMD

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Annex 6 Overview of GPs

Global Programme Climate Change (GPCC)	
Main Objective	“To avoid the unmanageable (mitigation-greenhouse effect - gas emissions) and to manage the unavoidable (adaptation to climate change)”; climate-compatible, long-term development
Key Topics	Promotion of environmental friendly technologies, sustainable agriculture and forestry, reduction of climate risks, awareness building and institutional learning on climate change,
Objectives	Knowledge Management – learning together through experience sharing/exchange Contribution towards Multilateral Climate Change Processes and Funds with emphasis on fair burden sharing Climate Change Mitigation – developing models for reducing emissions in the context of a sustainable development Climate Change Adaptation – Minimizing adverse impacts and exploiting wherever possible opportunities while ensuring climate change robust ODA investments against model character
International Policies	Hyogo Framework 2005-2015, UN Millennium Development Goals, UN Framework Convention on Climate Change, Kyoto Protocol
Actors at the Global Level	IBRD, UNDP, WHO, Intergovernmental Panel on Climate Change (IPCC), WMO, UNEP, IMF, OECD, World Bank
Budget disbursed in CHF (2014)	44 m
Number of Projects	46
Number of Staff	23
Location of Staff	15 members of staff abroad
Areas of Projects	China, India, South Africa and Peru (Andean Region), global
Platforms for Networking	United Nations Forum on Forests UNFF, African Forest Forum(AFF), Association of Southeast Asian Nations (ASEAN), Swiss Interdepartmental Platform for Renewable Energy Promotion in International Cooperation (REPIC), REDD+
Key Partners	UNFCCC, IPCC, UNEP, WMO, UNCCD, FAO, CBD, UNDP, UNITAR, IUCN, WB, IBRD, GIZ, MeteoSwiss, Helvetas Swiss Intercooperation, Swisscontact, Universities of Zurich and Berne, ETH Zurich, EPFL, HAFL, INFRAS, Terra Consult, Schwank Earthpartner, GEOTEST, Sorane SA, SENS International, Federal Office for the Environment (FOEN)
Global Programme Food Security (GPFS)	
Main Objective	Finding solutions to global challenges linked to food security
Key Topics	Long-term food security, elimination of malnutrition with a specific focus on smallholder farms, food security through sustainable multifunctional agriculture, agricultural biodiversity, livestock production, food security of vulnerable populations- especially women
Objectives	Sustainability of agricultural production and innovation systems Competing claims on natural resources Stable access to sufficient nutritious food Policy coherence for food security and nutrition
International Policies	World Food Programme, Partnership Agreement with IFAD (2001-2012), East African Farmers Markets (EAFM) Initiative, Global Partnership on Agriculture and Food Security, International Agriculture Research Network, Millennium Development Goal, "Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security", "Zero Hunger Initiative", New Alliance for Food Security and Nutrition , World Food Summit- Agenda 21, International Land Coalition
Actors at the Global Level	IFAD, FAO, World Bank, CGIAR, UNCCD
Budget disbursed in CHF (2014)	51m
Number of	54

Projects	
Number of Staff	17
Location of Staff	3 abroad
Areas of Projects	Africa, Asia
Platforms for Networking	Agriculture and Food Security Network, Global Donor Platform for Rural Development, Global Forum on Rural Advisory Services
Global Programme Health (GPH)	
Main Objective	“Improve the health status of a population with a special focus on poor and vulnerable groups”
Key Topics	Strengthening health systems, reducing the burden of communicable and non-communicable diseases, and improving maternal, new-born and child health, sexual and reproductive health
Objectives	Addressing communicable diseases (with a focus on neglected tropical diseases and malaria) Advancing universal health coverage Promoting sexual and reproductive health and rights of young people Addressing determinants of health Strengthening global health governance
International Policies	WHO Global Strategy and Plan of Action on Public Health, Innovation and Intellectual Property, Roll Back Malaria (RBM) Partnership, Drugs for Neglected Diseases (DNDi), Medicus Mundi Schweiz (MMS), Medicines for Malaria Venture (MMV) Partnership,
Actors at the Global Level	WHO, UNAIDS, UNFPA, WFP, UNDP, World Bank, International Planned Parenthood Federation, IMF, Regional Development Banks, UNICEF, ILO
Budget disbursed in CHF (2014)	49m
Number of Projects	17
Number of Staff	7
Location of Staff	HQ
Areas of Projects	Asia, Commonwealth of Independent States, East and Southern Africa, Great Lakes and Chad, Horn of Africa, New EU Member States, South America and Caribbean, West Africa, Western Balkans
Platforms for Networking	Global Fund to Fight HIV, Tuberculosis and Malaria (GFATM), Social Health Protection Network (P4H), Health Network
Key Partners	Foundation for Innovative New Diagnostics (FIND), Swiss Tropical and Public Health Institute, Swiss Red Cross, WHO, UNAIDS, UNFPA, WFP, UNDP, World Bank, Regional Development Banks, UNICEF, IMF, ILO
Global Programme Water Initiatives (GPWI)	
Main Objective	To address key global challenges related to the management of water resources, including access to drinking water and the use of water for agriculture, industry and household; water-secure world
Key Topics	Water security, water governance, equitable access to basic water and sanitation services, “Swiss Voice” in the water sector
	Global Water Sector Dialogue: Ensure that water security (as defined by the UN) is prioritised on the international global development agenda. Water Governance: Influence the global policy dialogue on Integrated Water Resource Management by fostering water cooperation and promoting equitable and balanced socio-economic development through gender-inclusive approaches that ensure access for the poor Equitable Access: Influence at the global level for improved, equitable access to basic water and sanitation services and efficient use of water for agriculture. Swiss Voice: Maintain and strengthen the knowhow of Swiss players active in the water sector and mobilize them to position Switzerland at the forefront of the international challenges.

Objectives	A water-secure world; Global Water Sector Dialogue: Attain that water security (as defined by the UN) is in the frontline of the priorities of the international global development agenda; Water Governance: Influence the global policy dialogue on Integrated Water Resource Management fostering water cooperation and promoting equitable and balanced socio-economic development with gender inclusion ensuring access for the poor; Equitable Access: Influence at the global level for improved, equitable access to basic water and sanitation services and efficient use of water for agriculture; Swiss Voice: Maintain and strengthen the knowhow of Swiss players act in the water sector and mobilize them to position Switzerland at the forefront of the international water challenges.
International Policies	Sanitation and Water for All Partnership (SWA), Global Water Partnership (GWP), Joint Monitoring Programme,
Actors at the Global Level	UN-Water, WHO, UNICEF, World Bank , Water Supply and Sanitation Collaborative Council (WSSCC), World Water Council,
Budget disbursed in CHF (2014)	34m
Number of Projects	53
Number of Staff	16
Location of Staff	5 abroad
Areas of Projects	Middle East, Asia-Central Asia, Central and Southern America, East and West Africa, Western Balkans
Platforms for Networking	RésEau, World Water Council, Rural Water Supply Network, International Secretariat for Water, Water Integrity Network,
Key Partners	UN-Water, WHO, UNICEF, World Bank , Water Supply and Sanitation Collaborative Council (WSSCC), World Water Council, FOEN, SECO, AGUASAN group, Swiss Water Partnership

Global Programme Migration and Development (GPMD)

Main Objective	Contribute to use the potential of migration for equitable, inclusive, and sustainable development as well as for poverty reduction in developing countries by optimizing the benefits and minimizing the adverse consequences of migration
Key Topics	Migrant access to fundamental rights, integration of migration into development policies and strategies, use of the potential of migrants for development issues through improving the global, regional and national conditions in origin, transit and destination countries, participation and influence in the global dialogue on migration and development
Objectives	Shaping the Global Migration and Development Agenda Labour Migration – Support to the Decent Work Agenda Enhance Migrants' Contribution to Development Integration of Migration into Development Planning Coherence for Development in Swiss Migration Policy
International Policies	Global Knowledge Partnership on Migration and Development, Global Migration Group, Global Forum on Migration and Development, Agreement on Partnership with IGAD on migration, food security, peace and security and science,
Actors at the Global Level	IOM, UNDP, World Bank, ILO, UNHCR
Budget disbursed in CHF (2014)	22m
Number of Projects	32
Number of Staff	13
Location of Staff	4 abroad
Areas of Projects	West and North Africa, South Asia, Middle East, Gulf Countries, Eastern Europe
Platforms for Networking	Global Forum on Migration and Development, Forum pour l'intégration des Migrantes et des Migrants (FIMM), European Informal Donor Network on Migration and Development
Key Partners	IOM, ILO, World Bank, UNDP, KNOMAD, DEVCO, ICMPD, FOM, Helvetas Swiss Intercooperation, FEDEVACO, FGC, ISS, Development Center of OECD

Annex 7 GP theories of change

Global Programme Climate Change

External Context	Internal Context	Barriers	Driver of change	Linkages	Objectives
<ul style="list-style-type: none"> • Strong political support in general for launching programs in CC, also in Switzerland • Shift from MDG to SDG: means that environmental issues will increase in weight post 2015 • Swiss NGOs, notably Alliance Sud, are critical that ODA money is spent on the Green Climate Fund • CC interlinked with many sectors, such as Disaster Risk Reduction (DRR), water, energy, and food security, natural resource management, and sustainable development in general. • Difficulty of reaching agreement on a fair climate regime under the UN Framework Convention on Climate Change (UNFCCC) • Shortcomings of the Climate Change negotiation process • Securing the financing to support developing countries in their CCM and CCA efforts 	<ul style="list-style-type: none"> • Swiss funding around 3 Rio conventions (1992) allowed to launch projects in areas of environment and development • Strong portfolio, of a Global Environment Program (GUP) part of Natural Resources and Environment (NRU) Division till summer 2008 • 2008: Global programmes: call for proposals in SDC how to construct the programmes • 10/2008: GPCC established, got climate relevant areas from NRU, many projects were still ongoing • GUP projects as initial projects of GPCC (some projects were made more climate relevant; others phased out); • Had option to wind down projects which did not fit in GPs • Country selection: were given ("Anchor countries"), such as China which were not part of the regional programme's focus countries • India and Peru: Bilateral cooperation phased out, GP built on that capital; showed strategic approach by GP/SDC • Continuity of management from GUP to GPCC 	<ul style="list-style-type: none"> • Internal: • Mandate for <u>international policy influencing</u>; can only be done if addressing sub-national and national level; is a results chain (national building stones are the basis for international agreements) • Have to work long-term in countries to get policy influencing, no quick results • Logframes still used for all activities; policy influencing processes much more complex, less linear: should use more non-linear approaches such as results pathways, ToC • Mandatory staff rotation in absence of SDC human resources strategy; danger of know-how losses • External: • Challenges with international level climate negotiations • New climate related institutions were launched during the past years and existing ones are evolving fast (dynamic context) 	<ul style="list-style-type: none"> • Global (GCF, AF, UNFCCC, based on IPCC inputs), regional, national, sub-national • GPCC's profile as a bridge builder between different actors • National experiences where GPCC is also bringing solutions are the building blocks of international negotiations • Swiss Fast Start finance 2011-2012 (under UNFCCC) and mainstreaming efforts as drivers for integration of climate change into regional cooperation. 	<ul style="list-style-type: none"> • Have teams of GPCC colleagues in Lima, Delhi and Beijing for better access, innovative programmes and policy influencing • Thematic network is a big resource to get access to the field, and to other SDC divisions (HH, Regional Cooperation) • Networks: CC, WI, FS, etc. (5 in total) work strategically together (one event planned in Central America) • They have new projects on the horizon e.g. integral pastoral systems in Mongolia, pragmatic, at country level; have instruments for integration • Model character of projects for other countries/regions • Knowledge coordination, networking and transfer 	<ul style="list-style-type: none"> • GPCC catalyzes and fosters climate-compatible development over the long term • Mainstreaming climate change aspects in ODA • Knowledge Management – learning together through experience sharing/exchange • Contribution towards Multilateral Climate Change Processes and Funds with emphasis on fair burden sharing • Climate Change Mitigation – developing models for reducing emissions in the context of a sustainable development • Climate Change Adaptation – Minimizing adverse impacts and exploiting wherever possible opportunities while ensuring climate change robust ODA investments again with model character

Assumptions: 1. Active GPCC engagement in Swiss and international climate policy and in global climate funding institutions leads to the inclusion of the development dimension in relevant processes. 2. Improved access to clean and sustainable energy, lower emission growth and more sustainable land use contribute to the mitigation of global risks and to poverty reduction. 3. Climate-resilient livelihoods and ecosystems contribute to the mitigation of global risks and to poverty reduction. 4. By promoting effective knowledge management targeted goals, outcomes and outputs can be better attained and achievements capitalized and safeguarded. 5. Green career with GPFS and thematic JPOs as a possibility to address the burden of losing staff capacities through rotation 6. Enhancing readiness for agreeing on and participating in climate change regimes if model projects demonstrated feasibility

Global Programme Food Security

External Context	Internal Context	Barriers	Driver of change (DoC)	Linkages to DoC	Objectives
<ul style="list-style-type: none"> • GP established in the context of the global food security crisis, 2007/08: issues were followed-up at the G8 in L'Aquila • Food security gaining momentum after years of neglect and international community turning away from agriculture • Within the field of agriculture and food security, no single global authority exists • New/reformed Food Security Institutions (e.g. CFS-Reform, New HLTF, New WB-GAFSP) • The theme agriculture gets extended to Food Security with its four pillars 	<ul style="list-style-type: none"> • "Fachdienst" Agriculture with very small budget (until 2000); • REO 2001/02: "Fachthemenkoerbe" integrating agriculture and environment; • REO 2008: Natural resources and environment: agriculture programme were integrated into GPFS, others to GPCC and some to country programmes; • REO 2008: GPs created in view of external policy influencing beyond SDC as a more explicit instrument of SDC, where specific results should be defined and monitored; limited in-house policy; significantly more budget; reduced time for core functions (policy and operational) and collaboration between GPs • Change in SDC: from EZA to IZA approach with more Swiss policy coherence 	<ul style="list-style-type: none"> • Internal: FS as a new theme: going beyond agriculture but initially with old, established projects portfolio • Had to phase out some interventions and reorient partnerships • Not allowed to operate in SDC focus countries/regions till 2011/2014 • Following 2 to 3 unsuccessful intents, SDC Direction accepts GPFS strategy • Staff rotation adversely affects policy influencing, the latter being a matter of partnership and trust • Complexity of defining and measuring policy influencing and time lag • Whole GPFS-Management (incl. Focal point of the network A+FS) changed in 2010/11 with ad interim solutions for all positions during over 6 months each. • External: several important players prefer a food system that focuses on large production units and high external input production and food systems • Structural change in farming (aging farmers, farming unattractive for youth...) • Urbanization as challenge but also as opportunity 	<ul style="list-style-type: none"> • GPFS: Institutional responsibility for IFAD and CGIAR and UNCCD • International and global partners (e.g., AIRCA, GFRAS, GCARD, AU's NEPAD (CAADP), ASEAN, ILC, FAO) • Partners in Partners in Swiss Federal Administration (e.g. FOAG, CNS-FAO, SECO, FOEN) but with no single entry point • Private sector (such as insurance companies, food industry, the SAI-platform or the WEF) • GPFS staff: credibility based on field experience • convening power, facilitation among different donors aiming at a joint position, mediating, strategic alliances building • facilitates access of partner organizations (YPARD, GFRAS) to high level meetings and provides visibility • stable support, which goes way beyond financial contributions 	<ul style="list-style-type: none"> • Main entry points of GPFS in international policy dialogue: • Institutional sustainability <ul style="list-style-type: none"> • Impact-orientation with a focus on small farmers and poor population • Balance between research for development and rural advisory services • Strategic alliances with different stakeholders, inclusiveness • Decentralization, regionalization and local governance • Rights based approach (access to land and right to food) • Investment in smallholder agriculture • Sustainability in all its dimensions: social, economic and environmental 	<ul style="list-style-type: none"> • A world free of hunger and malnutrition to which smallholders contribute with healthy food accessible to all while increasing their income and safeguarding the environment. • Component 1: sustainability of agricultural production and innovation systems • Component 2: competing claims on natural resources • Component 3: stable access to sufficient nutritious food • Component 4: policy coherence for food security and nutrition

Assumptions 1. Agricultural research and innovation systems respond to the needs of smallholder farmers, in particular to women and the most vulnerable, in order to strengthen their capacity to access and use innovation to sustainably produce safe and diversified nutritious food; 2. Conducive regulatory frameworks are in place and enforced to ensure access to natural resources and their sustainable management by smallholder farmers and other vulnerable rural population groups; 3. Smallholder farmers including the most vulnerable and marginalized have access to nutritious and diversified diets and are enabled to participate in the shaping of the transformation of increased sustainability and resilience of agri-food systems; 4. Smallholders and food insecure populations benefit from a supportive enabling environment through food security and nutrition sensitive policies and institutions; 5. SDC/Switzerland is accepted and effective as a bridge builder rather than a first mover; 6. EZA to IZA: monitoring/impact analysis policy influencing cannot be done with technical cooperation's project and programme level M&E instruments and reporting formats

Global Programme Health

External Context	Internal Context	Barriers	Driver of change	Linkages	Objectives
<ul style="list-style-type: none"> Switzerland hosts the WHO and other institutions (GF etc.) relevant to global health governance (not in NY) These institutions provide excellent entry points for policy dialogues Switzerland has an important pharmaceutical industry (global players) Switzerland has a health foreign policy. This allows to define common Swiss positions, to effectively coordinate among CH actors and leverage synergies Swiss Health Foreign Policy defines priority areas to which SDC can contribute Switzerland has good research and training capacities Big donors in the health sector: e.g. DFID, USAID, BMGF With SDG, health becomes more cross-sectoral 	<ul style="list-style-type: none"> Health was not part of the initially planned three GPs (CC, Food Security, Migration) Portfolio of SDC health projects is limited to few geographic areas (Eastern/Southern Africa, Eastern Europe, Central Asia) GP Health for the first time officially recognized in Message to the Parliament 2013-2017 Strategy of the GP is an effective tool for priority setting, facilitating the increase of budget (2010: X m budget, 2015: XX m budget) Partnerships relatively well defined and stable (e.g. WHO, UNAIDS, GF, P4H, DNDi, MMV) GP Health hosted by Regional Cooperation, facilitating close collaboration with SCOs GP to address global risks jointly: happens only partly 	<ul style="list-style-type: none"> Internal: <ul style="list-style-type: none"> Limitations in staffing makes it difficult to go beyond core areas outlined in the strategy of the GP Health Lack of a clear vision for SDC (e.g. role of GP in the future; definition of staff competencies) Little time resources to work on issues of health determinants. Good links to the bilateral programmes, but GPH not part of some of the larger coordination meetings and debates External: <ul style="list-style-type: none"> Not enough leverage of renown, potential Swiss partners Policy influence is a time consuming effort - staff are stretched and would need more support 	<ul style="list-style-type: none"> SDG call for more cross-sectorial approaches Agendas of WHO and Global Fund, allow for a clear role for SDC (Health Foreign Policy of Switzerland) SDC regional experiences from the field; diversity of staff also with private sector know-how SDC can contribute effectively to policy processes because it has well-targeted interventions and builds alliances with like-minded countries 	<ul style="list-style-type: none"> Health Foreign Policy calls for joint action, to leverage synergies and resources - cooperation works well Minister of Foreign Affairs had "Genève internationale" on his agenda. He was also President of CH when post-2015 agenda was developed. GPH working with the global health hub Geneva, defining clear policy goals (helping shape global governance by using political leverage) Good stakeholder management - think in networks - have good instrument CCM to monitor this 	<ul style="list-style-type: none"> Overall: improve the health status of poor and vulnerable people in low- and middle-income countries by addressing global health risks and challenges (GPH contribution: through shaping of the global policy dialog (agenda setting and policy formulation) as well as through support to innovative partnerships and initiatives in selected core areas) i. Addressing communicable diseases (with focus on neglected tropical diseases and malaria) ii. Advancing Universal Health Coverage iii. Promoting sexual and reproductive health and rights of young people iv. Addressing determinants of health v. Strengthening Global Health Governance

Assumptions: 1. GP is able to influence policies in international organisations 2. Improving the health status of a population provides opportunities for improved livelihoods and well-being and thus reduces poverty and vulnerability 3. Interventions should always be aligned with national and global policies and priorities and their design and implementation done in coordination with other stakeholders 4. Supporting social accountability within the health sector would empower users to know their rights and claim them 5. a multisectoral and systemic approach helps to reduce the burden of communicable and non-communicable diseases and to address both systemic and social determinants impeding access to quality health services 6. Expanding access to quality reproductive health services could further curb maternal and neonatal mortality

Global Programme Migration and Development

External Context	Internal Context	Barriers	Driver of change	Linkages	Objectives
<ul style="list-style-type: none"> • Berner Initiative – International Agenda for Migration Management, 2001 -2005 • 2005/2006: Paradigm shift; Melilla events; European public realized magnitude of migration challenges and how to address them • High Level Dialogue on Migration and Development 2006 and 2013 • Global forum on migration, since 2007 	<ul style="list-style-type: none"> • Global Commission on International Migration, 2005 • Lot of preparatory work done in admin to create a momentum to go beyond the asylum discussion (political division SECO, SDC) • Michelin Calmy Rey: enabled creation of GPMD (foreign policy decision); • 2008 REO: thematic divisions converted to GPs (new development instrument) • GPMD approaching “Migration as livelihood strategy” in SDC • 2011: visibility of GP in global migration forum for policy influencing • 2008/09: staff grew from 1 to 3 staff, 2015: 17 staff, including recruits, chosen from outside SDC • GP surfing a rising tide after new minister blocked M&D agenda in BFM • Nexus: Have connectivity in the field but not at GP HQ level • Priority given to developing own portfolio • GP Health natural partner to cooperate with but as health is not in GP division, more difficult to cooperate 	<ul style="list-style-type: none"> • Internal: • Perceived as extended arm of BFM in SDC, skepticism • SDC still not fully understanding M&D agenda • Project selection committee at the beginning very sceptical (once GP strategy 2013-17 was approved, became much easier) • SDC monitoring mechanisms difficult to use to track effects of policy influencing • External: • Swiss political climate pushing questions of conditionality • Operational portfolio: required disproportional amount of GP resources to do this due to a lack of relevant partners • Swiss NGOs not really engaged in M&D issues to make them into a key ally • GPMD has not yet tendering process to bring NGOs on board • UN partners: GP had to create narrative to show how migration impacts on development 	<ul style="list-style-type: none"> • Credibility and partnership, walk the talk (have flexibility to fund small projects) • Strong team with high capacity, credible people working in the field • Policy dialogue based on concrete experiences on the ground • Political situation in some countries such as Sri Lanka (after elections) • Flexibility in the budget to quickly react to opportunities • Ability to connect heterogeneous actors • Attitude of being bold and taking risks 	<ul style="list-style-type: none"> • For high level dialogue: Special Ambassador E. Gnesa being used • Also have 3 regional advisors in GP, (Dakar, Cotonou, Aman) (GP 2 steps ahead of the agenda with that capacity) • New York (1 global advisor: 50% GPWI 50% GPMD) • WB secondment • Strategic learning partnership with ILO • IOM, after establishing a common narrative • WB and UNDP through specific entry points (in absence of migration as core topic) • Strong link to SDC's humanitarian section 	<ul style="list-style-type: none"> • Contribute to use the potential of migration for equitable, inclusive and sustainable development as well as for poverty reduction in developing countries, by optimising the benefits and minimising its adverse consequences. Contribute to SAFE MIGRATION • 1. Shaping the Global Migration and Development Agenda • 2. Labour Migration – Support to the Decent Work Agenda • 3. Enhance Migrants' Contribution to Development • 4. Integration of Migration into Development Planning • 5. Coherence for Development in Swiss Migration Policy

Assumptions: 1. Informal dialogues, formal discussion within the UN and improved knowledge on migration lead to more comprehensive migration governance and development strategy for the benefit of countries of origin, transit and destination and migrants; 2. Good labour migration governance according to international standards is necessary to effectively protect migrant workers and bring benefit to all involved parties while fostering sustainable development; 3. Good framework conditions for migrants in countries of origin and destination and support to selected innovative initiatives improve their potential for development; 4. Development strategies and sector policies that take into account opportunities and risks of migration lead to more effective and sustainable development; 5. A well functioning cooperation between the ministries and mutual understanding of the different interests and mandates lead to a coherent migration policy that covers all relevant aspects of migration and finds adequate solutions; 6. Role of GPs in contexts of changing international cooperation: new aid instrument fit for purpose

Global Programme Water Initiatives

External Context	Internal Context	Barriers	Driver of change	Linkages	Objectives
<ul style="list-style-type: none"> • Global water crisis is increasingly an issue • Estimated 768 million people is still without improved sources for drinking water • World is not on track to achieve the MDG target on sanitation with significant rural/urban disparities • Strong lobby for water and a lot of know-how in Switzerland, including in SDC • Well established exchange with other ministries in CH since the Rio conference in 1994 (IDANE) • Not disputed that SDC has the lead in the IDANE working group on water • CH, public: long-standing support for specific sectors such as water, also from NGOs • Probleme in the water sector are easy to communicate 	<ul style="list-style-type: none"> • Water was not part of the initially planned three GPs (CC, Food Security, Migration) • 2008 to 2011: Water Initiatives started as a section and with the goal to become a GP • Partly due to this institutional pressure but also due to leadership: very ambitious goals • 2010-2015 water strategy designed as starting point for a new GP, lead to increase of budget and human resources (2010: 3m budget, 2015: 36m budget) • Botschaft 2013-16: decision for 4 GPs. GPWI for the first time recognized • Many new partners, carefully selected, but sometimes on a pilot basis • Now consolidation phase: at the limits but have achieved results : were ambitious but not overambitious • 75% of SDC disbursements in the water sector still through other corporate domains (RZ-OZA-HH) 	<ul style="list-style-type: none"> • Internal: • Had growing budget: took on new initiatives; staff posts adding lacked behind (now beyond the limit during some times of the year) • Choices about resource implications for partnerships : see where GP has its strengths and take strategic decisions accordingly • Cross sectoral cooperation: building site for the whole of SDC, still operate in silos, difficulties to bridge sectors • External: • Lack of the best available partners to engage in some interesting issues such as global study of cost of not having access to water 	<ul style="list-style-type: none"> • Sept 2015: New SDG's: would need reserve to react/revise GPWI programme. Being open minded to work flexibly with changing number of partners as long as they deliver results • Role of UN water has growing importance and might impact on relationships with UN bodies such as UNESCO, UNDP, UNICEF • Regional Development banks: less for global policy influencing but for their regional spheres of influence • Sanitation and water for all: CH involvement quite slow in beginning, UK/NL pushed, as CH saw that this reached top ministerial level SDC joined • Innovative projects with the private sector on water footprint • Human right to W&S: role of special rapporteur to UN • World Bank reorganization: design of the new Global Water Practice (30 billion USD / y) based on GPWI Strategic framework 	<ul style="list-style-type: none"> • Excellent collaboration with Minister of Foreign Affairs and with head of SDC • Minister of Foreign Affairs had Geneva internationale on his agenda. He was also President of CH when post-2015 agenda with dedicated water goal was developed • Very clear entry points in CH: BAFU: national level & EDA: international level, • Broad support for water issues in the Parliament and in civil society (NGOs) • Regional GP staff: good for regional synergies, access to regional institutions e.g. in Addis Abeba • Establishment of Swiss Water Partnership in 2012 strengthened the Swiss Voice • Each GPWI' collaborator has for years its own network of water experts 	<ul style="list-style-type: none"> • A water-secure world. • Global Water Sector Dialogue: Attain that water security (as defined by the UN) is in the frontline of the priorities of the international global development agenda. • Water Governance: Influence the global policy dialogue on Integrated Water Resource Management fostering water cooperation and promoting equitable and balanced socio-economic development with gender inclusion ensuring access for the poor • Equitable Access: Influence at the global level for improved, equitable access to basic water and sanitation services and efficient use of water for agriculture. • Swiss Voice: Maintain and strengthen the knowhow of Swiss players active in the water sector and mobilize them to position Switzerland at the forefront of the international water challenges.

Assumptions: 1. water-secure world is an essential conditionality of sustainable human development; 2. Balance can be found between human rights, protection of the environment and market forces, whilst triggering the potential of cooperation for transforming tensions on water uses into peace building. 3. Endorsement of water and sanitation as human rights by the UN can be transformed into to bring sanitation 'on track, particularly in Sub-Saharan Africa; 4. Ability to attract attention for water beyond SDC; making CH global player in water agenda at the frontline for upcoming new trends (be open minded, innovative, step ahead of agendas, a leader in some in some sub-sectors (Water footprint). 5. SDC big enough for thematic career in water to keep water expertise in different functions of SDC

Global Programme Climate Change (GPCC)



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1. Summary

The still young, yet contemporary Global Programme Climate Change (GPCC) has achieved considerable results. Overall ranking is successful in policy influencing in general. GPCC influences the UNFCCC, which is pivotal for climate policy at the international level – directly as well as indirectly – remarkably, in particular in relation to size and power of Switzerland. Nevertheless, there is potential for improvements.

2. Introduction

The Global Programme Climate Change (GPCC) was instituted within SDC with a view to influence policy making at the international level. This analysis serves the purpose to analyse GPCC with respect to that policy influencing while considering the six objectives as described in Annex 6.

3. Development and Relevance

The GPCC was launched in 2008, similar to the other GPs with a focus on influencing policies at the international level. Its forming reflected herewith not only national developments within the Swiss government and some logical evolution of Swiss ODA policies, but was also a response and an adjustment to international developments which were themselves again a response to specific ODA needs as they arose worldwide. The latter has also to do with the fact that international interdependencies have strengthened in general through global trading and rapid information flows, all calling for ensuring that the international framing of ODA is conducive to effective poverty reduction. The intention is of course to reduce or minimize negative effects onto local efforts of a more traditional project setup in all those cases where conflicting international influences risk to set back or even to annihilate those local efforts.

4. Policy Context

At the international level there are many policy processes taking place, with the UNFCCC⁵⁸ certainly being in the centre. Progress in the making of climate change policy at the international level is mutually inter-dependent on many other levels of policy making, including that at the national and subnational level. Moreover, the UNFCCC itself is a complex body that maintains and consists of a multitude of subsidiary bodies⁵⁹ and processes, where each of those has its own dynamics, time scales and goals. Finally, the UNFCCC is linked to several other related intergovernmental or multilateral institutions, treaties and agencies such as the IPCC⁶⁰, UNEP⁶¹, WMO⁶², FAO⁶³, and WHO⁶⁴ and several other Multilateral Environmental Agreements (MEAs) such as UNCCD⁶⁵, CBD⁶⁶, and others. This needs to be understood well in order to evaluate properly the role that GPCC plays in influencing policy at the international level.

In this context it needs also to be well understood that any Swiss initiative put forward and carried through by the GPCC is only one voice of several that are contributing to policy making in the area of climate change at the international level. Notably the lead for the

⁵⁸ The United Nations Framework Convention on Climate Change

⁵⁹ E.g. the SBSTA (Subsidiary Body for Scientific and Technological Advice) and SBI (Subsidiary Body for Implementation)

⁶⁰ Intergovernmental Panel on Climate Change

⁶¹ United Nations Environment Programme

⁶² World Health Organization

⁶³ Food and Agriculture Organization of the United Nations

⁶⁴ World Health Organization

⁶⁵ The United Nations Convention to Combat Desertification

⁶⁶ The Convention on Biological Diversity

international negotiations as conducted by Switzerland is with the FOEN⁶⁷, neither with the SDC⁶⁸ nor the GPCC. Moreover, several other administrative departments from the Swiss Federal Administration are in a similar role, i.e. FDFA⁶⁹, SECO⁷⁰, DETEC⁷¹, and FOAG⁷². This setup is not common among Parties and the composition of the Swiss delegation in international negotiations on climate change where delegates are coming from several involved departments from the administration is rather rare. This setup offers various departments from the Swiss Federal Administration to have a direct influence, yet they need all to do that in a concerted and coordinated manner in order to be really effective.

There are also many related international institutions where GPCC is also having an opportunity to influence policies at the international level. To those belong the aforementioned MEAs but also other multilateral instruments, e.g. outcomes from the historic Stockholm and the RIO Earth Summit in 1992, such as the Statement of Principles for the Sustainable Management of Forests, which then was later transformed into the United Nations Forum on Forests UNFF. Another illustrative example are the World/Earth Summits (2002, 2005, 2012) focusing on sustainable development in general, where also important and significant links to international climate policies are made and pursued. These few examples are mentioned to illustrate that SDC staff regularly participates not only directly in UNFCCC negotiations, but also in various other international policy making activities, where indirect, yet significant policy influencing on climate change policies at the international level takes place.

5. Portfolio

The current portfolio of GPCC consists of 46 projects of differing geographical scope, focus, and resources.

The total GPCC budget (2008-2014) amounts to a total of CHF 168,289,322, ranging from small projects with a budget of CHF 1,174,100 to large ones with a budget of CHF 95,500,000, while the median project budget is 7.562 millions CHF (average 10.937 millions CHF). Contributions are disbursed to multilateral funds such as the GCF (largest budget), to multilateral activities, including also support for workshops and conferences (e.g. enabling political and direct financial support for events during large conferences such as UNFCCC COP20, Lima, Peru), to INGOs activities, to NGOs projects, and to projects involving to a significant extent the private sector.

So-called anchor countries with emerging economies (e.g. Peru, India, South Africa, and China) offering the potential of model cases for surrounding countries in the respective region, play an important role exactly as intended when GPCC together with all other GPs was instituted. Operational problems encountered in South Africa will cause a gap in this approach on the African continent, yet do not question the validity of the approach (cf. recommendations).

Overall the portfolio of the GPCC seems balanced. Improvements can be made by phasing out too small projects, whose prospects of scaling up may be limited, due to not having received the attention originally hoped for, even if “beautiful” (e.g. some renewable energy projects). They are probably best phased out in favour of larger, well focused projects offering much potential for scaling up and reaching out to the entire region. There

⁶⁷ Federal Office for the Environment of Switzerland (Bundesamt für Umwelt BAFU der Schweizerischen Eidgenossenschaft)

⁶⁸ Swiss Agency for Development and Cooperation (Direktion für Entwicklung und Zusammenarbeit - DEZA) belonging to The Federal Department of Foreign Affairs - FDFA (Das Eidgenössische Departement für auswärtige Angelegenheiten - EDA)

⁶⁹ The Federal Department of Foreign Affairs (Das Eidgenössische Departement für auswärtige Angelegenheiten - EDA)

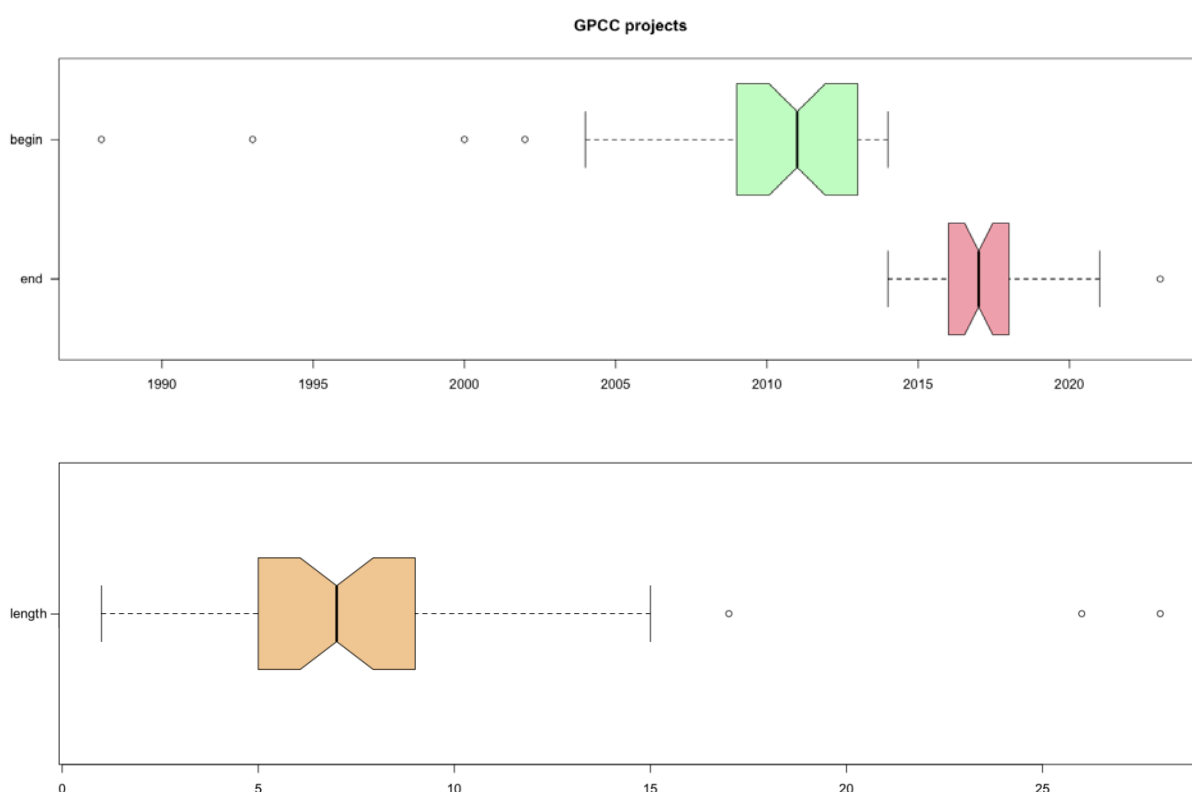
⁷⁰ State Secretariat for Economic Affairs (Staatssekretariat für Wirtschaft)

⁷¹ The Federal Department of the Environment, Transport, Energy and Communications (Das Eidgenössische Departement für Umwelt, Verkehr, Energie und Kommunikation - UVEK)

⁷² Federal Office for Agriculture (Bundesamt für Landwirtschaft - BLW)

are 47% international programmes/projects, 16% regional projects, 37% bilateral projects (disbursement 2008-2014) Emphasis should be put on multilateral projects that are at scale or promise to reach large scale in the future, either by joining forces with other donors, and/or the early involvement of several recipient countries in the region or whatever other means are available or can be mobilized to ensure proper scale. This is of particular relevance, since climate change mitigation as well as adaptation are in general worldwide not on track and actual action contrasts almost everywhere sharply with what is needed to reduce impacts in accordance to the internationally agreed long-term global goal of limiting warming to 2°C relative to preindustrial levels, let alone to minimize risks of climate change to an acceptable level (e.g. Final Report of the Structured Expert Dialogue, UNFCCC⁷³, Fischlin et al., 2015; IPCC, 2014a).

Figure 16 Boxplots of GPCC projects. Top: Begin and end year of project. Bottom: Length of project in years (status 2015)



With respect to the entire SDC portfolio climate change aspects are in general not yet given the appropriate attention, despite the fact that climate change is of most significant relevance for sustainable development in general and that climate change impacts put at particular risk the poor or otherwise disadvantaged. Mainstreaming of climate change issues need therefore to be strengthened further in all parts of SDC. The lead for this is best kept with GPCC.

6. Presence of Switzerland in Global Policy Discussions

It has to be remembered that the setup between the relevant departments of the Swiss administration is a complex one: FOEN has the lead in the international negotiations, while SDC and to a lesser extent SECO provide the bulk of financial resources for climate change (climate finances) that the international community expects Switzerland to provide (e.g. Green Climate Fund, a GPCC “project”). Moreover the main thematic areas of

⁷³http://unfccc.int/documentation/documents/advanced_search/items/6911.php?preref=600008454

climate policy, i.e. mitigation and adaptation, have not received the same emphasis within SDC, the latter having traditionally done work that relates much more to adaptation. Adaptation fitted more “naturally” into a more conventional understanding of ODA and climate change aspects may sometimes still lack the thorough understanding they need to bring projects to success in precisely these aspects. It can even be said that SDC has only with the onset of the GPCC started to give climate change issues the proper attention it would have deserved throughout all work of SDC since quite a while earlier. While mitigation is also the best means of adaptation when the adaptive capacity of impacted countries/regions is exceeded, mitigation projects were largely absent from the SDC’s work before 2008. GPCC has introduced those and hereby also helped to have a more coherent policy agenda when collaborating with the other departments, notably also the FOEN, given hereby SDC’s objectives a greater weight within the international positioning of Swiss climate change policy.

All these developments are only the beginning and provide merely the basis on which policy influencing at the international level can further evolve. GPCC staff has in many instances grabbed opportunities and has with remarkable success been able to influence policy making substantially at various levels. This encompasses the following examples:

- Defining parts and influencing in general the Swiss position relating to aspects of poverty reduction, sustainable development, and adaptation in developing countries at the international level (UNFCCC).
- Influencing mitigation policies (NAMAs⁷⁴) in developing countries including countries with emerging economies.
- Board membership of important climate funds (GCF⁷⁵, Adaptation Fund, GEF⁷⁶).
- Significant influence on domestic environmental legislations in anchor countries (e.g. China) with outreach to the region (e.g. Latin America).
- GPCC has in many instances enabled or even provided direct support for important multilateral activities in a effective (high leverage) and clever manner leading to significant progress towards a future with more mitigation, more adaptation, and/or more climate resilient developments in general (e.g. MAPS⁷⁷, workshops and conferences within or with a focus on developing countries, e.g. COP20, Lima, Peru and surrounding activities).

⁷⁴ Nationally Appropriate Mitigation Actions (<http://unfccc.int/focus/mitigation/items/7172.php>)

⁷⁵ Green Climate Fund

⁷⁶ The Global Environment Facility

⁷⁷ Mitigation Action Plans & Scenarios - Developing countries exploring pathways to climate compatibility (<http://www.mapsprogramme.org>)

7. Relevance and Coherence

GPCC is particular inasmuch as climate change is of relevance, notably in the future, for all other themes having also a GP, i.e. human health (while climate change also affects the health of plants and animals), water, migration (often surprisingly still overlooked), and food security (climate change projected to have already major negative impacts in developing countries and there in particular among the poorest such as LDCs). GPCC should play a key role, but one must also be careful to not overload GPCC with too many tasks.

These overlaps should be resolved in a pragmatic manner and the SDC Board of Directors should continue to trust their staff to find solutions by supporting/awarding in general collaborative efforts and penalizing non-collaborative work by removing support whenever frictional losses should become too strong.

Setting aside 10%-15% of the budget at all levels within SDC should enable each hierarchical level to conduct truly collaborative projects from such extra means. With such budget allocation schemes SDC Board of Directors is expected to find means to foster synergies and obtain improved cooperation among projects. Thanks to improved collaboration expertise mobilization should also work better and help projects to become even more effective, notably in the area of climate change where good expertise is often not a given.

8. Results Regarding Policy Influencing

8.1 General

GPCC makes a most significant contribution. Without GPCC the Swiss position would be much less effective and would have a significantly smaller influence on all international climate policies in many areas, including multilateral treaties and agreements. This is of particular relevance, since Switzerland is a small country and has to make efforts to be heard at the international multilateral arena. Hereby the GPCC helps also in terms of credibility, realism, and effectiveness concerning aspects of poverty reduction as well as sustainable development in general. Moreover, GPCC is carrying the bulk of the financial commitments of Switzerland in terms of climate finances and succeeded to gain remarkable influence at the international level to ensure climate finances are also internationally spent well and effectively. However, it has to be seen clearly that the GPCC is less seen per se and at the international level Switzerland is often seen just as "Switzerland". GPCC is one of the Swiss activities that fit nicely and coherently into the overall picture as effective, trust-worthy, credible, pragmatic, flexible, and competent, herewith supporting this rather positive perception of Switzerland.

In this, surprisingly sometimes even unique role Switzerland can and does help to build bridges and find middle ground solutions. This strengthens the position of Switzerland in climate policies making those positions more believable and trust-worthy. Thanks to GPCC Swiss climate change policy is also based on practical, pragmatic expertise. Switzerland is seen as a donor, which does not only focus on climate policy per se, but one that does its climate policy in close collaboration with partners in the field.

Finally, all these effects happen to evoke remarkable synergies, building not only on a similar Swiss tradition but further reinforcing each other continuously. GPCC's role can only be fairly evaluated if this context is esteemed and all appreciable effects are properly considered.

However, Switzerland is small and has limited resources. The relevance of the foci chosen by GPCC for overall climate policy is not always straightforward and may have to be readjusted on the longer term. For instance it remains unclear whether the most successful work on air pollution, e.g. in China, will actually pave the way for the more important mitigation action of reducing emissions of green house gases such as CO₂.

8.2 Specific areas of policy influence

Policy influencing at the international level is not only complex, but is also not trivial to apprehend or assess in terms of its successes or failures. While there is room for improvement, (see below) it is striking that all interviewees had great difficulties to report from any failures. However, plenty of success cases were mentioned and explained in all details easily. Fortunately the conducted interviews proved to be a fitting approach that made it possible to gather more accurately the accomplishments of the GPCC's activities in a manner that allowed to see the actual achievements otherwise difficult to unravel.

All interviewees emphasized that GPCC would catalyse and foster a climate compatible development over the long-term. The large majority also reported that GPCC was important in mainstreaming climate change aspects in ODA in general, in partner countries as well as in Switzerland, within SDC and other Swiss administration agencies and private sector partners. Hereby the GPCC often functioned as an information hub, enabling knowledge transfers, cooperative learning, and most importantly experience sharing and in general information exchanges.

GPCC has also played an important role in several multilateral processes, notably in the central UNFCCC. Here GPCC shapes the Swiss position by ensuring that aspects of poverty reduction, sustainable development, and fair burden sharing are well integrated and appropriately considered. Moreover, the engagement of GPCC in climate finances represents great success stories. The GEF⁷⁸ exists since 1991 and is an important fund – despite some criticism –, enables with its finances among many global environmental problems also activities such as the development of green house gas inventories in developing countries. GPCC staff (Anton Hilber) has been involved in this fund for many years and has helped to improve the workings of this fund. This has also helped to ensure Swiss interests were recognized as much as possible. Not the least thanks to this experience it became also possible for Swiss government staff to become a board member of the GCF. This new fund is in its early phase. The more critical it is that the Swiss influence is present from the very beginning. Finally, the Adaptation Fund from the Kyoto Protocol has as an operational entity the Adaptation Fund Board (AFB) as decided by the CMP3 (Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol) in Bali, Indonesia, 2007. Again, GPCC staff were (Anton Hilber) and are (Yuka Greiler) among its members.

Previous SDC activities have naturally focused on Climate Change Adaptation (CCA) while GPCC has as a first also activities in the field of Climate Change Mitigation (CCM), which were successful. Several projects in the area of reducing air pollution were made possible in this context, notably in Asia and Latin American. GPCC is involved in the representation of Switzerland in the Climate and Clean Air Coalition (CCAC⁷⁹)⁸⁰. These initiatives are active in China, India, and Chile and other Latin American partner countries (brick production, diesel particle filters⁸¹). This was possible thanks to good circumstances and the flexible support and expertise GPCC could mobilize and bring to effect. The influence by GPCC on domestic legislation in China is one of the successes of GPCC. The draft Climate Change Law adopted many insights from Swiss Experience, and has triggered intense debates on Chinese national level.

⁷⁸ Global Environment Facility is a partnership for international cooperation where 183 countries work together with international institutions, civil society organizations and the private sector

⁷⁹ www.ccacoalition.org

⁸⁰ The CCAC, the secretariat of which is hosted by UNEP, is a coalition of state-partners as well as non-state partners (NGOs, IGOs, private sector). The CCAC works to reduce Short Lived Climate Pollutants (SLCPs) on global and national policies as well as by concrete action through its seven initiatives. GPCC represents Switzerland as a Lead-Partner in two of these initiatives.

⁸¹ For example by retrofitting urban public transport buses in the cronicly smog affected city of Santiago de Chile.

GPCC was also critical in founding the so-called Climate Parliament⁸². The Climate Parliament is now UK based, yet is still supported by GPCC and helps worldwide any parliament to develop climate legislation and otherwise helps to disperse climate change knowledge to parliamentarians.

The CEDRIG (Climate, Environment and Disaster Risk Reduction Integration Guidance) TOOL⁸³ is intended to “improve resilience and reduce impacts in development cooperation and humanitarian aid”. It is another success of GPCC that stands out and appears now to be a widely used tool that helps to reduce risks from natural disasters in developing countries. Such risks are projected to significantly increase with global climate change, notably also in mountainous regions. With such tools climate resilience can be critically enhanced and increases hereby also the sustainability of development.

A successful result is also the engagement of GPCC staff in Mitigation Action Plans & Scenarios (MAPS) proven mostly successful in Latin America and not the least thanks to Swiss participation. These approaches appear to be promising and to serve model character. The MAPS approach is now also pursued in Africa.

Also, in the area of land use, land-use change and forestry GPCC experts have influenced policies at the international level. The rather new REDD+⁸⁴ is expected to play an important role in slowing down deforestation and degradation of tropical forests in developing countries. While green house gas emissions from the land use sector used to be a significant part of all anthropogenic emissions (25%), these emissions have first started to slightly decrease and secondly to lose relevance in terms of the percentage due to the vastly increasing emissions from fossil fuels (roughly 13%, e.g. Fischlin, 2009). Nevertheless, the co-benefits for developing countries, including for indigenous peoples, biodiversity, subsistence livelihoods, and climate resilient sustainable development in general are expected to be substantial. Finally, not only CCM, but also CCA is linked to the land use sector. Ecosystem based adaptation (e.g. Shaw et al., 2014; Klein et al., 2014) appears to be a promising area that is of great significance for ODA in general. The engagement of GPCC staff in the UNFF and ASEAN social forestry network demonstrates the work done that is of strategic as well as practical relevance.

Finally several activities in Latin America have helped that Peru has hosted the last Conference of the Parties in Lima (COP20, 2014). The regional collaboration involving Chile, Bolivia, Columbia, Mexico, and Brazil are examples of successful regional outreach from projects that have first started small, but then evolved to the regional, and finally to the global policy level (COP20).

8.3 Level of policy influencing

GPCC projects are active at all levels (cf. Figure 2: Steps in policy influencing) with strongest focus on steps 2 to 5 (in general beyond step 1). This can be considered to be appropriate, since GPCC aims at influencing climate policies in a multitude of ways according to its mandate and GPCC is to be lauded for having grabbed opportunities in a flexible manner as they became available, without prepossessions because of being too much attached to fixed management schemes. It appears that this flexibility has been quite relevant in making it possible that Switzerland has been most influential and has even been able to even pioneer some fields. GPCC was e.g. crucially involved in the preparation and then successful publication of the first NAMA from a Non-Annex I Party.

8.4 Key factors

Success factors emphasized repeatedly by most interviewees are the long-term experience and existing connections built on trust. Swiss are often seen as reliable partners, which are therefore welcomed as a voice by itself as well as when alliances

⁸² <http://www.climateparl.net>

⁸³ <https://www.shareweb.ch/site/Disaster-Resilience/tools-and-training/cedric-tool>

⁸⁴ Reducing emissions from deforestation and forest degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries (REDD-plus) http://unfccc.int/land_use_and_climate_change/redd/items/7377.php

need to be formed to effectively implement policies and create conditions that increase the likelihood of good and effective results.

Projects with China have been particularly effective, where mitigation in form of air pollution and clean air measures were pursued. Here effective personal contacts could be shown to have enabled to connect most effectively Swiss with Chinese experts, while scaling up and influencing domestic clean air legislation. On the adaptation side similar successes were reported with glacier lake outburst risk management projects, which also were enabled to a considerable degree via personal contacts to the right people at a most effective level within authorities.

Regional advisors are in some cases important success factors, but their status is not always clear. Good placement of well trained staff is however of course always key.

GPCC purposefully works with anchor countries of emerging economies successfully. In a large country such as China scaling up only within that country has a most remarkable leverage. Yet, reaching out into the region to neighbours seems promising, but since only on-going it seems premature wanting to judge success on concrete results already now. In some cases, e.g. India or Peru, success appears to have been achieved with having supported model solutions that scale up not only within countries, but also within entire regions.

In general the approach to model demonstrations in the field is considered valuable and promising. It is expected that sooner or later that will also influence international policies in many ways (credible models, create trust, demonstrate practicality, improve policies by linking them better with in the field).

Thematic networks are perceived of mixed importance due to cultural barriers, while a majority of actors is convinced that they are an effective means, if further strengthened, to support the work. Important are long-term connections enabling collaboration and cooperation if enhanced and maintained well.

Limiting factors are lack of or reservation towards cooperation, which several interviewees perceived as being more often present on the side of the more traditional, bilateral projects within SDC.

Staff rotation impedes successful work particularly at the international level, where due to the complexity of the processes and institutions intimate knowledge is required to really achieve ones objectives.

9. Conclusions

GPCC is still young, yet has already achieved considerable results and can overall be ranked as being remarkably successful in policy influencing in general. At the international level the UNFCCC plays a key role for climate policy and GPCC is only one of many voices trying to shape UNFCCC's outcomes. Yet GPCC has remarkable influence – direct as well as indirect ones – onto these proceedings, in particular also considering the size and power of Switzerland.

GPCC represents a modern and appropriate ODA setup that fits contemporary requirements well. Nevertheless, there exist several areas with potential for improvements, which are partly best addressed by further strengthening and supporting GPCC in a targeted manner.

10. Recommendations

The recommendations listed in Part C, section 3 of this evaluation report are reiterated in the following table.

Table 7 GPCC: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
<p>Cooperation among departments of the Swiss Federal Administration is good. It is a strength that Switzerland acts at the international level (through UNFCCC, for example) and involves most government agencies in these international activities. Actual co-decision making in key areas, notably long-term goals of UNFCCC and Swiss climate policy, remains rare, however, and it appears that agencies typically seek harmonization of positions or mutual information <i>after</i> each agency has already taken major positions = autonomously.</p>	<p>Existing mechanisms such as IDA Klima need to be strengthened through better co-decision making and policy formulation among the relevant agencies of the Swiss Federal Administration, notably the development of a long-term vision of climate policy at the international level. If IDA Klima can not be strengthened towards such co-decision new mechanisms would have to be established to serve the same goal.</p>	<p>GPCC R 1: The SDC Board of Directors should find means to strengthen existing co-decision making mechanisms or if unavoidable seek new ways to foster full co-decision making among the relevant agencies of the Swiss Federal Administration with a view to develop a common long-term vision of climate policy at the international level.</p>
<p>Synergies (e.g. addressed risks overlap) among projects (within GP, among GPs, and among SDC projects in general) are not fully realized, and effectiveness in this respect could be improved.</p>	<p>Cooperation/collaboration needs to be better promoted in a targeted manner to fully realize the potential for synergies in the area of climate change among the various projects.</p>	<p>GPCC R 2: The GPCC management should consolidate project portfolios further by identifying fewer thematic foci, focusing on those in which Swiss expertise complements other ODA efforts; this consolidation should occur at as large a scale as possible (possibly by seeking alliances unless Swiss strengths should start suffering). A small fraction (e.g. 15% to 20%) of projects should be exempted from this consolidation, however, to foster innovation and to enable the GP to seize unconventional opportunities when they arise. In addition, at all levels within the SDC, some fraction (e.g. 10% or 15%) of the budget should be reserved for collaborative projects (among GPs, among SDC projects in general).</p>
<p>Within the SDC in general, climate change aspects are not developed sufficiently. Bilateral project activities too often favour more traditional understandings of ODA while ignoring that most investment that does not respond to climate change risks can become futile under accelerating climate change.</p>	<p>GPCC needs well-informed partners within the SDC who have a sound technical familiarity with climate change in able to fully identify complementarities and realize possible synergies.</p>	<p>GPCC R 3: The SDC Board of Directors should continue mainstreaming climate change aspects within entire the SDC guided by GPCC so that (i) all SDC staff receives appropriate training on climate change issues within their respective discipline, (ii) there are campaigns that increase mutual understanding of climate change aspects across disciplines, and (iii) synergies among all SDC activities with respect to climate change are promoted/credited.</p>
<p>GPCC spends most of its budget (about 64% of disbursement 2008-2014) on international and/or regional projects and 36% on national projects</p>	<p>The portfolio of GPCC needs some adjustments to strengthen the international focus and phasing out of more traditional ODA-oriented national projects.</p>	<p>GPCC R4: The GPCC management should consolidate project portfolios further by phasing out bilateral projects and gradually increasing the fraction of projects with a strong multilateral focus, as opportunities arise.</p>
<p>South Africa is given up as an anchor country.</p>	<p>There is now no successor country to South Africa in</p>	<p>GPCC R 5: The GPCC management, possibly together</p>

	view that would act as an anchor country for the African continent. As all climate change scenarios assess the impacts to be among the greatest for Africa, which hosts the majority of least developed countries, the absence of an anchor country in Africa could be problematic for GPCC activities.	with the SDC Board of Directors, should decide whether the GPCC should retreat entirely from Africa. If the African engagement is to be continued, a considerable strategic effort needs to be made that includes teaming up with other donors. Given the risks climate change poses for Africa, and as remaining Swiss ODA moves toward humanitarian aid rather than input for sustainable development, the overall Africa strategy needs to be evaluated.
In the past, GPCC realised some of its successes in influencing policy by capitalising on excellent personal constellations while cleverly sizing emerging opportunities to influence policies.	Personal constellations may be the exception rather than the rule and therefore call for targeted care.	GPCC R 6: The GPCC management should nurture successful constellations among GP staff and contacts and should develop strategies to foster similarly-promising situations (see also staff rotation, keeping existing contacts alive, enhancing attractiveness of thematic networks, and financing events with a promise to create new constellations with similar potential).
While GPCC is a relatively young unit within the SDC, it has an important role to play in complementing previous SDC activities. It represents a form of contemporary ODA that is not only welcome but is also necessary within a context of drastic climate change that is likely to occur during the course of this century.	A growing number of tasks need to be addressed by GPCC.	GPCC R 7: The SDC Board of Directors should embrace and support a gradual increase in the allocation of more resources to GPCC. In case this implies reallocating existing resources, cooperative projects focusing on synergies and complementarity may help to minimize fear and refusal among non-GPCC staff (concerted with recommendations given above).
The GPCC with the largest budget is the Swiss Federal Council approved Swiss contribution to the GCF (CHF 32 millions/year). Internationally Switzerland is under pressure to provide new and additional funds to the climate finances that have been promised to flow from the North to the South in Cancun, Mexico at COP16. Switzerland has recently been able to enlarge its ODA budget, claiming this to be new and additional money. Yet, Switzerland is also under pressure to increase its ODA budget to come closer to the internationally recommended 0.7% of GDP. Internationally the diverting of money from traditional ODA to climate finances is contested and strongly questioned in particular from the side of developing countries.	GPCC not only provides a critical service to Switzerland but also a service of pivotal relevance to any climate regime, notably through the UNFCCC negotiations in 2015 that are expected to produce a new climate regime that many expect to define climate policy at the international level for decades to come. Despite Switzerland's size, it is among the richest countries and is therefore expected to contribute a proportional share to climate finances. Otherwise, i.e. if altogether insufficient climate funds can be mobilized, the danger arises that no agreement can be reached, implying considerable risks for all of us, since unmitigated climate change is expected to come with major risks (e.g. Fischlin et al., 2015; IPCC, 2014a,b,c) while impacting the poor and otherwise disadvantaged or vulnerable the most. The North-South flow of climate finances as currently pledged or estimated (public USD 35–49, private sector USD 10–72 billion per year; Fischlin et al.,	GPCC R 8: The SDC Board of Directors might wish to consider supporting GPCC to participate in finding innovative alternative solutions for the climate finance dilemma donor countries such as Switzerland face. Proposals for new and additional climate finances, e.g. similar to the Swiss proposal presented to UNFCCC about 10 years ago, were estimated to mobilize USD 50 billion per year according to the polluters pay principle ("Klimarappen" at the international level by diverting USD 1 per barrel). Such a mechanism would appear quite elegant, since it could solve many political problems at the same time.

	2015; IPCC, 2014d) is likely to fall short from the USD 100 billion per year the developing countries expect (some expect that even mostly from public sources) according to the Cancun agreements.	
Human resources		
GPCC staff fall under the same rules of rotation as other SDC staff (4 – 6 years), which causes particular difficulties in the complex area of climate change; the topic is interwoven thematically with many other topics (e.g. migration, health, water, food security but also technology, capacity building, biodiversity etc.) and faces particular challenges at the international policy level. Retention of expertise in this area is therefore tantamount to successful policy-influencing activities.	Expertise of SDC staff must be allowed to accumulate and evolve to efficiently accomplish the tasks at hand for policy influencing, which are largely of a long-term nature and require consistency and maximum coherence throughout the entire process.	GPCC R 9: The SDC Board of Directors should relax the rotational rule in the case of the GPs, notably the GPCC, by rotating only after 6 to 8 years. Thematic careers need strong support but are not sufficient means to achieve the needed degree of expertise.

Global Programme Food Security (GPFS)



©Peter Bieler, SDC

1. Introduction

In the 2008 reorganisation process in SDC, GPFS got established and inherited agriculture projects from the previous section Natural Resources and Environment (NRU) while GPFS had little experience in other topics related to food security.

2. Development and relevance of the GPFS

2.1 Context

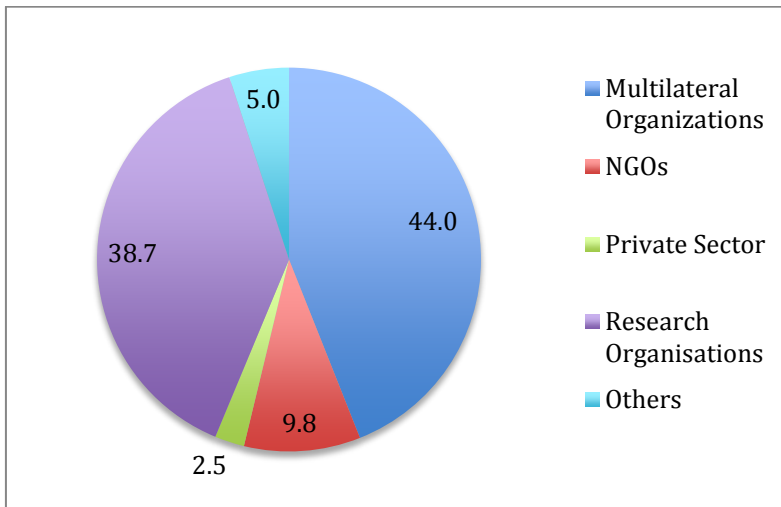
The GPFS was constituted in the context of the global food security crisis in 2007/08 and issues were followed-up at the G8 in L’Aquila at the time. Food security was gaining momentum after years of neglect and international community turning away from agriculture. While no single global authority exists within the field of agriculture and food security, new or reformed Food Security Institutions emerged such as the reformed Committee of World Food Security, the HLTF or the WB-GAFSP. In this context, the theme agriculture gets extended to Food Security in GPFS with its four pillars, combined with work on rights based approaches such as the Right to Food.

Managing the inherited projects takes efforts in GPFS. For the collaboration with CABI (6 projects inherited) for example it took five years (2008 to 2013), to redefine the collaboration. GPFS also experienced frequent change of management, with varying working and management styles and thematic nuances.

For GPFS’ work on policy influencing, internal Swiss coordination is a challenge. It still seems not entirely clear which government institution has the lead in “international affairs on agriculture and food security”. The FOAG has the lead in the FAO and an extra-parliamentarian committee (CNS-FAO) exists under FOAG responsibility. However, for each international conference, partners establish working groups, to coordinate between the different Swiss Ministries, a highly work intensive process.

2.2 Portfolio of the GPFS

Figure 17 GPFS portfolio disbursement by type of partner (in %)



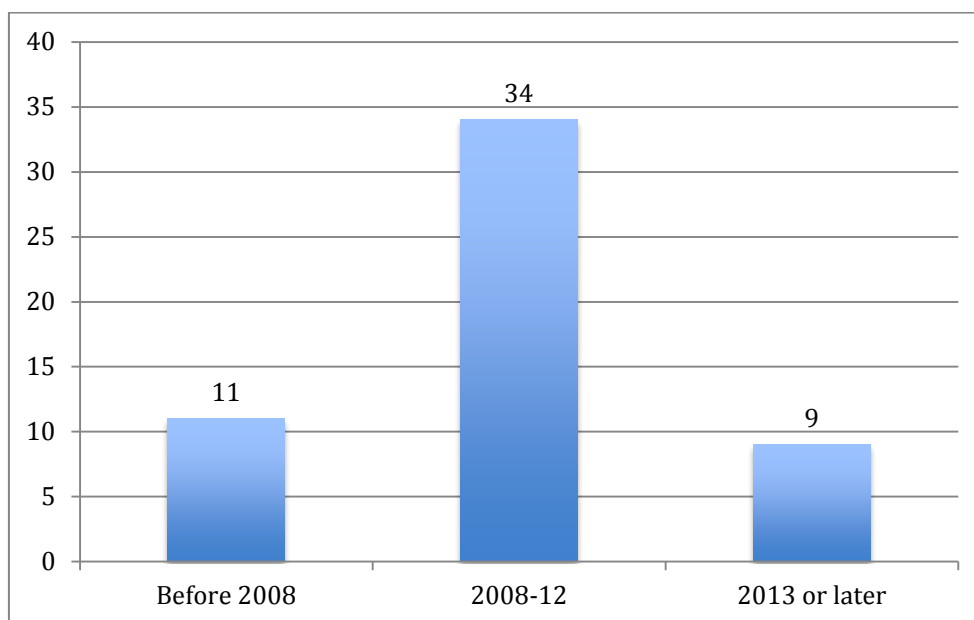
GPFS disbursed CF 190,9m between 2010 and 2014 with 54 active projects in the project portfolio⁸⁵. Figure 17 shows that contributions to multilateral organizations amounted to

⁸⁵ 2008 - 2014

44% of the total disbursement, followed by 38.7% to research organisations. This includes significant core contributions: the IFAD core contribution (30% of GPFS disbursements) and CGIAR (24.9% of GPFS disbursements). NGOs received 9.8% of GPFS' disbursements, followed by the Private sector 2.5% and others (5%).

Figure 18 presents an overview of the starting dates of GPFS projects in its active portfolio 2008 to 2014.














Figure 18 Number of GPFS projects by starting date



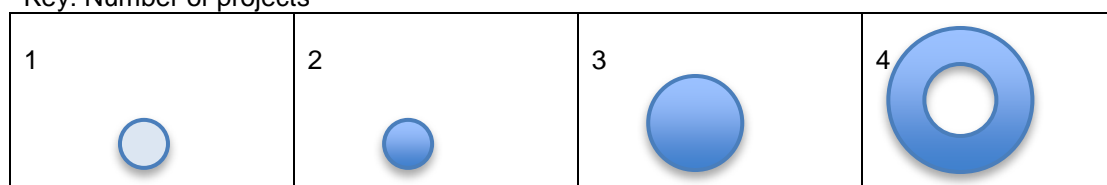
Eleven projects in GPFS' portfolio started before 2008 (20%), 34 were launched between 2008 and 2012 (63%) and 9 projects 2013 or later (17%).

Figure 19 outlines the four GPFS components with projects identified during the portfolio review. The mapping of the project portfolio only includes a selection of projects discussed while meeting GPFS deputy manager, which seem most representative for the GPs four components, given the large GPFS portfolio. Figure 19 shows the degree of maturity of the four GP components. Component 1 is strong with pre 2008 projects or projects that started in 2008 when the GP got established. Component 3, centered around nutrition is relatively young, with main projects starting 2012 and later. Components 2 and 4 show less clustering of projects along the timeline.

Figure 19 Policy influencing areas and years when main projects started

Components	Before 2008	2008	2010	2012	2014
C 1: Sustainability of agricultural production and innovation systems	Rice research CABI research FiBL research 	CGIAR research GFRAS IFPRI research 		CORIGAP EOAI 	
C 2: Competing claims on natural resources	UNCCD 	WOCAT ILC 	ETHL 		
C 3: Stable access to sufficient nutritious food			SUN SARMAP 	AVRDC Post-harvest management x 3 	SN4A 
C 4: Policy coherence for food security and nutrition	UNCCD 	DRYNET 	CCGA HLTF 	UN SGSRFS 	

Key: Number of projects



Source: A. Engelhardt, 2015

2.3 Presence of Switzerland in global policy discussions

Assessment by the expert and by interview partners

With the establishment of GPs in 2008, the Swiss Ministry of Foreign Affairs wanted to increase its presence in global policy discussions in selected thematic areas with high relevance to poverty reduction and development. In the thematic area of food security, stakeholders assess the visibility of Switzerland as high as 79% compared by GPFS' internal assessment of 65% visibility.⁸⁶

Though now quantitative baseline is available for a “before and after” comparison, stakeholder mostly agree about an enhanced visibility.

⁸⁶ 16 external stakeholders, 4 GPFS staff

After the 2008 reorganization and creation of the GPs, SDC was guided by a stronger foreign policy focus. The main reasons for an overall positive assessment of Switzerland's visibility on food security is the thematic orientation of the GP and its choice of intervention levels. Despite a significant amount of projects inherited from previous organisational units initially, between 2008 and 2010 the GP focused on two big debates, the reform of the global research system and food prices, related to land grabbing. Since 2013 the GP is guided by its strategic framework 2013 to 2017.

The GP chose to opt for finding its niche through a regional focus on Africa, through a regional advisor in the Horn of Africa, and Asia. Projects are often clustered around sub-themes such as post harvest loss.

The main areas of Swiss engagement with a contribution of the GP emerging in this evaluation are as follows:

- Negotiation processes such as Rio+20, with its article 115 as a mandate for the Committee on World Food Security (CFS);
- GP's engagement with the High Level Task Force of Food Security lead to high visibility of Switzerland's engagement in the CFS and related processes such as the Principles for Responsible Investment in Agriculture and Food Systems (PRAI) where Switzerland led the negotiations in Rome and the Voluntary guidelines on the responsible governance of tenure of land, fisheries, and forests in the context of national food security;
- Switzerland's engagement in a reformed IFAD;
- Moving from the Neuchâtel initiative to the Global Forum for Rural Advisory services, increasing the number of regional Rural Advisory services networks from 1 to 12 over 5 years and re-established donor interest in the topic, for example in the US, Germany, Australia but also in the UN system and the World Bank.

2.4 Relevance in the context

The relevance of GPFS and its strategic framework was acknowledged by 18 out of 19 stakeholders interviewed. This represents an indication for a good overall relevance of GPFS.

The project portfolio of GPFS comprises 54 projects grouped around the four components: sustainability of agricultural production and innovation systems, competing claims on natural resources, stable access to sufficient nutritious food and policy coherence for food security and nutrition. Those components can be further broken down by 12 targets. This comprehensive strategic orientation of the GP, combined with a suboptimal strategic engagement between GPFS and SDC's Department Regional Cooperation calls for developing a significant project portfolio and ties a significant amount of staff time to project management. The structure of the project portfolio further shows the high project management efforts required in GPFS, given 19 projects with a financial volume of less than CHF 1 m (2010-2014) and 22 projects with a financial volume of less than CHF 3 m for the same period. This constitutes 76% of the GP's portfolio and requires significant human resources for project management.

Despite initially lower profile engagement of Switzerland in the HLTF, follow-up processes are of highest relevance for policy dialogue and norm setting in global food security. Switzerland is well regarded for its engagement in the PRAI and Voluntary Guidelines for responsible governance of land tenure regimes. Both topics are politically sensitive, even to some extent in the domestic political discussion in Switzerland. Yet the GP, in close collaboration with the Federal Office for Agriculture (FOAG) took risks and advanced with this global agenda. SDC's Global Institution's Division took the Voluntary Guidelines and

got commitment from OECD/DAC in its green growth and development countries policy guidance. This is another indication of high policy relevance.

The relevance of another result is out of doubt, which initiated in the HLTF: the zero hunger challenge and its inclusion into the SDGs. Through support of the UN Secretary General's Special Representative on food security and nutrition with a staff member, the GP contributed to the identification of five zero hunger elements: Zero stunted children less than 2 years, 100% access to adequate food all year round, All food systems are sustainable, 100% increase in smallholder productivity and income, Zero loss or waste of food. The latter are now included in the proposed SDGs.

The relevance of GPFS is particularly high in Rome, the hub of the UN's Food and Agriculture agencies (FAO, IFAD, and WFP), with the active support of the Swiss Permanent Mission to the UN Food and Agriculture agencies, the placement of staff and through the enhanced cooperation with FOAG.

During the SDG negotiations in the UN in New York, Switzerland was less visible, given that food security was not a priority of the Swiss negotiation mandate, after the inclusion of a related goal in the SDG's became apparent early on in the process.

For Food Security, a gap seems to emerge between the technical focus on Rome-based agencies and the political dialogue in New York. "Rome leads, New York follows" seems not the case. This could have been a reason why the UN in New York came on the GP's radar about 4 years ago. However, the relationship of the GP with the UN in New York faces challenges. Switzerland got access denied to be part of the "Friends of food security and nutrition" in New York. While reasons of geographic representation might be one reason, differences with the Swiss approach to the topic compared to the existing members of the group of friends are evident. The limited Swiss presence in this thematic area in New York seems another reason why Switzerland was perceived as a less relevant stakeholder.

Overall, the relevance of Switzerland on food security issues is different in New York and Rome, given the resources employed and the leading role Switzerland plays. Under the GP, the three Rome based agencies are currently implementing for the first time jointly a project on food loss. The leadership of the GP and Switzerland is well acknowledged in Rome, where entry points and leverage are well used.

In the global context, GPFS's objectives are complementary with other important players, as shown in Figure 20. The size of the bubbles in Figure 20 represents the comprehensiveness of the main players' agendas in food security. Shared agendas emerge as well as agendas where GPFS is less present due to its strategic focus.

With regard to GPFS' small-holder focus, the agenda is shared by CGIAR, GIZ, FAO and IFAD. The link between agriculture and nutrition is shared with GAIN and the Rome based UN agencies. Agriculture production systems are also addressed by DFID. The World Bank and DFID share the food loss agenda. Rome based UN agencies share the agenda of access to land with GPFS.

Global agendas addressed to a lesser extent in GPFS are social safety nets, a specific focus on women and children or access to markets.

Figure 20 SDC's agenda on food security and nutrition in the global context



Source: A. Engelhardt, 2015

Neglected themes

The comprehensive strategy of GPFS seems recognized by most stakeholders. In this respect, only 6 out of 19 stakeholders commented on any neglected themes in GPFS. Nutrition was initially under addressed in SDC. Now the GP works with a critical mass and engages a nutrition sensitive agriculture specialist in its team. Work on seeds was missed in the GP and is now upcoming. Gender seems not systematically addressed in the GP while stakeholders acknowledge its insistence on the rights based approach. Livestock is an area where the GP resisted to further broadening its portfolio despite a long tradition of SDC in the sub-sector and to keep focused. Instead, the GP includes in its work pastoralism, small livestock and livestock in integrated systems and covers livestock through its network activities.

Opportunities

Work on transformational approaches for SDG implementation

With the world moving to a post MDG era, opportunities emerge for GPFS to even further enhance its relevance. Given GPFS' choice to work at policy influencing and norm setting with clear linkages to the regional (African Union) and national level, GPFS is in a position to contribute to work on the transformational approaches that are required for the SDG implementation. This seems feasible through its project partners, the core funded multilateral organisations such as IFAD but also FAO and its cooperation with Swiss Cooperation Offices (SCOs) and Swiss Embassies.

In those processes, GPFS could keep ensuring that the voices from the south and from civil society area heard in policy processes.

Institution cooperation with non-prioritized MOs

Opportunities of more strategic cooperation with FAO emerge on its Strategic Objective 1 under the introduction of food security and nutrition in policy processes as well as on the food loss agenda.

Despite organizational challenges in FAO, the evaluation identified interesting entry points of an enhanced cooperation. The facilitating role and good reputation of the Swiss Permanent Representation to the UN Food and Agriculture agencies in Rome to cease those opportunities is significant in this respect.

Another opportunity to enhance relevance for GPFS is FAO's work on food loss where FAO is in need of a JPO with expertise in the private sector's insurance systems. Switzerland with its strong private sector in the insurance industry seems predetermined to fill this gap. A win-win situation for Switzerland and the GP is currently blocked by rules and practices of the Ministry of Foreign Affairs' around the institution cooperation with non-prioritized MOs.

Country programme engagement: in-house, IFAD and FAO

However, the question arises to what extent GPFS – and GPs in general – need a large project portfolio to cease those opportunities. Options emerge to combine a smaller portfolio with a more strategic cooperation of SDC's Department Regional Cooperation and Department Eastern Cooperation for example through country strategy or regional strategy processes.

Opportunities through investments in the wide network of IFAD country programmes also emerge. Potential entry points are also specific regional or country engagements with FAO offices where voluntary contributions can significantly shape the implementation of FAO strategies. The latter seems particularly interesting where GPFS and FAO strategies coincide.

Both IFAD and FAO could serve as an entry points in countries where SCOs are not present.

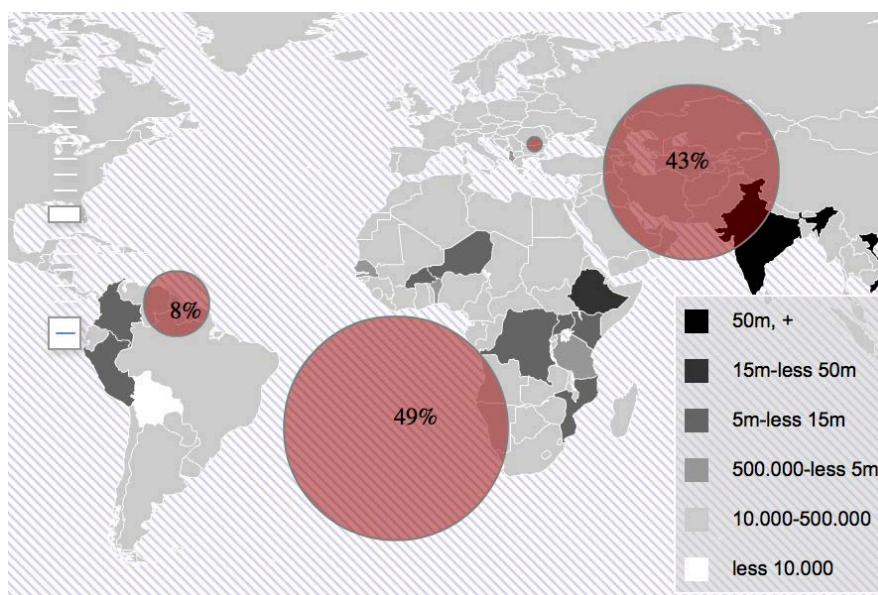
In the case of IFAD, SDC contributed to influencing the organization in a way that the food loss agenda is addressed in at least 5 IFAD country programmes without direct GPFS funding.

3. Results regarding policy influencing

3.1 General

This evaluation covers a sample of 5 out of GPFS' 45 projects. The sample shows that GPFS reaches 243m people in the 16 countries covered by the projects selected for this evaluation, as shown in Figure 21. The total reach of GPFS with its entire project portfolio will be significantly higher.

Figure 21 Number of people reached in 5 selected GPFS projects



Source: A. Engelhardt, 2015

Figure 22 shows a breakdown of beneficiaries reached by country through GPFS policy influencing.

Many of the key factors related to the visibility of Switzerland and its presence in global policy discussions also emerge under the identification of key GP results. The main results of GPFS in policy influencing include the engagement with the High Level Task Force of Food Security (HLTF) to achieve coherence across the multilateral system on this topic, the influence on the reformed CFS with key results such as the Voluntary guidelines for sustainable land use (CFS) and Principles for responsible agriculture investments (CFS). GPFS's contributes to implementing voluntary guidelines and related national policies at country level through partnership e.g. with International Land Coalition, FAO and African Union.

Following SDC post harvest management innovations in Central America dating back to the 1990s (POSTCOSECHA), GPFS now engages in food loss policy implementation in African countries.

In the RIICE" project (Remote sensing-based Information and Insurance for Crops in Emerging economies), GPFS contributed to procedural changes in Vietnam and Cambodia. RIICE" is a project co-financed by GPFS to reduce vulnerability of small-holder farmers engaged in rice production. Entry points of the project are a) increase of information on rice growth areas and expected yields and b) access to insurance solutions to cushion the financial effects on farmers that stem from natural catastrophes The government of Vietnam is investing USD 1m in "RIICE" after a meeting of GPFS, the former director of SDC and the Vietnamese Minister of Agriculture at the WEF. After a meeting with the Deputy Prime Minister of Cambodia, an agreement on harvest prognosis was prepared and the government's signature of the agreement is pending.

Figure 22 GPFS clusters and number of beneficiaries⁸⁷

Cluster	Partner	Country	Beneficiary type	Beneficiaries reached
CSF/ Land governance, governance of food security, investment standards and access to resources	International Coalition	Albania	Forest users	1,000,000 ⁸⁸
		Colombia	Internally displaced people	5,700,000 ⁸⁹
		Niger	Rural population	14,582,413 ⁹⁰
		Peru	Indigenous people	13,566,570 ⁹¹
		Tanzania	Pastoralists	2,200,000 ⁹²
Ibid	Biovision	Ethiopia	Farmers	37,030,000 ⁹³
		Kenya		14,510,000 ⁹⁴
		Senegal		4,510,000 ⁹⁵
Agricultural research	FiBL	Bolivia	Cocoa farmers	8,000 ⁹⁶
		Kenya	Organic farmers	300,000 ⁹⁷ (included in "farmers, Kenya")
		India	Cotton farmers	50,000,000 ⁹⁸
Post harvest Management	Various	Benin	Farmers	1,780,000 ⁹⁹
		Burkina Faso	Farmers	7,430,000 ¹⁰⁰
		DRC	Farmers	14,380,000
		Ethiopia	Farmers	See above for Ethiopia
		Mozambique	Farmers	9,790,000 ¹⁰¹
		Uganda	Farmers	12,540,000 ¹⁰²
Harvest forecasting and insurance	SARMAP	Vietnam	Rice farmers	54,000,000 ¹⁰³

Source: A. Engelhardt, 2015

⁸⁷ Based on five projects evaluated

⁸⁸ <http://www.sida.se/English/where-we-work/Europe/Albania/examples-of-results/One-million-farmers-given-the-right-to-cultivate-forests-and-pastures/>

⁸⁹ <http://www.unhcr.org/pages/49e492ad6.html> (June, 2014)

⁹⁰ <http://data.worldbank.org/indicator/SP.RUR.TOTL> (Niger, 2013)

⁹¹ <https://www.cia.gov/library/publications/the-world-factbook/geos/pe.html> (Estimation, July, 2014)

⁹² D. S.C.Sendalo (2009): A REVIEW OF LAND TENURE POLICY IMPLICATIONS ON PASTORALISM IN TANZANIA. DEPARTMENT of Livestock Research, Training and Extension
Ministry of Livestock Development and Fisheries

⁹³ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=238

⁹⁴ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=114

⁹⁵ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=195

⁹⁶ <http://bolivianthoughts.com/2011/12/11/competitive-organic-bolivian-cocoa/>

⁹⁷ Credit proposal, FiBL long-term experiment, Phase 3, 2015-2018

⁹⁸ https://www.icac.org/econ_stats/country_facts/e_india.pdf

⁹⁹ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=53

¹⁰⁰ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=233

¹⁰¹ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=144

¹⁰² <https://www.farmafrica.org/uganda/uganda>

¹⁰³ <http://www.viacampesina.org/downloads/pdf/en/EN-Revisiting-Vietnam-Rice.pdf>

3.2 Specific areas of policy influence, linked to GPFS projects

Following a pre-selection of projects for this evaluation, five projects were selected for an in-depth assessment, based on either most significant change detected with regard to policy influencing (4 projects) or a weaker strategic alignment (1 project).

1. Project “7F-08108. HLTF: Support to CFS, Single Phase”

UNDP implemented the project of CHF 450.000 was between 2011 and 2013 and 67% of the budget was spent (CHF 302.000). The project is part of a wider cluster of projects around issues of land governance, governance of food security, investment standards and access to resources. The cluster includes partners such as the International Land Coalition, ETHL and UNECA and sums up to at least CHF 33m¹⁰⁴. As a result, project 7F-08108 can be identified as a small part of a much larger cluster.

Key results

Within this cluster, project 7F-08108 contributed to strengthening the High Level Task Force of Food Security (HLTF) enhancing system wide policy coherence among 23 UN players. This led to GPFS' influence and cooperation on the Committee for Food Security (CFS) in FAO. Two main policy level results emerged from the CFS: a) Principles for responsible agriculture investments (PRAI), FAO and b) Voluntary guidelines for sustainable land use, FAO.

For the latter, GPFS' partner International Land Coalition (project 7F-06989) supports the practical implementation of voluntary guidelines at country level. Country level examples include:

- Albania: Policy Formulation related to rights of communities to own and manage forests;
- Colombia: Resettlement of internally displaced people back to their land, as part of the post peace plan process);
- Niger: Implementation of the land code for first time at village level;
- Peru: Implementation of laws on indigenous people rights;
- Tanzania: Policy implementation regarding tenure rights in pastoralist areas.

An important follow-on result from the HLTF is the UN Secretary General's Zero hunger challenge, with all 5 elements now included in SDGs.

2. Project 7F-07357 Changing course in global agriculture

GPFS funds this six-year project since 2011 and it also is part of the CSF cluster. Biovision, the project partners forms part of the CFS civil society mechanisms and participates in CSF advisory group meetings.

The project's role is to link the national and international level. It supports governments in the process of defining policies and agricultural strategies that encourage the effective, comprehensive and long-term planning of sustainable agricultural development. This is accomplished through bringing stakeholders together for national strategies and action plans, through multi-stakeholder assessments in Senegal, Kenya, Ethiopia with the aim to inform CFS' multi-year programme of work.

At the international policy level, Biovision is an important partner for GPFS in the proximities of the UN in New York. GPFS' partner with its high visibility and highly

¹⁰⁴ 7F-06989 International Land Coalition (ILC) CHF 8.2m
7F-07811 Impr. FS&land gov.through invest. stand., ETHL CHF 6.85m
7F-07699 Securing access to land & nat. resources, various CHF 6.6m
7F-08879I GAD Land Governance, UNECA 4.2m
7F-09106 Global governance on Food Security, various CHF 7m
7F-07357 Changing course in global agriculture, Biovision, CHF 3m

professional staff occupies a niche, as only few organisations work on food security and nutrition in New York.

Key results

The project addresses among others the challenging implementation of multi-stakeholder dialogues in Senegal, Kenya, Ethiopia, reaching over 55 million rural people. Multi-stakeholder dialogues were agreed to in the Rio +20 document but those participatory processes are difficult to implement on the ground, particularly when national governments feel that their national policy space gets intruded. Donor coordination is another challenge, as observed when the World Bank launched a USD 70m project in a similar thematic area in Senegal. In this case Biovision's engagement was obscured and slowed down.

Bringing evidence-base from the field to the policy dialogue is a key element of this project. Room to better use this space on CFS related issues emerges for SDC's Department Regional Cooperation.

3. Project 7F-05183 Agricultural Production Systems (SysCom) FiBL

GPFS funds a long-term comparison between organic agriculture compared to conventional agriculture in Bolivia, Kenya and India, led by the Swiss-based Research Institute for Organic Agriculture (FiBL). This project is part of GPFS's engagement in research, such as project 7F-06286 CGIAR: International Agricultural Research or 7F-06914 ERA-ARD II: Agricultural Research for Development. The project running from 2006 to 2020 has been evaluated in 2009 and 2013, showing a high level of accountability. Between 2001 and 2014 CHF 2m were disbursed.

From a development perspective, the project's credit proposal (2014-2018), as well as the two evaluations stay short from showing an intervention logic leading from reach through uptake to rural development with a comprehensive quantification of potential beneficiaries. The latter could underpin - or question - the relevance of the selected crops and production areas/countries. Important impulses for policy influencing could be expected from this long-term comparison but again the credit proposal falls short of identifying those pathways for policy change and the project stay within its scientific boundaries. However, the 2014 evaluation identifies that "several States in India have introduced policies promoting organic agriculture, but public research and extension systems have limited experience in organic production". In Kenya hard scientific facts seems required to strengthen efforts of lobby groups in achieving more enabling framework conditions for organic producers and markets.

The 2014 evaluation found that from a scientific point of view, the relevance for the project is still given: "Five years after IAASTD (2009)¹⁰⁵ and six years after the famous Badgley et al. (2007)¹⁰⁶ paper, the controversy about the question whether organic agriculture can feed the world still runs high. Following up on the discussions on this subject it seems clear that not sufficient sound scientific information is available to even approximately answer this question. The SysCom project is filling a gap – undoubtedly"¹⁰⁷.

Key results

The benefit for research uptake is less systematically evaluated but for Kenya where about 300.000 farmers produce organically. The present evaluation found that about

¹⁰⁵ IAASTD (International Assessment of Agricultural Knowledge, Science and Technology for Development), 2009: Agriculture at a crossroads. Island Press, Washington D.C.

¹⁰⁶ Badgley, Moghtaderm J, Quintero, E., Zakem, E., Chappell M.J., Aviles-Vazques, K., Samulon, A., Perfecto, I, 2007: Organic agriculture and the global food supply. Renewable agriculture and food systems. 22: 86-108. Cambridge University Press.

¹⁰⁷ Studer C., 2014: External Evaluation of SysCom Project 2013, page 3

8.000 families were engaged in cocoa cultivation in general in Bolivia in 2011¹⁰⁸. In India, about 46.6m farmers produced cotton in 2007/08¹⁰⁹ and the cotton production came into the news in 2014 when The Guardian reported that 270.000 cotton farmers in India had committed suicide since 1995 due to unmanageable debt cycle¹¹⁰. Overall, the SysCom project has the potential to show alternative production techniques or influence the enabling environment for nearly 50m farmers.

With regard to effectiveness, the 2014 evaluation found that research is of good quality but stated considerable delays in the analysis and interpretation of collected data, and the publication and dissemination of project results. The present evaluation found that in May 2015 this situation persists.

4. Project 7F-05918 WOCAT - Soil and Water Conservation

The World Overview of Conservation Approaches and Technologies (WOCAT) aims to play a critical role in harmonizing efforts of the international community in knowledge management in the UN Convention to Combat Desertification (UNCCD) process. SDC has been supporting WOCAT for over 20 years and since the establishment of GPFS, SDC puts significantly more pressure on accountability and a focus on results.

GPFS' support to WOCAT (CHF 1.264m, 2010-2014) started in 2008 and initially constituted a cluster with GPFS's core contribution to UNCCD (Project 7F-03621; CHF 3.588m, 2010-2013). The latter project was finalized at the end of 2013. Another part of the cluster was DRYNET (project 7F-06929, CHF 1.458m 2010-2014), to strengthen the civil society engagement in processes related to UNCCD. This competent was also terminated, at the end of 2014. GPFS foresees WOCAT funding till the end of 2019. This project is closely aligned with GPFS's objective of knowledge management.

Key results

- Development of a unique standardized methodology and tools for documenting and evaluating Sustainable Land Management approaches and technologies;
- Templates for the dissemination of best practices to field practitioners and policy makers;
- Creation of a global network, increase from 1 to 12 regional networks in 5 years;
- WOCAT methods and tools used in over 50 countries;
- UNCCD integrating WOCAT as its official tool for knowledge management.

GPFS's pressures on the WOCAT Secretariat to diversify its funding sources have started to bear fruit. However, SDC still funded nearly 100% of the Secretariat's budget.

One rationale for GPFS to keep funding WOCAT is its importance for knowledge management in the arid and semi-arid areas of Sub-Saharan Africa where SDC invests significant resources through its Department Regional Cooperation. However, concrete examples of SCO's actually using WOCAT expertise could not be identified.

5. Project 7F-06990 Global Forum on Rural Advisory Services

GFRAS is a follow up initiative to the Neuchâtel initiative to achieve higher policy visibility and national influence. Switzerland is one of GFRAS' funders and other partners such as the World Bank and regional development banks are involved in the initiative.

¹⁰⁸ <http://bolivianthoughts.com/2011/12/11/competitive-organic-bolivian-cocoa/>

¹⁰⁹ https://www.icac.org/econ_stats/country_facts/e_india.pdf

¹¹⁰ <http://www.theguardian.com/global-development/gallery/2014/may/05/india-cotton-suicides-farmer-deaths-gm-seeds>

Key results

GFRAS provides access to good practices in rural advisory services and the number of regional networks has increased from 1 in 2010 to 12 in 2015, covering all regions on the globe. Over 3000 members are linked to the GFRAS knowledge network.




















As in the case of WOCAT, SDC seem to invest in an interesting public good. Its use in general might require further evaluation but at this stage the use of both WOCAT and GFRAS by SCOs is unclear.

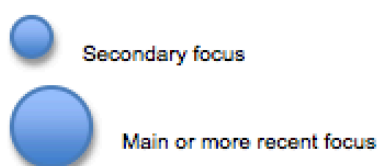
In fact, the 2011 project proposal states that “there is still a limited understanding of rural advisory services and their contribution to poverty reduction and growth. Overall, evidence-based approaches and policies are missing¹¹¹.”

3.4 Level of policy influencing

Basis for this assessment is the policy influencing results chain developed for the inception reportⁱ of this evaluation. Figure 23 presents an overview of the four GPFS components and their focus on different staged of the policy influencing results chain.

Figure 23 GPFS components and progress in policy influencing

C	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Changes in people's' lives
1						
2						
3						
4						



Source: A. Engelhardt, 2015

This mapping was undertaken together with the GP management and validated during the evaluation based on selected projects. Figure 23 gives a good overview how clustering projects of a larger GP portfolio can provide entry points along the results chain, mainly from the stages of reaching discursive commitments to behaviour change of decision makers.

¹¹¹ Vertrag Bundesbeitrag, 81026076, GRAFS Phase 02, page 2

The evaluation team addressed the question about what difference the GP make. For SDC staff interviewed, this question is often directly linked to the 2008 Reorganisation of SDC and can cause emotional responses. Those mostly relate to organizational issues in SDC and the coordination between the Global and Regional cooperation.

Seen from Rome and the perspective of FOAG, SDC through its GPFS is more active now in the policy dialogue in the Rome-based UN Food and Agriculture agencies. MOFA experiences for example a strong role of GPFS on the CFS and this sharing of tasks is much appreciated. In fact, GPFS management spends a significant amount of its time, between 25% and 40% on the cooperation with other offices of the Swiss Federal Administration and other Swiss stakeholders, including work with “Comité National Suisse de la FAO”.

The cooperation with IFAD changed since the GPFS got established. This is partly related to the reform IFAD underwent but also due to a clear thematic focus of GPFS which further facilitates the cooperation of IFAD with Switzerland.

In general, there are signs that since GPFS got established, the engagement with multilateral organisations is more focused and GPFS lead to a greater visibility of Switzerland in Rome.

3.5 Key factors

What are the key factors having an influence on whether results are achieved or not?

3.5.1 Key success factors

The demonstration of approaches in the field, the use of regional advisors and the selection of geographic areas beyond SDC's 18 priority countries are perceived as main success factors for GPFS.

In specific cases, the placement of staff was also a key success factor¹¹². GPFS ensures results and the visible engagement of Switzerland in the UN Food and Agriculture agencies in Rome through a strong cooperation with the Swiss Permanent Mission to the UN Food and Agriculture agencies. In the Permanent Mission, SDC and FOAG and jointly working on policy dialogue and this cooperation, also with FOAG in Bern has increased over the years. It seems that a good cooperation between the Swiss Permanent Mission to the UN Food and Agriculture agencies in Rome and GPFS is precondition for successful work in the multilateral environment.

In terms of Swiss policy coherence, SDC and the Federal Office for Forests still have to further align their strategies when engaging with FAO.

The **demonstration of approaches in the field** is the evidence base, which is required to underpin GPFS's work on policy influencing and global norm setting. All interviewees commenting on this approach provided a positive rating, both GPFS staff and other stakeholders.

GPFS' **use of a regional advisor** in the Horn of Africa region (Addis Ababa) is widely appreciated, with nine positive ratings, including all GPFS staff. This is seen as GPFS taking strategic choices with its regional focus and the entry point in to the African Union based in Addis Ababa and for countries in the Horn of Africa. While the regional advisor is also seen as an instrument to ensure a coordination between the global and regional cooperation at regional or country level, involvement at GPFS project implementation has caused interferences in the past for at least one GPFS project partner.

¹¹² Importance of instruments/approches for GPFS policy influencing : demonstration of approaches in the field (11 yes, 9 n/a, use of regional advisors)

The GP's greater **geographic diversity** is often commented on critically in-house, as it is not fully aligned to the geographic focus of the rest of SDC. However, GPFS' stakeholders appreciate the selection of geographic areas beyond SDC's 18 priority countries. This allows GPFS to operate where its partners see the highest potentials for change. Particularly the involvement in Middle Income Countries (MIC) like India seem important as a means to influence emerging economies with increasingly global political and economic weight where the up-scaling. This seems important if Switzerland wishes to use its development cooperation as a means for its foreign policy.

However, from a poverty perspective, work in MIC's seem also highly relevant to the inequalities with high numbers of poor people. In addition, stakeholders see MICs as a potential to exemplify successful approaches and to make use of higher endogenous potential for up-scaling. This has happened in GPFS in terms of post-harvest management techniques which originated through SDC bilateral cooperation in Central America and are now spreading to Africa. In the Malabo declaration in 2014, African Head of State and Government agreed on targets for post-harvest losses. GPFS is working on the implementation of policy commitments in Ethiopia, Burkina Faso, Benin, Mozambique, Uganda and DRC. In Benin and Burkina Faso, work is coordinated with the SCOs.

However, the greater geographic diversity also increases the level of management and coordination in GPFS. Given the number of project countries in GPFS and the travel budget, it takes more than 4 years to physically undertake site visits to each country in its portfolio.

The **placement of staff** can make all the difference to carefully selected policy processes. GPFS' investment in soft power pays off by supporting the UN Secretary General's Special Representative on food security and Nutrition, David Nabarro. Since 2008 GPFS funds a post in the UN Secretary General's Special Representative's team and get highest recognition for the contribution to results achieved under the HLTF, the CFS and subsequent RAI principles and voluntary guidelines.

In Rome, particularly in IFAD and FAO, more opportunities to strategically place GPFS staff emerge. However, for FAO the GPFS had more limited access, as FAO is not a priority organization of SDC.

The **thematic network** of GPFS is recognized for its contribution to knowledge management, the exchange between staff from SDC head quarters and field offices as well as across SDC head quarters. Its "positive energy" was outlined by interviewees. Stakeholders see the potential for thematic networks in general to contribute to policy dialogue but this resource seems untapped given the funding situation of networks.

Bridging the gap between global policy dialogue and norms setting and policy implementation at country level is a feature in GPFS. This approach makes programme management more challenging but is complementary. Given challenges with linking to projects of SDC's Regional Cooperation, GPFS created a large project portfolio to work also at the country level through its partners. Examples are the engagement with Agridea on Global Forum for Rural Advisor Services (GFRAS), the engagement with ILC on voluntary guidelines or work on food loss/post harvest management with the FAO and IFAD.

However, the final aim of poverty reduction is not always clearly identified in the five projects evaluation.

3.5.2 Key limiting factors

In the areas of food security Switzerland is reaching its natural limits in terms of the diversity of themes, which are priorities for its work in multilateral agencies in Rome. This is a finding of stakeholders and shared by the evaluation. The work on the current focus

on value chains and sustainability (SDG 2) and food loss (SDG 12) seems efficient and effective in terms of policy influencing. Also, the GPFS portfolio seems comprehensive and unless new staff is recruited, current staff capacities are a natural limiting factor to future expansions of the portfolio.

FAO not being a priority organization for SDC

In this regard, FAO not being a priority organization for SDC is a practical limitation for stronger strategic engagement. The Swiss Permanent Mission to the UN Food and Agriculture agencies, GPFS staff, project partners from academia in Switzerland and FAO itself raised this issue.

This is shown in the following example. Despite good progress made in the area of post harvest management/food loss, GPFS could accelerate policy implementation support through a stronger cooperation with FAO, its country and regional offices. The current level of cooperation does not allow responding to the written requests from 12 African countries for support to upscale their national food loss agendas.

However, GPFS should be aware that some country requests to FAO in the area of post harvest management relate to food waste, especially from transition countries. Food waste is however not a priority for GPFS.

Coherence in SDC

SDC stakeholders outside GPFS see limiting factors in GPFS' work on policy influencing due to suboptimal coordination between GPs in general and SDC's Regional or Eastern Cooperation. Issues of duplication and an expanding GPFS portfolio can appear incoherent for external stakeholders. At the same time, this evaluation coincides with a recent country evaluation in Tanzania (2014)¹¹³ that the potential for leveraging the synergies between GP and Regional Cooperation projects seems high. The suboptimal strategic engagement between GPs and SDC's Regional or Eastern Cooperation could be one reason for the strong expansion of project portfolios for example in GPFS. However, this does not solve the issues around coordination but transfers those challenges from SDC headquarters to the SCOs and Swiss Embassies.

4. Conclusions and recommendations

The conclusions and recommendations listed in Part C, section 3 of this evaluation report are reiterated in the following table.

¹¹³ SDC, 2014: Country Evaluation. Cooperation Strategy Tanzania 2011 – 2014, page 11.

Table 8 GPFS: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Relevance		
Overall positive assessment of Switzerland's visibility on food security: thematic orientation of the GP and its choice of intervention levels (Rome, Addis Ababa).	Switzerland with a coordinated effort between SDC and FOAG is more visible in the multilateral fora on food security since the GPFS was established. In this regard GPFS makes a difference in the technical UN food and agriculture hub in Rome.	GPFS R1. GPFS management: GPFS should further strengthen its multilateral engagement and cooperation with international organisations with the aim to enhance its weight in the GP portfolio.
GPFS makes a difference: More active engagement of SDC in the policy dialogue in the Rome-based agencies, FAO, IFAD and WFP, resulting in stronger support and better coordination with FOAG. Good cooperation with Swiss Permanent Representation to the UN Food and Agriculture agencies, in Rome. Links between the technical UN food and agriculture hub in Rome and the policy discussions in New York is less strong.	Access to policy fora in New York is under developed. Switzerland is for example absent from the group of friends on food and nutrition security in New York.	GPFS should systematically monitor policy fora in New York and become active when opportunities emerge.
Effectiveness		
Engagement with the High Level Task Force of Food Security (HLTF) to achieve coherence across the UN system.	GPFS contributed to significant results in policy influencing and global norms setting. At the same time, GPFS is also supporting the implementation of such global norms at country level (RAI, food loss).	GPFS R2. GPFS management: Judging on positive results, GPFS should continue and even strengthen its role in engaging in global norms setting and supporting implementation at national level in the development of its portfolio. This could be done while phasing out projects with less impact.
The influence on the reformed CFS with key results such as the Voluntary guidelines. Voluntary guidelines on the responsible governance of tenure of land, fisheries, and forests in the context of national food security and Principles for responsible investment in agriculture and food systems (both CFS).	Agricultural research suggested by GPFS to be evaluated lacked a clear poverty or policy focus.	
Implementation of voluntary guidelines and related national policies at country level through partnership e.g. with International Land Coalition and foster collaboration between ILC, FAO and African Union.		
Implementation of policies on food loss in African countries following SDC innovations on post harvest management in Central America in 1990s.		
Research project pre-selected for the evaluation experiencing delays. Poverty focus less explicit and relevance for policy influencing given for example for research on cotton in India but less so for research on		

cocoa in Bolivia (sector less important for national economy, reach of 8000 farmers only, Bolivia not among the top players in global cocoa production, which would enhance leverage for learning in other countries).		
Evidence-based policy dialogue through demonstration of approaches in the field is one of GPFS' success factors. For example in the case of food loss policy implementation in Benin, Burkina Faso, Ethiopia, DRC, Mozambique and Uganda where evidence from SDC's work in Central America is used.	Importance of evidence-based approaches to influence policy and norms setting, for example in the case of food loss policy implementation in Africa.	GPFS R3. Management of Department Global Cooperation: Given the importance of evidence for policy influencing, GPFS should more strategically cooperate with the SDC's Department Regional Cooperation (e.g. through engagement in development of relevant SDC country or regional strategies) to further leverage the vast amount of evidence from decades of bilateral cooperation across the developing world and transformation countries.
Regional advisor as entry point to policy dialogue with African Union (AU) and for countries in the Horn of Africa. However, country level coordination issues emerge with other SDC projects.	Regional advisors have a significant leverage potential for policy influencing when strategically placed and roles and responsibilities clarified.	GPFS R4. GPFS management: GPFS is encouraged to keep using a Regional Advisor in a strategic location for policy influencing. ToR for this person need to complement the work of GPFS and SCOs in the region and should be consulted accordingly.
Geographic diversity beyond SDC's 18 priority countries; allows GPFS to operate where its partners see the highest potentials for change, for example on the implementation of land rights policies in Colombia or Peru. Involvement in Middle Income Countries (MIC) like India seems important as a means to influence emerging economies with increasingly global political and economical weight where the up-scaling is more feasible.	GPFS geographic diversity is required to gain additional weight in policy influencing and for enhanced up-scaling potentials. Apparent incoherence with geographic approach of other parts of SDC requires better communication to Switzerland's partners.	GPFS R5. GPFS management: GPFS should be encouraged to keep steering its geographic orientation in new projects by a) SDC's priority countries, b) emerging economies with increasingly global political and economic weight, c) Other MIC's where the up-scaling of innovative approaches is more feasible than in the fragile economies of the poorest countries.
Placement of staff can make all the difference to carefully selected policy processes, as seen in GPFS's engagement in funding a post in the UN Secretary General's Special Representative's team on food security and nutrition. Other requests for the placement of staff emerge.	Placement of staff is a strategic option to support or even catalyse policy processes that are in line with Swiss Foreign policy objectives, the untapped Swiss insurance sector expertise in FAO being one example.	GPFS R6. GPFS management: GPFS should review where staff could be (even temporarily) placed to further catalyse its contribution to policy influencing processes.
GPFS is in a position to contribute through its partners such as IFAD and SCOs to work on the transformational approaches that are required for the SDG implementation.	GPFS's expertise to bridging the gap between global policy influencing and the implementation of norms and policies at national level is of particular relevance for the SDG process over the next 15 years.	See R2.
Efficiency		
Institution cooperation with non-prioritized MOs	Institution cooperation with non-prioritized MOs is	GPFS R7. EDA and the SDC Board of Directors:

<p>could enhance GPFS's strategic engagement with Rome-based agencies, particularly FAO, for example to bring in Swiss private sector expertise in the insurance sector. FAO engagement with the private sector is currently underdeveloped.</p>	<p>required to fully make use of GPFS's leverage potential and Switzerland's added value for example from the insurance sector in FAO in Rome. This contribution could press FAO to strengthen its engagement with the private sector, an essential move for the SDG implementation phase. There is a role for Switzerland to play to actively support this process.</p>	<p>Should revise its policy on institution cooperation with non-prioritized MOs to fully make use of GPFS' engagement with FAO and to take it to a strategic level.</p>
<p>Engagement with country programmes rather than creating parallel project implementation structures: Preferential use of structures in-house, in IFAD and FAO. Using existing field implementation structures could allow GPFS to move towards an even more strategic engagement with multilateral organisations but also SCOs with a potential to move to a smaller project portfolio in terms of the number of projects while future projects are of a higher financial volume to enhance the efficiency of project management and free staff time to more actively engage in policy dialogue.</p>	<p>Limited access to and strategic coordination with SDC's Regional Cooperation Department seems one reason for establishing a large GPFS project portfolio. Parallel structures in the same organization jeopardize the credibility of SDC and its operational efficiency.</p> <p>To even further enhance the reach of GPFS without significantly increasing its portfolio, a strategic use of in-house structure as well as country structure of IFAD and FAO complemented by a selection of own highly innovative projects seem possible.</p>	<p>See R3.</p> <p>GPFS R8: GPFS management: In addition to better cooperation with the Department Regional Cooperation, GPFS should review the possibilities to direct future projects of implementing global policies and norms at country level through IFAD and FAO country programmes. In the case of IFAD, GPFS should further use its influence as a top 10 donor to anchor those projects within IFAD's own portfolio with no additional cost to GPFS.</p>
<p>Creation of parallel structures, including large project portfolio only transfers coordination challenges from SDC headquarters to SCOs and Swiss Embassies. At the same time a comprehensive GP project portfolio ties a significant amount of staff time to project management. Questions arise whether four GPFS components with 12 targets allows for GP to place sufficient or equal emphasis on all targets. Issues like desertification (target 2.2) might appear less central to GPFS, especially after GP funding to its Civil Society component DRYNET was discontinued at the end of 2014.</p>	<p>See above</p> <p>GPFS's comprehensive strategic framework would require an even larger project portfolio to address all 12 targets under the four components in a more equal manner.</p> <p>Two options emerge: a) Revise the strategic framework by narrowing down the number of targets with a focus on those targets that are central to GPFS. This could also help to phase out projects peripheral in GPFS or projects that are less well performing.</p> <p>b) Implement the current strategic framework in a more balanced manner and address 12 targets more equally, requiring an even larger project portfolio.</p>	<p>GPFS R 9: GPFS management: Based on the available human resources, GPFS should review whether the strategic framework with its four components can be reduced to fewer core targets that better reflect GPFS' priorities.</p> <p>Maintaining the current 12 targets should involve a more balanced representation of those targets through related projects and would require an increase in human resources.</p>

Global Programme Health (GPH)



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1. Introduction

The Global Programme Health (GPH) has three distinguishing features that need to be outlined up front because they influence and explain a number of key factors that determine the policy influence of the programme. They are:

- The position of the GPH in the Eastern and Southern Africa Division OSA,
- The relevance of Geneva as a hub of global health diplomacy and
- The cooperation between the Swiss Foreign Office EDA, the SDC and the Swiss Federal Office of Public Health FOPH in the context of the Swiss Health Foreign Policy SHFP.

The Draft Strategic Framework 2015 - 2019 of the GPH, which is currently under preparation also makes reference to these features.

2. Position in SDC/OSA

The Global Programme Health (GPH) has three distinguishing features that must be immediately outlined because they influence the policy influence of the programme. These features are:

- The position of the GPH in the Eastern and Southern Africa Division OSA;
- The relevance of Geneva as a hub of global health diplomacy, and;
- The cooperation between the Swiss Foreign Office EDA, the SDC, and the Swiss Federal Office of Public Health FOPH in the context of the Swiss Health Foreign Policy SHFP.

The evaluation assesses the advantages and disadvantages of GPH's special location in the SDC.

SDC has launched thematic global programs to strengthen its commitment "to the resolution of global challenges and to contribute to the creation of a pro-development globalization". This is reinforced by the Message to Parliament 2013-2016 on international cooperation. This orientation is also reflected in the work on the Sustainable Development Goals (SDGs) to which Switzerland has contributed significantly. Health is a precondition, outcome, and indicator of a sustainable society.

Switzerland promotes in particular the inter-sectoral challenge arising from the SDGs and the GPs on climate change, food security, the water crisis, and migration all deal with important determinants of health. Yet, because the GPH (as the only GP with such an organisational positioning) is situated in a Department Regional Cooperation (the OSA Division) the documents, which present the GPs do not always include the contributions of Switzerland to global health. This also means that health does not feature as prominently as it should when Switzerland presents its work in relation to the global risks, which it is making a significant effort to mitigate.

SDC has developed a health policy. Health is a focus area of work across all SDC departments (East, global and regional cooperation and humanitarian aid) and its multi- and bilateral partnerships. This broad strategic orientation will also be reflected in the 2015 annual conference of the SDC, which will focus on "Access to Health Services in Developing Countries" and will benefit from the presence of high-level representatives including the Federal Councillor.

The health portfolio represents an important share of the SDC Poverty Reduction Strategy (currently about 10% of its overall budget) - therefore the location of GPH within OSA can make it easier for GPH to work with regional and country programmes. A range of outside

partners see this as one of the strengths of the GPH. The experience of the GPH - and its easy link to regional and bi-lateral programmes - could inform the work other GPs productively and give new impetus to improved communication stream and strategic cooperation within the SDC overall.

Many strategic documents in relation to the GPs underline *"that in the face of these global issues, the traditional forms of development cooperation per se are no longer sufficient"*. This is certainly true for health and has been a characteristic of the strategic approach developed by the GPH - although to a differing degree of innovation in various thematic areas. There would be significant benefit in bringing all five programmes together organisationally. Adding health could provide the entry point for a strategic orientation that underlines the synergies between the global issues at stake. This has been a strong focus of the Swiss position in the negotiation of the SDGs and will be critical for their implementation. Switzerland could then play a leadership role in this regard. It was felt by some respondents for example that such an opportunity had been lost in relation to the ICN2.

On balance it makes strategic sense to have all GPs in one GP group under strong leadership as all five GPs deal with issues which *"are all exerting an ever increasing influence on the development perspectives of poor countries."* This could increase the overall policy influence of Switzerland in the implementation phase of the SDGs and could strengthen the global outlook of the GPH itself. It would seem that a closer cooperation between **all** GPs could lead to important synergies and to innovative approaches. This could be helpful in defining the position and intent of the global programmes on the discussions on the future Message to Parliament 2017-2020, also with reference to the interface between the Sustainable development Goals.

3. Geneva as a hub of health diplomacy

GPH has a special asset: much of its work is done in the key negotiation hub for global health **in Geneva**. This makes the work with many beneficiaries, policy partners, other donors and stakeholders easier. They in turn underline how easy the cooperation with Switzerland is. The strong support of the *Swiss permanent representation to the UN agencies in Geneva* - including by the ambassador himself - to the global health agenda and the work of GPH is mentioned repeatedly as a key factor in relation to the policy influence Switzerland has. Partners and beneficiaries mention the coherence between the foreign office and GPH/SDC as a factor that differentiates Switzerland from other donors.

Success of Swiss policy influence in global health is seen as a consequence of the interface of *both* diplomatic and technical excellence and good use of formal and informal mechanisms. Policy partners saw the work of Switzerland in the different country groupings in Geneva as important. Swiss respondents saw it as a privilege to be host to global health institutions. At the same time being the host country puts additional pressure on Switzerland because expectations in the global health space are high - politically and financially. Some respondents also indicated that more regular high level involvement from both SDC and FOPH could provide Switzerland with even more clout and influence. The potential of using the increased parliamentary commitment to *Geneva International* was also mentioned.

Finally the fact that Switzerland also has centres of excellence in global health research for example the Swiss Tropical and Public Health Institute, University hospitals of Lausanne and Geneva as well as major research based pharmaceutical and biotech companies was mentioned by some respondents.

4. Swiss Health Foreign policy

Quite a number of the respondents are aware that Switzerland has a *Health Foreign Policy (SHFP)*. They consider this to be one of the key factors in the strategic coherence they experience even if working with Swiss counterparts from different parts of the Swiss representation/administration. *"This works really well."* Also the respondents from the various part of the Swiss administration made reference to the policy and how in general it supported their work. There is a high correspondence between the SDC's health goals and the objectives of the SHFP, as there should be.

Yet some critical warnings were also expressed: the SHFP is now in place for nearly 10 years and has become more of a bureaucratic instrument rather than a strategic mechanism. Some respondents also felt the SHFP needed a renewed clear political recommitment by the high level leadership of EDA, FOPH and SDC and then the Federal Council. Critical comments included the impression that the strong focus on IP issues by the SHFP has been developed at the cost of other agendas and that the SHFP shies away from hard issues like trade and health when corporate interests are at stake. Some respondents felt that an opportunity had been missed to influence recent parliamentary debates on human security and to position health in these debates. Others feel that the SHFP must be better at linking global and national agendas.

Some respondents felt that the time had come to give the SHFP a new life in order to build even more on Switzerland's comparative advantages in the health sector. This could well be initiated by GPH and could start with a strategic retreat to discuss some key global health issues at stake, for example new contextual challenges, the role of health in emergencies and humanitarian affairs (following the Ebola outbreak!), the inter-sectoral challenges, the inclusion of the NCD agenda. Such a leadership role could serve GPH well also in relation to the strategic work it has undertaken over the recent year. It could well be based on a discussion of the Strategic Framework 2015-2019, which states clearly: *Switzerland need to redefine its role as a bi-lateral player.*

5. Overall assessment

Based on 20 interviews the overall assessments of the policy influence of the GPH were positive. *"Switzerland is a strong voice in global health."* The usual ranking was 5 on a six-point scale. There was even a 6 now and then. The majority of the interviews were related to multilateral work in Geneva, some of which also has dimensions of regional and country work, for example P4H or the multi faceted involvement in fighting malaria. Because of the core funding approach to programmes and organisations there is sometimes not a clear separation between being a beneficiary (especially if core funding) and being a policy partner. This is particularly the case when Switzerland becomes a representative in governing bodies and moves specific agendas forward in certain organisations, or across organisations. This was seen as positive by the beneficiaries. In the field of malaria this was expressed as Switzerland now being an "advocacy and policy partner" that ensures malaria stays high on the global health agenda. One example was the financing of a study on how to keep malaria on the SDG agenda.

5.1 Significant policy influence

In general the respondents agreed that Switzerland had significant policy influence and was *"punching above its weight"*, meaning size, geopolitical position and amount of money made available. Switzerland was seen as *"smart"*. Many interviewees were of the opinion that Switzerland makes good strategic decisions in where to invest and how that is done. When comparing these results with the interviews with Swiss respondents it emerges that either the "others" overestimate the strategic determination of Switzerland - or the Swiss respondents practice "understatement" or are overly critical.

Policy partners (other donor countries in this case) underlined the like mindedness in the policy constituencies in which they work together. Switzerland was seen as a close ally on many issues both technical and in relation to governance. For example both in the GFATM and the WHO Switzerland contributes to resolving governance issues such as the new funding model and the financing dialogue. The contribution of Switzerland in terms of high level expert support and secondment was explicitly mentioned. Switzerland was seen to take on a leadership role in the World Health Assembly in a few key issues. Some partners felt more could be done here, especially on human rights. It was felt though by some that Switzerland could be more pro-active in bringing in the private sector. The work and the regular exchange with NGOs was considered positive, although some felt it could be more structured and strategic. Reaching out within Switzerland, for example to Swiss parliamentarians, was considered important.

5.2 For many Switzerland is different

Most respondents see Switzerland as different from other donors in health. Switzerland is considered smart: meaning strategic, reliable, pragmatic and un-ideological, long term oriented, transparent, easy to work with. Others might have more capacity (and more money) but they are less systematic in their approach. Neutrality makes a big difference. That how Switzerland is seen by many. All this is mentioned by policy partners and recipients. The word "leverage" is used by all respondents as a key and successful Swiss strategy, both in terms of building smart alliances and using a relatively small amount of financial contribution to gain policy influence. Some respondents feel this role could be strengthened and played out even more. Again though some respondents felt that Switzerland lagged behind other donors in their cooperation with the private sector.

5.3 Respondents speak of Switzerland rather than GPH

At the same time it must be said that this high ranking was not per se for the GPH - for many interviewees it was "Switzerland" they were referring to, not always being fully aware of where the persons they were dealing with were situated: in the foreign office, the FOPH, the SDC or the GPH. The GPH was the least known - the SDC on the other hand in general has a high and positive profile as a engaged and reliable donor. Many Cs: "*coherence, constructive, competent, consistent*". Criticism was therefore seen as suggesting improvements for a partner/donor/member state that was in general doing a good job.

5.4 Priority areas of policy influence

Switzerland was seen as highly influential in terms of policy where it chooses to be - in some organisations slightly more than others. The commitment to sexual and reproductive health as a "difficult" theme was mentioned repeatedly. Most respondents saw no difference between a "global" and a "developmental" approach. Quite the opposite, they saw Switzerland using the country experience to gain credibility at the global level (for example in the GFATM) and using the global organisations and agencies to initiate programmes in countries in the case of UNAIDS). Drawing on bi-lateral and regional experience was seen as an "excellent trademark". "*Global programmes are for country reinforcement*". In most cases the link between country experience and global strategic policy action was seen as positive.

The contribution to poverty alleviation was seen as both direct and indirect: working on neglected tropical diseases, addressing issues of access to medicines and affordable products and supporting the most disadvantaged in relation to sexual rights was seen as a important impact. All respondents underlined that this type of policy influence was related to a long term focus and a willingness to "stick" to certain issues. At the same time this of course restricts the flexibility and the ability to quickly respond to new issues.

Some respondents felt that Switzerland could exert stronger influence in the WHO - especially a potentially strong engagement in the Programme and Budget Advisory Committee PBAC was mentioned. Some felt that GPH should get more involved in overall WHO governance matters and even wider, be more pro active in issues relating to global health governance and its cross-cutting elements in general. This challenge is already picked up in the GPH strategic Framework 2015-2019.

Some examples of successful policy influence follow below:

6. Key results

6.1 WHO - CEWG

Partners mentioned the excellent job Switzerland had done as a member of the Executive Board of the WHO. The key area of policy influence mentioned throughout is the long term focus on the CEWG - right through from the 2006 report of the Commission on Intellectual Property Rights, Innovation and Public Health (CIPRH - Dreifuss Commission). In select areas such as this Switzerland drives the agenda but in a low key consultative way - not only between constituencies and policy partners but also with the secretariat.

It was felt by many that the focus on innovation and Rand D issues was well chosen (also beyond the work at WHO) and had gained strength in the last 2 years. For some Switzerland is now considered a leader in the field with support to pooled funding mechanisms and the R and D observatory. It was the first funder of identified demonstration projects under the Consultative Expert Working Group (CEWG) framework, and has worked to pull other funders in. It exerts policy influence also through chairing working groups and being present consistently. It was felt that this was a clear policy decision in Switzerland to take leadership "*Swiss decided on leadership*" and that it was well chosen. This also includes the proactive role in TDR and the lead in the Swiss Malaria Group.

This area of work allows mutual reinforcement between different strategic priorities of the GPH's work - the NTD's area and malaria elimination, links to the product development partnerships PDPs, the regulation challenges as well as the R and D agenda and overall global health governance challenges. It also brings different actors together.

6.2 PDPs - Product development Partnerships

The Swiss commitment to PDPs has been seen as critical to their development. Recipients from the PDPs mention in particular how involved they feel in their relationship with Switzerland (and here they are clear that it is GPH) compared to other donors. The commitment to core funding is underlined frequently. Access to GPH staff is easy, smooth and un- bureaucratic. Recipients mention regular email contact, clear contact persons, regular formal meetings but lots of easy ad-hoc meetings, should they be necessary. "*They are very responsive*" and "*they are efficient.*" Yet there seems to be an untapped potential in connecting the product development agenda with the access and distribution dimension, which some respondents find reflected in the uneven funding of PDPs on the one hand and the GFATM on the other. Here more effort could go into issues of scaling up and demonstration of approaches in the field.

Some recipients also found it helpful that GPH organized contacts with national Swiss institutions for them in the R and D sector - the role of Swissmedic was mentioned in particular. Also the gentle push to get the PDPs that receive Swiss support work together (DINDi, MMV, FIND) . This makes a lot of sense and is seen as positive. Also the activities in the PDPs funders group was seen as positive. There is a certain nervousness as to the future of Swiss funding for PDPs - in order to ensure long term commitment to

PDPs it was suggested to organize a meeting of the PDPs with the new Director SDC (which it seems has happened for some beneficiaries).

6.3 P4H

Especially in the P4H initiative the decentralized field oriented approach of the GPH was much appreciated. This is an area of work where a global partnership also has concrete impact on the ground. The respondents indicated that real policy change had been achieved at the country level - an example is the health financing policy in Tanzania. Policy influence was exerted in P4H as a leverage to getting countries on board. A specific product like the Leadership course for UHC is making a real difference and again exerts leverage. After Africa the course will now be rolled out in Asia. Some respondents indicated that leadership in UHC could be still be strengthened significantly by GPH - especially in taking the P4H approach further and working more intensely on sustainable health care financing. This example would have reached step 5 in the policy influencing results chain.

6.4 GFATM and UNAIDS

Many respondents indicated that especially over the last two years Switzerland had gained more relevance and policy influence in work at UNAIDS and the GFATM. Of particular relevance in terms of policy influence is Switzerland's work in the context of UNAIDS - where it holds the vice-chair and will next year hold the chair of the board, as well as being a member of the bureau that does the governance work. Quote: "*Switzerland plays a huge role in shaping global policy on AIDS*". Switzerland is seen to manoeuvre the different levels of policy and governance well - including the inter-sectoral nature of UNAIDS, the link into ECOSOC and the bridge between Geneva and New York. It played "an amazing diplomatic role" in the future strategy for HIVAIDS in the SDGS. Many hope that "*this activism is maintained*" Partners appreciated the work in the constituency groups. This can be seen as a major contribution to global health governance, reaching step 4 in the policy influencing results chain.

Similar statements come from the respondents in relation to the GFATM where Switzerland made a major leap forward in its representation and influence on the Board in the constituency (Canada/Switzerland) and through its membership of the Audit and Ethics committee as the representative of that constituency. It set a signal by including civil society in the delegation. The field experience of the representative is noted positively as the governance of CCM is a key issue and will be well informed by the feasibility study conducted by Switzerland in Kirgizstan. Switzerland has clearly taken a leadership on risk management, ethics, governance and health systems strengthening and is highly respected also for its alliance building with other constituencies, step 4 in the policy influencing results chain. It has engaged people and has managed to gain significant policy influence despite a relatively small contribution (despite the fact that it doubled recently). Special mention was made of the host function and the support to the health campus. Yet there was a distinct feeling that Switzerland could contribute more financially to the GFATM.

6.5 A bridge builder and good negotiator

Switzerland is also seen to act as a helpful bridge builder and negotiator between constituencies. Switzerland is instrumental in building alliances with other "difficult" countries and countries from the global South (especially from the African group) to cross divides in perspective and ideology, and is gaining increasing respect in doing so. It is seen as having a major influence on the position of other stakeholders. "*Switzerland helps find solutions and compromises.*" And it never acts alone and is never isolated. It does also not shy from positions that are not always easy to sell, for example in the WHO context issues of violence against women and children and sexual and reproductive

health and rights. Switzerland then works consistently to find compromises. Mention was also made of the attempt by Switzerland to increase SRHR and rights of young people.

SDC's donor approach combined with the support by the Swiss mission is seen as unique: *"nobody else works like that"*. It is seen to have improved especially over the last 2 years. The approach is one of mutual learning, which is where - so the respondents - the future of global health lies. The special role Switzerland plays as a host country and the special responsibility that comes with it was mentioned repeatedly. *"Countries expect it to take that particular responsibility."* Mention is made that Switzerland makes the others feel welcome. The diplomatic team in Geneva is highly praised including the involvement of the Ambassador. Many interviewees positively commented upon the visit of the new head of SDC.

On the whole the team is seen as highly competent (a number of individuals were mentioned by name) even though for some it is still too generalist and some see it as being too small. There are comments that the level of competence has increased in the last two years. The contacts to "Berne" - i.e. the GPH/SDC are seen as functioning well. People can be reached and are responsive despite being a small team. Some feel that sometimes going through Geneva (the mission) to get to Berne can be an unnecessary step.

6.6 Impact and future potential

Many respondents saw a particular shift in the role and contribution of the GPH over the last two years which reflected a better understand of their responsibility in shaping global health policy. The relevance of the GPH is seen to have increased - *"something has changed"* Many also see Switzerland engaging in areas with high future potential - i.e. the whole area of innovation. In terms of policy outcomes the implementation of CEWG in the context of the WHO and the support to meetings on fast tracking of viral load tests in the context of UNAIDS (which brought down the price of tests significantly) were seen as prime examples of the Swiss approach. There are concerns though that the long term view Switzerland takes can also have a back lash as one can get complacent in one's networks and subject areas and lose sight of new contexts and challenges. Mention was made repeatedly to increasing Switzerland's role in global health governance, linking it to responsibilities and opportunities as a host state and respected player.

6.7 Network and web of influence

The comment was made that the high investment that Switzerland has made in global health diplomacy would over time raise the Swiss profile in other areas as well - *"the respect they are gaining is going to carry over"*. There is also a view that was it considered important that the characteristics of domestic Switzerland - decentralized systems, participation, democracy, private sector involvement, multi stakeholder approaches - also play out in the global arena. Some interviewees felt that because of this outlook the Swiss were well prepared for the future of global health. Part of the strength lies that there is increased credibility if the domestic health policy reflects the positions in the global arena.

7. Where can GHP improve?

As positive as most respondents were there emerged a number of issues that require consideration and have not yet been mentioned above:

- Many respondents felt that as a host country Switzerland should have a greater interest in challenges of global health governance overall and contribute to finding solutions - this in turn could strengthen the Geneva hub for global health and Geneva International even more;

- GPH should create even more conversations - especially between the global health sector and the private sector, not only pharmaceutical, but for example the food sector - this should be done in the low key Swiss way - perhaps also by involving Swiss academics and experts more as well as the health network;
- The silos within SDC and between the global programmes need to be broken down - many examples were mentioned but climate change and health featured prominently;
- There is a clear communication problem in relation to the GPH - for many it does not have a clear identity and many would like to be more familiar with its set up, its strategy, hear about its work and its impact; other would like to be more involved as strategies are developed;
- GPH acts within the remits of the Swiss Foreign Health Policy and while many respondents understand the need to focus (and see the success it brings) there is still a feeling that some issues need to gain more prominence: human rights, human resources for health, non communicable diseases, urbanisation - a big SHFP was felt in relation to the FCTC - here the absence of Switzerland is felt, for example also in terms of the COP not returning to Geneva;
- Respondents understood that the Swiss system requires strong support in parliament. Therefore reaching out to Swiss parliamentarians and to the Swiss public and media in a variety of ways was mentioned frequently, there was a question why there was a parliamentary group on malaria, rather than one on global health in general - in this context it was felt there was still a Röstigraben in relation to global health;
- Some respondents clearly felt Switzerland could give higher financial contributions - last not least because of the contribution of global health to the Swiss economy;
- While it was welcomed that GPH had greater flexibility in relation to the selection of countries it works with some respondents did question the country selection and would like to see a greater focus on fragile states;
- Some few respondents did not see Switzerland as innovative, daring and flexible enough - they felt the malaria focus should slowly move on the allow a better focus on NCDs, some felt there was now a kind of "malaria family" that could rely on funding rather than opening up to new partners and out of the box approaches - some clearly felt that the GPH still had to become more global;
- Finally it was felt essential that the hybrid nature of the programme was addressed by the SDC leadership and a decision was taken in relation to the location of the programme and its long term sustainability.

8. Conclusion

In general it can be said the GPH is well placed to embark on its next phase of work. It has significant policy influence and can develop it even further. Many of the issues that were mentioned for improvement by respondents are reflected in the Strategic Framework 2015-2019 of the SDC Global Programme Health. This means that one has listened to partners and beneficiaries. The five core areas of work reflect both continuity and steps in new directions such as increased concern with UHC, increased focus on determinants for health with other global programmes and stronger focus on global health governance. The

working modalities point to a future where partnerships and knowledge building will be centre stage.

9. Recommendations

The recommendations listed in Part C, section 3 of this evaluation report are reiterated in the following table.

Table 9 GPH: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Relevance		
High-level policy influence of GPH is achieved through a high level of coherence and cooperation among Swiss players.	High level of coherence and cooperation among Swiss players is a significant defining factor, supported by SFHP and the strategic use of Swiss foreign policy resources and representations.	GPH R1: The GPH management should keep ensuring a high level of coherence and cooperation between and among Swiss players through regular strategic consultations between the SHFP players, including engaging in long term thinking and strategic retreats.
GPH has significant policy influence in major global health organizations such as WHO, UNAIDS, and GFATM.	The combination of diplomatic and technical excellence pays off to influence policy.	GPH R2: The GPH management should ensure the long-term perspective and goals of GPH engagements with major health organisations. GPH R3: The GPH management should ensure cross-organizational dialogue and reinforce commitment to strengthening global health governance overall beyond specific organizations. GPH R4: The SDC Board of Directors should ensure excellence of staff - both technical and diplomatic. As time-intensive work increases, increases in staffing should be considered.
Success factors		
Successful leverage of policy influence through strategic selectivity (of political & financial engagement) and reinforcement of policy agenda through reinforcing activities in different organizations.	The selection of CEWG and broad research and development agendas in various organizations, including PDP core funding increases potential policy influence, as does long term commitment to malaria elimination.	GPH R5: The GPH management should strengthen interfaces around R&D and highlight this approach in positioning of GPH. GPH R6: The GPH management should avoid creating "closed families" around issues and increase inclusion of other players (including the private sector) more systematically to create dialogues and to overcome distrust.
Successful leverage of policy influence through alliance building, creating partnerships, taking leadership, and being systematic.	Switzerland practices "smart diplomacy", which is well recognized by donors, recipients, and policy partners alike.	GPH R7: GPH management: New issues will need to be included in GPH, as is also mentioned in the new GPH strategy, such as human rights, UHC, and NCDs. It will also be important to build on achievements but also to be daring and innovative.
High credibility through use of bi-lateral, country-based-, and regional experiences. Combination of global partnerships and country application, as in P4H.	Interface in-house in the SDC must be maintained, but not necessarily through the present organizational positioning in OSA.	GPH R8: The SDC Board of Directors: Organizational and political commitment to GPH must be expressed clearly, and positive, in-house coordination experiences must be used for other GPs.
Opportunities		
Missed opportunities in inter-sectoral action and determinants of health - for example, in ICN2.	Inter-sectoral action and determinants of health will gain in increasing importance in global health. This is highly relevant for closer cooperation with the thematic areas under the other four GPs. In	GPH R 9: The SDC Board of Directors should move GPH out of OSA and ensure leadership through a common strategic planning process for ALL GPs. The board must find a modality to keep the existing ties with bilateral work and ensure that the experiences made in OSA and OZA can continue

	view of the SDGs, more cooperation with other GPs is essential.	to feed into the GPH and vice versa.
Success attributed to Switzerland not GPH.	Clearer positioning of GPH as a GP.	GPH R10: The SDC Board of Directors should consider when a higher profile of GPH might be necessary - also for political support within Switzerland.

Global Programme Migration and Development (GPMD)



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1. Development and relevance of the GPMD

While the Global Programme Migration and Development (GPMD) had a slow start with its creation in 2009, having been newly established, it has made progress exponentially since. The creation of the GPMD offered a unique opportunity to strengthen the SDCs engagement in the area. This framework consists of the possibility to support and be active in global processes on the one hand and to support and fund concrete projects in the field on the other. This mix is a key element of policy influencing. The GPMD has been described as being “crucial” to clearly positioning the SDC as a key global influencer in the area of Migration and Development. The choice of the SDC to be a critical player in the areas of Migration and Development via a Global Program is seen as a strategic choice since it was an open area where Switzerland, as a small country could affect policy influence by putting well-managed resources in this direction.

At the start of the GPMD mainly between 2009 and 2013, the GP were finding their rationale, and making their place within the SDC. In the beginning this was difficult since migration is not something traditionally placed within development cooperation in Switzerland and domestic priorities on migration took a different angle. Now GPMD is more understood and has been able to push the Swiss external agenda on migration. There are still some rigidities within the SDC with regard to the understanding of the work of GPMD, but this is improving.

Thanks to creation and work of GPMD the SDC’s work and effort in the migration field are unique. While there are many governments interested in global policy and while the GP take part in large consultative fora such as the Global Forum on Migration and Development (GFMD), there are few governments that have invested and are seeking to help shape global policies on migration in the way that GPMD does. Another way in which GPMD sets itself apart from others is that the GP has understood that sustained effort is needed for change to be effective. So GPMD takes a long term perspective in the areas where the GP is working, not just quick one off projects.

According to the GPMD’s strategic framework the goal of GPMD “is to contribute to use the potential of migration for equitable, inclusive and sustainable development as well as for poverty reduction in developing countries, by optimising the benefits and minimising its adverse consequences.” Within the current strategy, GPMD has five key objective areas: 1. Shaping the Global Migration and Development Agenda; 2. Labour Migration – Support to the Decent Work Agenda; 3. Enhance Migrants’ Contribution to Development; 4. Integration of Migration into Development Planning; and 5. Coherence for Development in Swiss Migration Policy.

For this summary report, the evaluation reviewed policy and project documents, analysed a number of specific projects and reviewed the entire portfolio of projects and budget since GPMD’s inception, conducted 24 interviews with staff and partners of GPMD, and compared migration and development programs of other main donors in the field.

2. GPMD compared to other actors in the field

According to all interviewees, GPMD is one of the most active players in the field. While there are many other actors who join in global dialogues, GPMD is one of the few who are trying to set the agenda. Two other governments that are prominent in the field are Sweden and Germany. Sweden is present at the global level but puts few resources into global policy influencing. GPMD is mainly working on dialogue but do not have projects in the field. On the other hand, Germany’s GIZ is much more project focused and puts most

resources towards working on the ground while being less active in global policy influencing. GPMD combines the two approaches.

There are a few other areas where GPMD is concretely different from other actors. 1. GPMD is specifically working on labour migration and the decent work agenda in the Middle East and South Asia which is known to be an extremely important but difficult area of work. 2. GPMD works with the diaspora but less than some other actors and the GP takes a different approach by trying to create an enabling environment but being more hands off otherwise. 3. GPMD is willing to put money forward to try to achieve their objectives in a flexible and dynamic way compared to other donors. For instance, GPMD seems more coherent in their support for Migration and Development than other actors, especially with regard to the Global Forum on Migration and Development.

3. Portfolio of the GPMD

GPMD really started to implement projects in 2010. Although there were a few that began before this time, the bulk of projects have been implemented between 2010 and 2014. The total disbursement of funds for projects has been steadily increasing since 2010, see Figure 24.

Figure 24 GPMD total project disbursement 2010-2014 (in millions CHF)

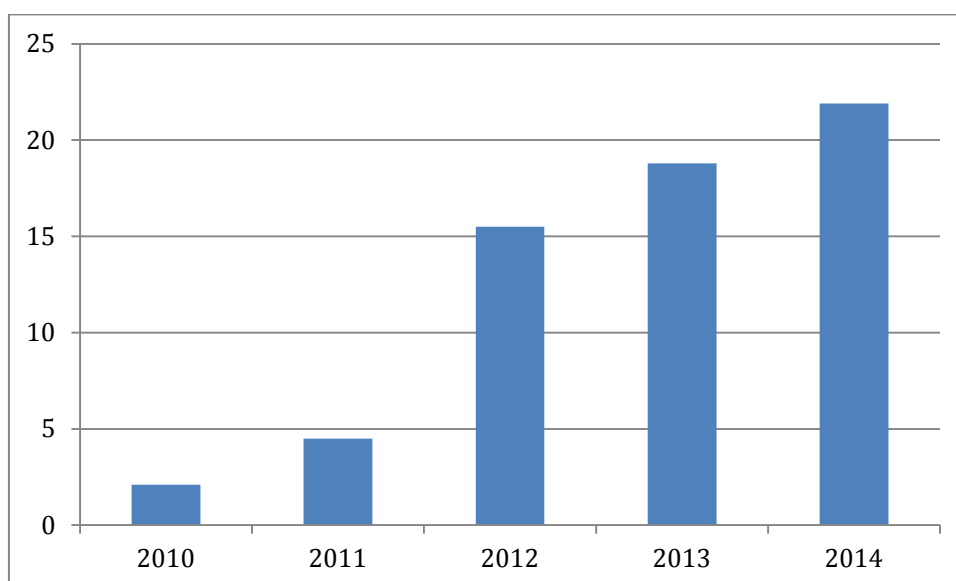


Figure 25 and Figure 26 show that the main focus of GPMD's projects is at a global level. Since 2010, GPMD has implemented the largest number of projects and put the most money towards global projects. Africa and Asia (especially South Asia and the Middle East) are key regions for GPMD, with an equal amount of money being spent in both regions over the last five years.

Figure 25 Regional focus of GPMD portfolio (number of projects 2010-2014)

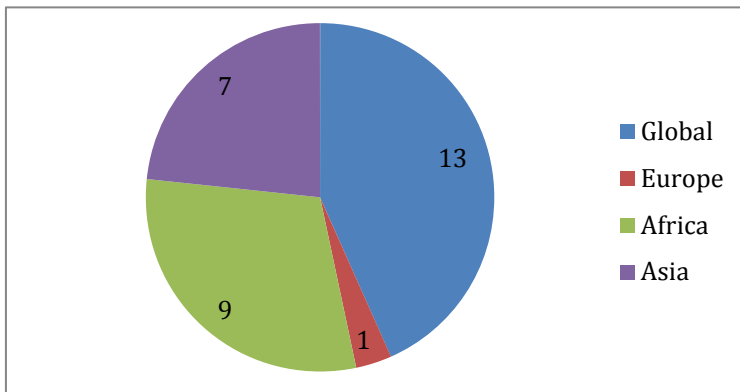
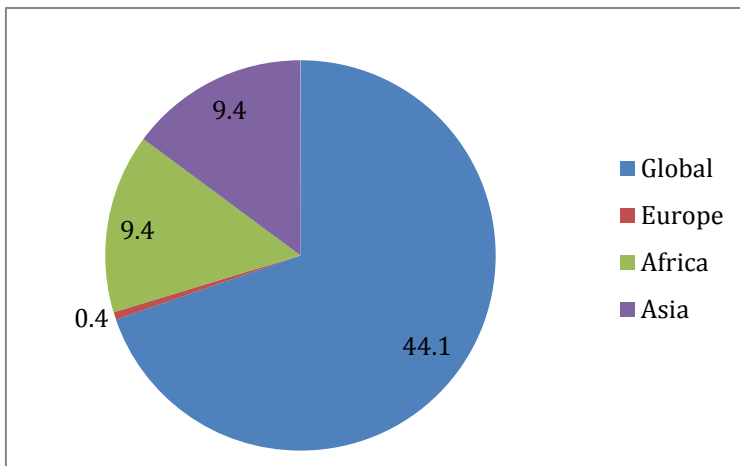
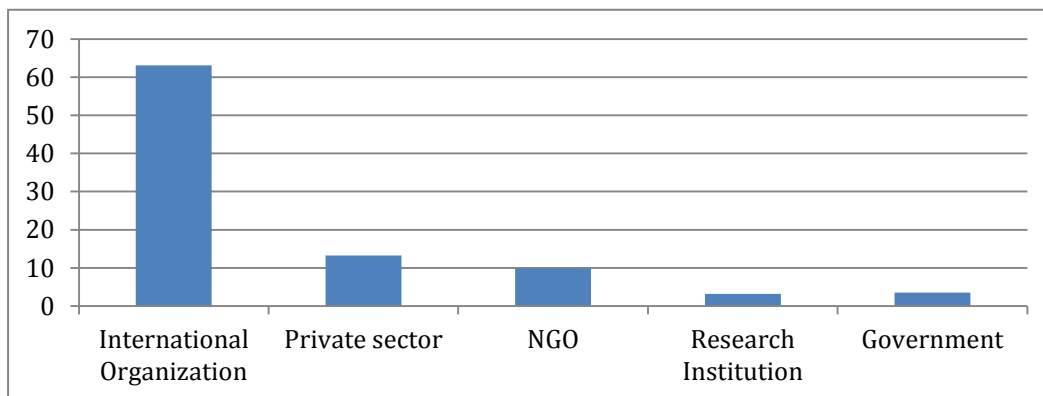


Figure 26 Regional focus of GPMD portfolio (disbursement in million CHF 2010-2014)



Since most projects are implementing at a global level, it makes sense that International Organizations receive the largest budget of all partners. The distribution of funding by type of partner is presented in Figure 27.

Figure 27 GPMD project budget by partner of important projects (in CHF millions, 2010-2014)



According to GPMD, their main institutional stakeholders/partners are mixed. GPMD have cultivated relationships with specific strategic partners at the international level including

ILO, IOM, World Bank and UNDP, who are the main international actors in the field. These actors including others are outlined in Table 10, including their main areas of collaboration.

Table 10 GPMD key institutional stakeholders

Institution		Main areas of collaboration
ILO	Strategic partners of the GPMD	- Decent work programs (Middle East, South Asia, North Africa) - Policy Dialogue (Domestic workers convention) - Support as GMG Chair (2014)
IOM		- Mainstreaming program - Main interlocutor on migration in many developing countries
World Bank		- KNOMAD program (GPMD secondment: Hanspeter Wyss) - Support as GMG Chair (2015) - Remittances / Costs of migration
UNDP		- Mainstreaming program - JMDI program
ICMPD		- Europe Africa Diaspora Platform - Policy research (Mapping M&D Policies & Practices) - Backstopper 2005 - 2015
Special Rep of the SG on M&D		- Advocacy migration in the Post 15 Agenda - Governance - Private Sector involvement
ICMC (International Catholic Migration Committee)		- Coordination of Civil Society of GFMD - Migration in the Post 2015 Agenda
SEM (State Secretariat on Migration)	Swiss Administration	- Co-Chair of IMZ structure - Contribution to SEM IMZ credit (30 Mill CHF 2012-15) - Competent federal office on migration issues
Human Security Division (DFA)		- Co-Chair of IMZ structure - Chair IMZ AG International Migration Dialogue - Protection/ Development continuum
SECO		- Coordination ILO Portfolio - Decent Work - Recruitment - Economic development and migration
Humanitarian Aid		- Division of labour (forced migration/refugees vs labour migration unforced migration)
Private sector		- Indigo Digital (Remittances/ Financial Services)
Diaspora organisations		- Nigerian in Diaspora Organisation Europe – Swiss Chapter (NIDOE) - Communauté des Tunisiens Résidents à l'étranger
Swiss NGOs		- Helvetas/intercooperation - Solidar Swiss
Other International Actors		- Migrants Forum Asia - Earth Security Index

The portfolio of GPMD lies clearly within the GP's 5 objective areas. There is a generally an even mix of projects under their portfolio in the 5 strategy components:

3.1 Shaping the Global Migration and Development Agenda

Switzerland plays a leading role in the global debate on Migration and Development. The government has been a key supporter of the Global Migration Group (GMG), and long supporter of the Global Forum on Migration and development (GFMD), as well as a supporter of the Special Representative of the UN Secretary General Peter Sutherland and global initiatives.

- Examples of concrete projects in this area are as follows:
 - Knowledge Platform on Migration and Development (KNOMAD) implemented by the World Bank. This platform consists of thematic working groups working on key issues of agreed upon importance and involves the main key actors (and persons) working on M&D (7F-8302, since 2012).
 - Global Dialogue, support to GFMD (i.e. civil society, specific activities/meetings) (7F-8035, since 2010).

3.2 Labour Migration – Support to the Decent Work Agenda

Since 80% of all international migrants are labour migrants, GPMD has forged a strategic partnership with the International Labour Organization (ILO) with the overall objective to establish and implement labour migration policies that respect human rights and strive for decent work conditions and fair and ethical recruitment.

- Examples of concrete projects in this area are:
 - Project on Labour Migration in Sri Lanka which gives counselling on risks and rights of migration (to the Gulf countries) and supports government authorities on local and national level (7F-7422, since 2010).
 - Labour Migration Middle East (7F-8346).
 - Domestic workers, (7F-8386, since 2012).

3.3 Enhance Migrants' Contribution to Development

In the areas of enhancing migrants' contribution to development there is a clear focus on the integration of migration into development planning using the potential of migration for the development of the country of origin and destination. GPMD has put a focus on Diaspora engagement but strongly believes that this does not and should not substitute traditional development aid. Key areas of work within this area are the reduction of the costs of migration including: recruitment, remittance sending and social costs of those who are left behind.

- Examples of concrete projects in this area are:
 - Pilot projects with specific migrants organisations (NIDOE, 7F-8340, since 2012)
 - Support to Diaspora ministries (Linking Emigrant, 7F-7076)
 - Support to a of platform for exchange (Europ-African Platform 7F 7076, since 2009)

3.4 Integration of Migration into Development Planning

This objective area is meant to help elaborate and implement coherent migration policies at the national level. Here the Swiss experience with the whole of government approach (WoGA) is used as an example. Themes that are covered in this area (according to national context) are: integration, labour market, protection, diaspora, regional/global links and governance.

- Examples of concrete projects in this area are:
 - IOM/UNDP project on mainstreaming migration into development planning based on GMG Handbook in 8 countries (Morocco, Tunisia, Moldova, Jamaica, Kyrgyzstan, Serbia, Ecuador, Bangladesh) (Mainstreaming 7F-7838, since 2010)
 - Integration of migration into local context (Joint migration and Development Initiative, 7F-8484, since 2012)
 - CRIS research project on the return of labour migrants including policy recommendations (7F- 7894, since 2011)

3.5 Coherence for Development in Swiss Migration Policy

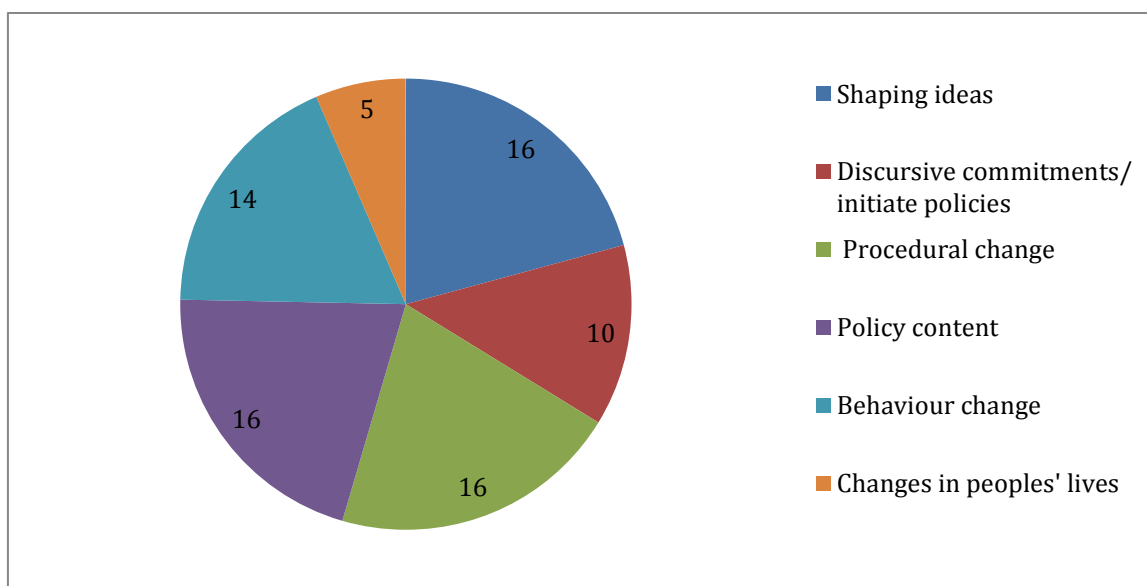
A key area within implementing coherence of development in Swiss migration policy is the interdepartmental cooperation within the IMZ structures (report IMZ 2011). GPMD contributes to migration partnerships within this structure (i.e. Nigeria/ NIDOE, Tunisia). There was a specific arrangement to contribute (from GPMD's annual budget) to the IMZ credit of the State Secretary for Migration (SSM) (2012-2015). GPMD contributes to M&D

activities in “priority” countries of the SSM which are within the range of the strategy 2013-17.

- Examples of concrete projects in this area:
 - NIDOE (7F-8340, since 2012)

Figure 28 shows the number of GPMD projects by policy influencing area. Each project was coded for which policy influencing area the GP is active in. One project can be active in more than one area of policy influencing. It is clear from the figure that the projects are affecting policy influence in an equal manner. For the purpose of this evaluation, the focus was placed on the first five steps: shaping ideas, discursive commitments/initiating policies, procedural change, policy content and behavioural change. However, when a project explicitly showed effects on people’s lives, the GP was also included.

Figure 28 GPMD: number of projects by policy influencing area



4. Results regarding policy influencing

4.1 Presence of Switzerland in global policy discussions

When compared to other actors in the field, GPMD always came out on top in interviews with key actors and stakeholders with regard to policy influencing, especially at the global level. One interviewee said “it is hard to overstate their importance”, GPMD are “everywhere”. The GPMD is “clearly a leader,” the GP is “almost at every table where things need to move. It’s amazing.” This sentiment was reflected in most of the interviews with people in the field of Migration and Development.

4.2 Specific areas of policy influence: GPMD is generally seen as being an extremely influential actor. The GP is engaged in policy influencing at all levels but are particularly engaged at the global level. Important results are as follows:

4.3 Change on the national level: GPMD has been able to show that migration and development has something to bring to the SDC and the international arena. At the bilateral level, using the instrument of migration partnerships, for instance, has helped in shaping national level thinking. At the same time, GPMD, while working within the IMZ has also been there to exert independence from the State Secretary for Migration. Previously, the policy dialogue was about immigration. Now, because of the GPMD there is a more holistic approach.

4.4 Post 2015 development agenda/SDGs: GPMD approached policy influencing in the post 2015 in several ways. One important way was directly through the open working group and the intergovernmental negotiation processes in New York where we worked closely together with the post-2015 team and Michel Gerber. Another less direct way was via the GFMD. GPMD have also been active in providing substance, preparing a long paper, helping organize side events to raise awareness about the issue and also providing concrete inputs when member states were allowed to provide inputs for the draft of the outcome. Due to the fact that Switzerland co-led the thematic consultations on population dynamics, this also helped in influencing the sustainable development goals and the working group report in insuring the integration of the population dynamics (migration) into this report without ever asking for a standalone goal on migration and development. According to most interviewees, a main reason that migrants and migration are in the Open working group draft is due to GPMD. Attention in the OWG doc is not just given to remittances, which everyone would have bet a year ago or five years ago, was the only sure thing to get in there from migrants and migrations. Migrants are in the document for decent work and protection of migrant worker rights explicitly and for safe regular and orderly migration.

4.5 Global Knowledge Partnership on Migration and Development (KNOMAD) would not have been established without GPMD, not without its funding and not without its exchanges with the core KNOMAD team at the World Bank in shaping the platform, and also pushing them in reaching out to all the different stakeholders which are now on the KNOMAD. GPMD have been instrumental in the development and continuation of KNOMAD, though some critique persists about its institutional location in the World Bank.

4.6 GFMD (Global Forum on Migration and Development): The chairmanship of Switzerland of the GFMD 2011 helped to position Switzerland as an important global player in this area and their continued involvement has kept this momentum going. Interviewees stressed that GPMD has supported GFMD to become what it is today. There is strong 'Swiss flavour' also under the chairmanship of other countries. There is still closeness between the GFMD support unit being based in Switzerland and GPMD. The Global Forum has tried to develop as a new policy area and as an area of collaboration among governments. GPMD has been the backbone of anything operational coming out of the Global Forum. GPMD has moved a lot of the discussion and a lot of the dynamics in the global forum for example by letting civil society choose its own agenda in the global forum.

4.7 Mainstreaming programme: GPMD has been instrumental in trying to mainstream migration into development planning. A pilot project was first started with four countries and then scaled up to 8 countries. GPMD has been able to provide support which helped the mainstreaming for migration processes to really evolve. GPMD supported policy development and supported stakeholders coming together to think in an inter-ministerial way about migration, and how it connects with their different portfolios, and what data need to be shared, planning and policy development. GPMD have also influenced the World Bank to think about mainstreaming migration into the World Bank's development programs.

GPMD has also been instrumental in keeping specific issues on the global agenda, for example insistence on data or policy coherence. The Global Migration Group handbook on migration data was supported by GMG funding from GPMD and has a strong impact in terms of bringing more collaboration and partnership among the GMG agencies.

At the regional level, there is clear impact. GPMD's influence has led to cooperation between countries, labour sending countries and labour receiving countries in the Gulf. There has also been some change in language and in discourse. The declaration of the

High Level Dialogue is different from the first declaration in the language. The issue of rights at work is prominently there which is something that GPMD has been pushing for.

5. Key factors of success

This section summarises the key success factors of GPMD in influencing policy.

Reputation:

- GPMD benefits from the positive reputation of the SDC as a development actor. There is respect and some level of trust often from the beginning, which does not mean necessarily that there will be immediate impact or immediate action, but there is a good starting point.

Bridge building:

- Bridge building between the different partners is seen as a key competency that helps moving policy, programming and agendas forward, which is significant. This includes building partnerships amongst stakeholders that didn't exist before such as IOM working in partnership with the ILO or UNDP.

Practical experience:

- The possibility to combine the practical experience from the field gives additional leverage and credibility to be active on the international scene. The fact that there are now people in the field, integrating the SCOs which are usually headed under the regional corporation is a great help, because partners have a daily exchange. The support helps in understanding more how migration is affecting their context.

Policy coherence:

- GPMD is known for pushing the agenda on policy coherence, including active engagement on those topics. GPMD is part of the International Migration Cooperation structure (IMZ in German) and the regional cooperation is also participating in the IMZ structure. In this way colleagues of humanitarian aid or regional cooperation are sitting with GPMD, SECO, and the State Secretariat for Migration, in these working groups. GPMD also managed to set up a network or structure of different channels of influencing, cooperation within Switzerland, within the administration, with the mission in Geneva but particularly also with the mission in New York. The IMZ is in constant exchange and meets regularly. GPMD has established a good relationship with the Global Institution Division.

Regional advisors:

- Regional advisors in GPMD are seen as key in country and regional engagement helping to make a better link with what is going on the ground.

Hosting/chairing important fora:

- Hosting and chairing key meeting and global dialogues was seen to be important for creating more visibility and agenda setting, for instance, with regard to the GFMD.

Using multiple channels of influence:

- GPMD works on different levels, through civil society, through programmes within UN agencies and IOM, and then at the same time, diplomacy with States and partnerships. Other channels like the GFMD have also been important, working together with the Swedish chair on discussing, debating migration development issues in the context of the post-2015 development agenda, under the umbrella of the GFMD. Other instruments have been used effectively and flexibly, such as side-events, and during negotiation rounds in New York, the GP has a network of

partners for cooperation and exchange. This network is both with governments such as Bangladesh, Mexico, the Philippines, Sweden, and many others, as well as international organizations and civil society. The dialogue with the governments is important because of the exchange of position papers and upcoming speaking points or what will be put forward in the different processes. With international organizations it is helpful to have close cooperation with the ILO, World Bank, IOM and others, to influence their role within the UN and international system. GPMD has created a system of identifying processes, platforms, and establishing networks of partners and contacts with key persons.

Risk taking:

- GPMD is seen as willing to take chances and find out what works, for instance, with their work in South Asia-Middle East and working with Diaspora. GPMD dared to go into activities or projects that no one has yet to try. It takes a lot of courage and willingness to take risks and this is seen positively by stakeholders.

Resources (human and financial):

- Having both human and financial resources makes a difference with regard to other partners who are equally committed to the process but may not necessarily have that flexibility to react to certain opportunities.

Flexibility:

- Flexibility both with regard to the available resources within the team to write papers or attend conference, but also the flexibility of funding is highly appreciated by all concerned and was said to be a key reason that GPMD is so effective. GPMD is able to act on upcoming opportunities.

Timeliness:

- Part of GPMD's success is that the GP is increasingly invited at the very early stage of defining regional or national strategies because of the GP's reputation, which makes it easier to affect policy influencing at an early stage.

Geographic diversity:

- GPMD not only work in SDC partner countries but also in non-traditional development aid countries where the issue of migration is important, especially in the Middle East. GPMD works where the issues are and are not bound by geography.

Neutrality:

- Partners have confidence in working with GPMD because the GP has no hidden agenda. This has opened a lot of doors that have been closed for many others, especially in the Middle East. In South Asia there are successes at the national level, with regard to establishing trust, establishing partnerships, and in driving policy changes on safe migration. For example, GPMD has been able to change attitudes is now able to work with governments, such as Bangladesh or Sri Lanka. In the context of the Colombo process or the Abu Dhabi dialogue GPMD is now invited as an observer to participate, which is another sign of confidence and trust that these governments have.

Other success factors include the following: Choosing relevant partners, networking, attention to detail, qualified staff and, longer term engagement and strategic use of funds

6. Challenges in policy influencing

The biggest challenge for GPMD in the area of policy influencing is the field of migration itself. It is broad and it cuts across many disciplines. In addition, mainstreaming migration within the rest of the SDC is still ongoing work.

Some of the key challenges for GPMD in the area of policy influencing are as follows:

Domestic policy:

- Swiss domestic migration policy is a challenge to credibility of GPMD's external position. The tendency of having a more restricted migration policy in Switzerland is challenging. The SDC is pushing for the convention on migrant workers and domestic workers but Switzerland has not yet ratified them. Here is an issue of limited policy coherence. How can Switzerland take the lead in an area where the country has not ratified the convention?

The leader that does it all:

- It is sometimes a challenge to have other countries on board to work on a specific agenda and not being the only ones pushing. There is sometimes the concern that other donors don't fully engage because "Switzerland might take care of it".

Working with migrant communities:

- Migrant communities or associations are functioning in another way than just ordinary Swiss NGOs, which GPMD still has to find the best way to deal with and the best way to work with.

Focus on the negative:

- Media or general attention is mostly focused on the negative aspects of migration. These are then highlighted and the whole positive impact of migration gets lost.

Lack of knowledge and data:

- Apart from negative perceptions, there is also misunderstanding or lack of knowledge, lack of data, lack of appropriate and policy relevant research. Sometimes pre-conceived notions have staying power even when there is contradictory evidence.

Fragmentation of government structure on migration:

- The area of migration is a cross-cutting issue, which means that in many partner governments fragmentation exists in their structures that deal with migration. Structures are often not well coordinated making it more difficult to work on the ground.

Rigidities within SDC:

- There are still people within the SDC who do not fully understand what GPMD does. There is a lack of long standing experience through regional cooperation in migration and development. Migration has been dealt with through a humanitarian lens and through a political lens in terms of just getting rid of these people in the past. Because of domestic priorities, sometimes GPMD is seen partly as defending the interest of the State Secretary for Migration and not necessarily the development side. However, this has gotten better over time.

7. Conclusions

GPMD is seen as relevant and perhaps the most important government donor working in the field. GPMD's innovative institutional partnerships with the multilateral partners, link to the UN and the World Bank, independence, linking the operational with the normative

level, GPMD's network and people are all seen to be key reasons for the GP's strength in policy influencing. Additionally, GPMD have good connections with the Special Representative of the UN Secretary General's (SRSG) Southerland office and there is a good working culture, or a culture of cooperation and collaboration. Establishing this culture was not always easy but achieved over time among the different federal offices which are dealing in one way or another with migration in a collaborative way.

GPMD is often cited as an example by other actors and as a pioneer in the field. Part of their success probably also comes from the original set up of the GP. Although GPMD was slow in starting due to being completely new, the GP also didn't have to deal with any baggage from the past, making GPMD more flexible.

GPMD working in a specific area is often seen to give that area legitimacy and brings other donors or actors on board. At the same time, having significant human and financial resources has been key in policy influencing.

There are still areas in which GPMD can look to for the future. Synergies with other GPs may be able to be exploited where it adds value in the future, especially with regard to food security, climate change and health. Budget is another area of importance. It was clear that more budget was needed to implement more innovative projects. GPMD had been forced to pay into the budget of the SSM for the last several years and now that this mandatory contribution is coming to an end, GPMD was not allowed to allocate these resources to their own use. GPMD clearly has a set up for more innovative projects but no budget to fulfil these expectations.

8. Recommendations

The recommendations listed in Part C, section 3 of this evaluation report are reiterated in the following table.

Table 11 GPMD: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
<p>GPMD is one of the most influential government donors in the field of migration and development.</p> <p>By being involved in a specific area of migration, GPMD has credibility to other donors.</p>	<p>GPMD is seen as being highly effective, especially for the size of Switzerland in the field of influencing policy in migration and development at an international level. GPMD is well regarded in the field as a knowledgeable player working on content.</p>	<p>GPMD R1: The GPMD management should find innovative ways of sharing experiences and knowledge with other donors to encourage them to become more involved (for example, like the joint trainings of GPMD and GIZ).</p>
<p>A key factor in GPMD's success has been the strategic use of both financial and human resources in influencing high-level dialogues and hosting key conferences and meetings (for instance, HDL or GFMD).</p>	<p>Hosting of meetings and conferences in Switzerland gives GPMD additional visibility and ability to set agendas.</p>	<p>GPMD R2: The GPMD management should continue to put both financial and human resources towards policy dialogues. They should continue to host and chair key conferences and meetings. These activities are necessarily HR intensive.</p>
<p>Mainstreaming migration into development planning as well as policy coherence for migration and development have been key strategic areas that have a clear GPMD stamp on them.</p>	<p>Mainstreaming migration into development planning and policy coherence in migration and development are known as areas of expertise for GPMD.</p>	<p>GPMD R3: The GPMD management should continue to put resources into mainstreaming migration into development planning and policy coherence for migration and development since they have already made inroads on this issue and can capitalise on the momentum in this area.</p>
<p>GPMD works on content. The GP is innovative, flexible, and hands-on in its approach to projects in the field, and they think and plan in the long term. Their work on decent work in the Middle East and South Asia is seen as particularly innovative.</p>	<p>GPMD has an effective way of working both in the field and at the global policy level.</p>	<p>GPMD R4: The GPMD management should continue to think about sustainability of projects and building this into project planning. Where possible, impact evaluations of innovative projects should be conducted.</p> <p>GPMD R5: The SDC Board of Directors: Additional financial resources are needed to be more effective in implementing new or continuing previous innovative projects. The amount should be at least equal to the previous contribution to the SSM budget, but more would be welcome and highly impactful.</p>
<p>GPMD has established partnerships with key players in the field (such as the World Bank, IOM, ILO, UNDP, and ICMC), giving it both credibility and influence.</p>	<p>Partnerships with big global players including international organisations, governments, and civil society are important to influence policy.</p>	<p>GPMD R6: The GPMD management should continue to work with established and well-known implementing partners and should encourage their joint collaboration.</p>
<p>GPMD's team of motivated, expert combines technical and policy expertise; the use of regional advisors further strengthens GPMD work.</p>	<p>Choosing the right people for positions is one of the most important factors in the effectiveness of GPMD.</p>	<p>GPMD R7: The GPMD management should continue to strategically hire staff with specific migration and development expertise both at a technical and policy level.</p>
<p>A major limiting factor is Swiss domestic policy on migration.</p>	<p>Swiss domestic policy is negative towards migration.</p>	<p>GPMD R9: The GPMD management should focus on influencing Swiss policy or at least the dialogue around migration within the IMZ structure.</p>

Global Programme Water Initiatives (GPWI)



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1. Introduction

For decades, SDC's technical service "water and infrastructure" had been a pillar of Swiss development cooperation. Its main focus was on water, sanitation and hygiene (WASH). Together with the water team of the SDC Natural Resource and Environment Division (NRE) which implemented projects in Integrated Water Resource Management (IWRM) and for the protection of watersheds, it established in 2005 a focal point for water¹¹⁴.

When the Global Programmes (GP) were established, the water sector could build on a strong lobby in the NGO and research scene in Switzerland as well as in SDC. The role of water for human and social development was well recognized. Though water was not among the four topics originally selected as themes for GP, the water team continued to run a program. But it was not until 2012, that the small SDC water team achieved recognition as a GP¹¹⁵.

The evaluation reviewed documents, analysed a number of specific projects, had interviews with staff and partners of the GP Water Initiatives (GPWI), and made comparisons to water programs of other donors¹¹⁶. The evaluation also made an analysis of the experiences of five projects which had been proposed by the GPWI for a portfolio review. Four of them the GPWI considered as successful, and one as less successful.

2. Development and relevance of the GPWI

After the reorganization (REO) of SDC in 2008, the SDC water team started with a small budget of around CHF 4 million¹¹⁷ at the basis of the portfolio of the earlier SDC focal point for water. It rapidly embarked on a new strategy, leaving behind the old paradigm of being a technical service, with engagement in new topics. In 2014 the Global Program Water Initiatives (GPWI) had an annual budget of CHF 34 million.

Regarding coordination of policies at the federal level, the context for the GPWI had always been favourable. Since many years, SDC chairs the working group on water of the Interdepartmental Sustainable Development Committee (ISDC) of the Swiss Government, which coordinates Swiss policies as related to sustainable development. This platform was always a valuable entry point for coordinating policies and for exchanging views and activities among Swiss government actors on water issues and priorities for action.

There had never been apparent conflicts of interests between a global (Swiss policy) and the development perspective. The only debate referred to the ideological question whether and how to collaborate with the private sector (e.g. Nestlé).

2.1 Policy context

In the past decade, the debate in the development scene about water mainly circled around the question how to achieve the targets in water and sanitation (WASH) of the Millennium Development Goals (MDG) by 2015. The debate was enriched by references to the Human Right to Water and Sanitation (HRWS). It was widely recognized that progress in sanitation was lagging behind significantly. This also defined an agenda for the GPWI in its first years.

The debate about water security and a global water crisis got a significant push in the preparation for three major international conferences in 2012: the World Water Forum 6 in Marseille; the Bonn + 10 conference; and the Rio+20 conference in Rio de Janeiro. There was large consensus among all global actors that the water crisis needs to be addressed with a trans-disciplinary, a nexus approach (water, energy, agriculture).

From a funding perspective, the context for the GPWI was also favourable. The GPWI had the financial resources to gradually develop into a portfolio of 2014, 53 projects with a

¹¹⁴ SDC, 2005: SDC Water 2015

¹¹⁵ Message to the Parliament

¹¹⁶ e.g. GIZ, DFID

¹¹⁷ much smaller than the budgets of the other GP

large number of highly important partners, from different sectors. In 2011, the Swiss Parliament approved an additional credit to reach the 0.5% target. A large part of this budget went also to the water sector.

Regarding the international water policy context, there had been changes in the past six years. This can be showcased giving three examples:

1. UN WATER emerged as a network of the UN high-level committee on programs and as a coordination space for the 31 UN agencies dealing with water issues. UN WATER reports directly to the highest strategic level in the UN. It should ensure that the UN speaks with one voice in all water-related issues.
2. A number of new development actors (e.g. China, India) do not work through the UN system. Thus, alternative platforms for policy influencing like the WEF are gaining influence, for coordination and for the launching of policy initiatives.
3. Interviewed persons also note that the context will further move towards more earmarked funding (soft ear-marking), e.g. through the establishment of global thematic funds. This is also visible in the water sector. These bodies become important spaces for global policy dialogues.

The GPWI is at the forefront of reflecting on such changes in the context for Overseas Development Agencies (ODA).

2.2 Development of the portfolio from 2008 to 2014

In 2008, the GPWI started with a portfolio, which was focused to a large extent on water supply, sanitation and hygiene (today: equitable access). It had some engagement for integrated water resource management (IWRM). But already in its first strategy¹¹⁸ the team took the initiative to initiate a massive shift, towards putting water in its diverse uses and the role of water security for human and economic development at the centre of the program.

The GPWI had the means and was also under a certain pressure to develop new global water projects. It used its relative autonomy to establish collaboration with a large number of partners. It monitors the water sector and selects the partners who have the capacity to make a difference on the global agenda. Personal preferences and contacts also played a role. Sometimes, it defined new paths for collaboration with these partners, to leverage resources and effects. Consequently, many new partners came on board in the past 6 years. Only in a few areas mentioned in the Strategy 2013-2017, it was not yet possible to select suitable partners¹¹⁹.

The evaluation finds a lot of evidence from documents and interviews that funding decisions were only made after careful assessment of the project proposals and with a great sense of strategic vision and thinking. GPWI-internal analysis and the vision of the GPWI team and its team-leader played a key role in identifying new fields of action with a potential. Projects were grouped in thematic clusters.

The MDG continued to be a solid basis for continued efforts in WASH at the global level, building on long-term partners from the WHO, the World Bank, or NGOs. But also here, the GPWI was keen to define new niches, which sharpened its profile. It decided to give special emphasis on (a) sanitation, (b) the human right's approach (HR) and (c) achieving equitable access to water and sanitation. In these areas it excelled and drove the international agenda.

In its strategy 2013-2017¹²⁰, the GPWI has further developed the concept of a water secure world, putting the global water crisis and water security fully at the centre of its program. It sees its core mission in "how to balance the supply and sharing of the benefits of water for people, for food, for ecosystems and for industrial and productive uses, while

¹¹⁸ SDC Water Initiatives Division (WI) Strategic Framework 2010-2015

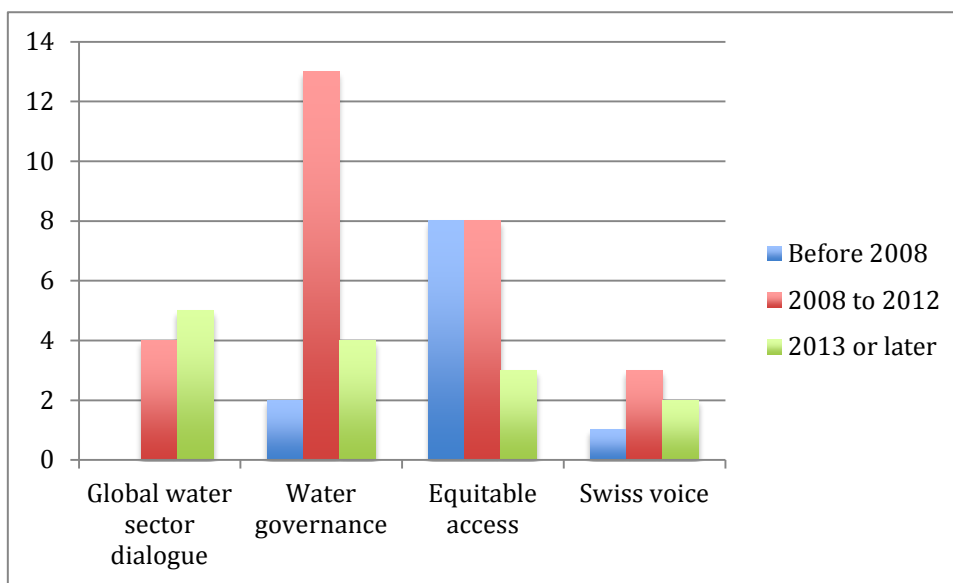
¹¹⁹ e.g. economics; water and mining

¹²⁰ Strategy 2013-2017 of the GPWI

securing social equity, economic efficiency and environmental sustainability”¹²¹. Water is seen as one of the mayor crisis of the future.

The shifting in priorities between 2008 and 2012 is reflected also in Figure 29 which shows when new projects were started in the four strategic areas of the GPWI (global water sector dialogue, water governance, equitable access, and Swiss voice). Till 2008, the majority of the projects were in WASH. After 2008, new projects with new partners were launched in the new thematic clusters. The number of partners developed rapidly.

Figure 29 Strategic areas of the GPWI: Number of projects and period in which they were launched



In 2011, the Swiss Parliament approved an additional credit to achieve the 0.5% target for ODA. The credit went mainly to water and climate. This was, again, a proof of the strong political support for the water sector. This additional credit was a great opportunity for the GPWI to further consolidate the portfolio and the partnerships, also with SDC Regional Cooperation.

2.3 Structure of the portfolio 2014

The consultant screened programs of other donors¹²² or organizations¹²³. Based on this assessment he concludes that the GPWI is involved in a large range of topics considered relevant by development agencies, ranging from rural water supply, sanitation and hygiene (e.g. hand washing), to integrated water resource management, water diplomacy, or water footprint.

Looking at the present portfolio (2014), the following can be concluded (see also Figure 30 and Figure 31).

1. Projects with UN organizations and globally operating NGOs account for around 75% of the portfolio (disbursements).
2. The vast majority of disbursements (89%) is related to projects which have been started after 2008. This is evidence of a highly dynamic management of the program, taking also the risk to enter into new partnerships.
3. The private sector has gained importance over the past years. These are sometimes relatively small projects, with impact. Examples are the water resource platform with the WEF (around 1 Mio per year) or the new project “more coffee for less water”

¹²¹ page 7 of the Strategy 2013-2017

¹²² e.g. websites of GIZ, DFID, Dutch

¹²³ e.g. website of the GWP, of the WSP

(130,000 per year). In these type of projects, counterpart contributions are significant.

Figure 30 Percentage on the total of disbursement, by stakeholder groups

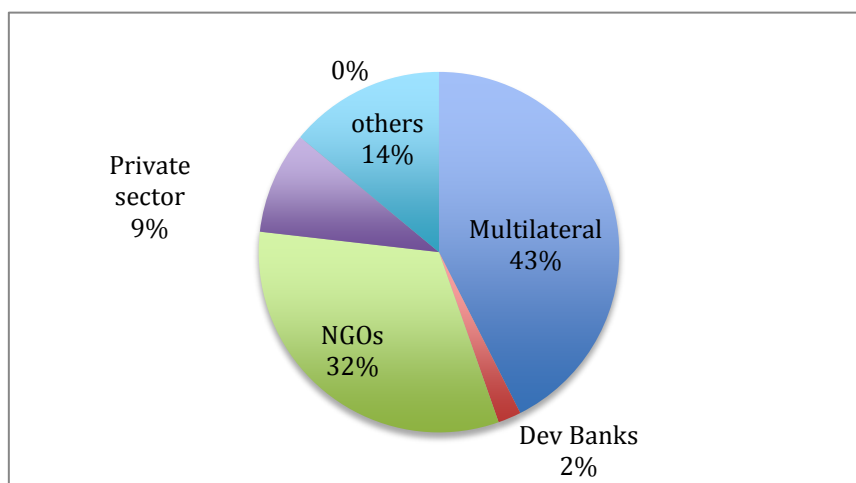
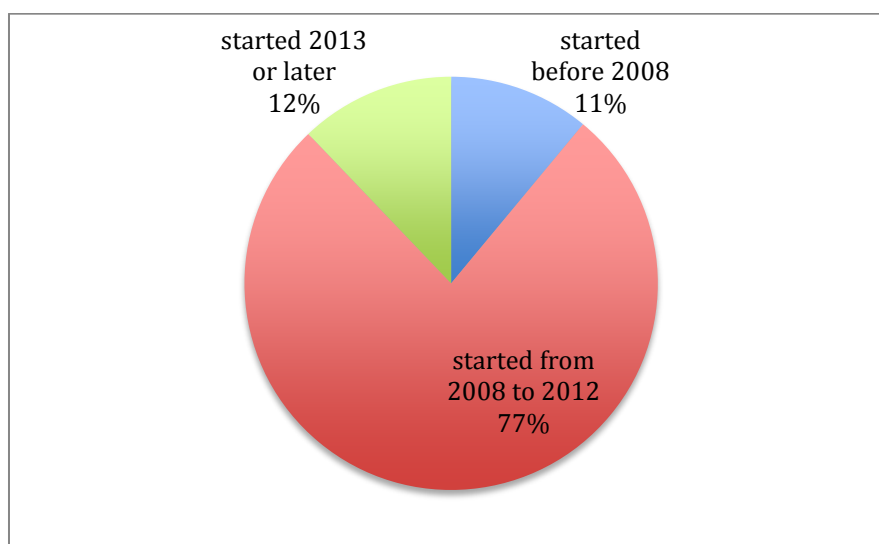


Figure 31 Composition of the project portfolio, at the basis of disbursements 2014



Compared with other ODA water sector programs, the main differences are:

1. Activities on climate change are not in the scope of the GPWI. They are largely delegated to the GPCC.
2. The GPWI does also not yet contain projects in the economics of water.
3. Also the urban sector is largely excluded, with the exception of promising activities in payment for watershed services which are most relevant to secure water and to reduce water conflicts in megacities which suffer from water scarcity.

Annual (or half-yearly) peer review meetings bring all the partners together. This helps to share knowledge and to build coherence in the GPWI. One of the participants summarizes the rapid expansion of the GPWI as follows: “When we started with these peer reviews, we were only three partners in the GPWI. We could meet in a small meeting room. Today, there are 27 partners. We can hardly fit into the big meeting room.”

The GPWI is aware that some consolidation of the portfolio might be needed in the forthcoming years. The challenge is to consolidate without losing the innovative power of the program.

3. Presence of Switzerland in global policy discussions

Practically all persons interviewed state (a) that Switzerland was the only donor which increased its allocations for water in the past years, and (b) that Switzerland is present in global policy discussions in the water sector.

The GPWI has a high discipline to engage only in partnerships and processes which can make a difference at the global level¹²⁴. Good partners provide Switzerland with an entry point for participation in global discussion fora, e.g. at the World Water Fora (WWF) which are organized every three years. The benefit is on both sides: The partners of the GPWI can profit from a donor (GPWI) which treats implementing agencies as partners¹²⁵, and the GPWI can profit from the know-how and the networks of its partner organizations. The latter is, however, only possible if the GPWI has sufficient capacity (in particular: staff) to engage in high-level and sometimes quite technical thematic discussions¹²⁶.

The “old partnerships”¹²⁷ continue and give the GPWI a solid place in policy dialogues: e.g. with the Water Supply and Sanitation Collaborative Council (WSSCC) of the WHO, the Global Water Partnership (GWP), or the Water and Sanitation (WSP) program of the Worldbank (WB). In the past years, the level of SDC funding for some of these long-term partners was substantially increased¹²⁸. Today, most of the GPWI program funding is quite substantial, in the order of CHF 1 Mio per year. This gives GPWI a voice on the boards, but could also give the impression that the GPWI is not short of funds¹²⁹.

Since 2008, the number of global partners of the GPWI has more than doubled. Examples of new partners are NGOs like Forest Trend, the Strategic Foresight Group (SFG), the Water Integrity Network (WIN), or UN partners like UNESCO or the FAO. Swiss research institutes having a voice in global policy dialogues continue to be partners of the program (e.g. EAWAG, CDE). What is relatively new and truly made possible by creating the GPWI, is the collaboration with the private sector. An example is the collaboration with the World Economic Forum (WEF).

Beside that, the GPWI made an effort to strengthen Swiss partners to take a stronger stand in the water sector, also regarding policy making. The GPWI provided seed money for the establishment of a Swiss Water Partnership (SWP) or the development of innovative technologies, benefitting from the fact that Switzerland is a technology country. However, and this is more a negative point, some of these programs – e.g. Solidarit’eau, Swiss Bluetec bridge – still largely depend on the GPWI.

4. Relevance and Coherence

All interviewed partners (20) provided top ratings for the relevance of these contributions of the GPWI to global policy dialogues¹³⁰. They see SDC as the most innovative and important donor in the water sector, having a strong influence on global policies and the development of innovative approaches. This goes also to the credit of the partners of the GPWI.

The GPWI works practically only with prime partners. Some examples: the Worldbank WSP has a leadership in national water sector reforms; the WSSCC is the key institution in sanitation and hosts the Global Sanitation Fund (GSF); the Rural Water Supply Network (RWSN) is the global collaborative network of professionals working to raise standards and exchange of knowledge in rural water supply; the US NGO Forest Trend is the world

¹²⁴ Around 72% of the projects are of this type.

¹²⁵ highly estimated by virtually all interviewed partners of the GPWI

¹²⁶ It was mentioned several times in the interviews that it is key that the GPWI can maintain this capacity with a body of water specialists.

¹²⁷ established before 2008, sometimes in the 1990ties

¹²⁸ e.g. the annual contribution to the GWP the global action network and carrier of the concept of Integrated Water Resource Management, was till 2011 in the order of CHF 300,000.- Today it is around CHF 1 Mio per year.

¹²⁹ Partners might have further benefitted from changes in the exchange rates (CHF) in the past years.

¹³⁰ 90% gave the maximum rating (6).

leader in the promotion of Payment for Ecological Services. Swiss partners have not always this profile, with exceptions (e.g. the RWSN).

Thanks to the GPWI, new topics are on the agenda in which Switzerland makes a difference. Examples are: technology, water diplomacy, initiatives of the WEF, experiments with the concept of the water footprint. These new engagements are all in line with priorities of the ISDC working group on water. The present portfolio is also largely coherent with the priorities defined in the new Sustainable Development Goal (SDG) water.

On the negative side, the assessment shows little efforts to seek coherence and synergies with other SDC divisions. An estimated 30% of the projects of the GPWI are working in multiple - eventually too many - regions, not priority countries of SDC, sometimes with short interventions of a few years¹³¹. Here a geographic focus on regions where SDC Regional Cooperation or SDC Cooperation with Eastern Europe is present and could leverage resources, could make sense. The evaluation has also not yet identified good examples in which these SDC divisions have developed new projects at the basis of innovations developed by the GPWI.

5. Results regarding policy influencing

General

Practically all programs of the GPWI, aimed at policy influencing and running over > 6 years, had policy effects > level 2. The level of co-financing of the initiatives by the partners is high, what is a good sign of ownership. All interviewed partners (20) see Switzerland at the forefront in water policy discussions. Key factors, regularly mentioned by interview partners, were: no ideological barriers to work also with the private sector; professionalism of the staff; financial means to become involved.

The GPWI can benefit from excellent relationships to the political wing of the FDFA. Interview partners from these departments report that the GPWI is a significant resource in their work. This can reach a point in which the political wing takes the lead in policy-related initiatives and treats the staff of the GPWI as topic experts only. This was seen as a problem by one of the interview partners working on water diplomacy.

The GPWI has contributed to broaden the development paradigm in the water sector beyond WASH. It succeeded to open windows for a South-south dialogue. Examples are the dialog between Peru and Colombia on intervention strategies in rural water supply and sanitation (SABA) or the support to the launching of a blue peace process between Iraq and Turkey in the water diplomacy cluster. A mission composed of experts from Senegal to Turkey was the turning point to convince Turkey to embark on a blue peace dialogue. The interview partners argue that such initiatives would not have been possible with the instrument of regional cooperation.

Interviewed partners see the staff of GPWI as active members in boards of international organizations. The representative of the GPWI now coordinates the donor group of the GWP. This coordination mechanism is important as the donors do not have a voice in the Steering Board of the GWP. In the WSP, the situation is apparently different. The WB is not that much interested in donor coordination.

All interview partners from the private sector see the GPWI as a door opener for the private sector to the negotiation tables where policies are shaped. Interviewed representatives of the private sector highly appreciate the constructive approach of the GPWI, and the absence of ideological barriers towards the private sector. Experiences of the different stakeholders, including the private sector and global NGOs, are taken serious. This leads to a real sense of collaboration.

¹³¹ E.g. the FAO project on water efficiency in agriculture

Certainly, more could be done in agricultural water efficiency, promotion of new technologies, or economic studies how to optimize the value of water in products¹³². Here, the GPWI is relatively weak. These are topics of interests for the private sector.

5.1 Global Water Sector Dialogue

In 2012, when the GPWI discovered that water was not an issue in the global thematic dialogues for the SDG, it had the capacity to react immediately. The SDG for water is now a concrete proposal, subject to final endorsement in mid 2015.

The key problem to be resolved was that countries could host only one of the global thematic dialogues for the SDGs¹³³. Switzerland was already engaged in migration. The Netherlands were pre-selected for water, but with a narrow focus on WASH. The GPWI mobilized its whole network to convince the Netherlands that Switzerland could co-host the process; with success.

The GPWI opted for a broad water goal. Through lobbying and mobilization of the network, it succeeded. Most important was the role of the Foreign Minister of Switzerland, representing the position of Switzerland as a UN member state. Thanks to his support, Switzerland was the first country to officially declare its support for this water goal. The Foreign Minister re-confirmed this engagement a second time, at the Annual Conference of the UN Assembly in New York. These were important steps.

The SDG will have direct impacts. For example, the fact that also trans-boundary water management will be included in the new SDG, could allow Switzerland to bring water diplomacy as an issue to the UN in New York. Or the WB will invest in a global platform water, likely to become an important partner and actor in the sector, with 400 staff and 200 billion USD investments for water projects.

The process of the SDG water is on board, and it is expected that a broadly defined SDG on water will be endorsed in autumn 2015. The majority of work is now at the technical level, e.g. around the issue how to monitor progress in the achievement of the goal. Switzerland supports corresponding projects with UNWATER.

A small minority of interviewed persons expressed concern that the SDG could also create confusion in the sector, increasing transaction costs and discouraging donors and partners, traditionally more inclined to WASH. "Switzerland has caused an earthquake in the UN water sector. But this also creates smoke in the beginning"¹³⁴.

The GPWI will need to maintain a high level of presence in these discussions and take the leadership also in implementation of the SDG, to maintain the current level of credibility. All this is very time consuming for the staff of the GPWI. A lot of communication is needed. It is important to work in networks and to bring the right people on board. Roles and responsibilities between the GPWI and the Swiss delegation in New York need to be clearly defined.

The diplomats in FDFA highly appreciate that the GPWI has technical competence and helps to fill political concepts and proposals with concrete examples. Here it helps, that the GPWI and its partners have a diversity of projects (from all over the world) in the portfolio. To have the right example in the pocket can be decisive to win credibility in a policy dialogue.

5.2 Water governance

Around 40% of the projects started after 2008 went into this second component. Here are some examples of policy results, which were recently achieved. They also show the diversity of approaches and results in this component of the GPWI.

WEF working group: Together with the GPWI, the WEF has established a working group on water resource management. Global players participate. There is growing awareness, also in the private sector, that water problems need to be addressed in the context of

¹³² Proposed by Nestlé and other interview partners from the private sector

¹³³ The GPMD was already selected to lead a thematic dialogue on migration and development.

¹³⁴ Comment of one of the interviewed partners.

watersheds. GPWI is here contributing significantly to raise awareness and to enhance the capacity of National Governments to embark on PPP platforms for strengthening Water Management in watersheds.

Water Footprint: The process of achieving recognition and standards for measuring water footprints took 6-8 years. Due to initiative of the GPWI, companies from different economic sectors were working together on water issues, for the first time. They also co-financed a large part of this program. The GPWI used a program approach, with different component: (a) field projects in Colombia and Vietnam were pilot to learn and to demonstrate that the concept works. (b) the ISO norms show how to measure and how to compensate.

In Colombia, the project started with a small budget frame¹³⁵, with a consortium of five large Swiss enterprises¹³⁶, each of them contributing with significant resources. The pilot furnished the process of drafting the ISO standard 14046 with field evidence¹³⁷. In 2015, 120 persons paying entry fee, attended a workshop in Colombia to learn more about how to measure water footprints (2015). The water footprint is for the first time mentioned in an official policy of Colombia for water resource assessment. This means that it will become an element of IWRM in water basin management in Colombia. Such positive examples can spread over the world or regions (e.g. Latin America).

The GPWI succeeded to open spaces for lively multi-stakeholder debates. Sometimes¹³⁸ there is also scepticism about the relevance of some of the concepts promoted by the GPWI¹³⁹. For example, the Water Footprint is not always seen as a good tool to improve environmental performance of companies¹⁴⁰. Rather, the Swiss initiative is seen as a methodological contribution, useful for analysis and for marketing, documenting progress on the environment agenda.

5.3 Water diplomacy and blue peace initiatives

The blue peace (water diplomacy) initiative started with a study on the costs of water conflicts by the political division of the FDFA. The GPWI became involved because of three reasons: technical knowhow in the water sector; capacity to finance activities; being part of the FDFA.

Today, blue peace is well established in the Middle East. The topic fits also the security agenda. Therefore, it receives broad support in the FDFA, leading also to a certain risk that the political agenda (FDFA) dominates the development agenda (GPWI). To ensure coherence, a blue peace task force has been established in the FDFA. It is headed by the State Secretary of the FDFA and involves all relevant divisions of the FDFA¹⁴¹. The fact that this task force meets every three months shows that the topic is taken up by Swiss diplomacy.

Again, this is a space for debates. The Swiss delegation at the UN is not yet convinced that water diplomacy can help to establish peace as there are many more aspects involved in trans-boundary negotiations between countries. This makes it questionable whether water diplomacy can be launched at the UN level. It argues that the lead in this initiative should remain with Berne.

Payment for watershed services: The main partner of the GPWI is the US NGO Forest Trend. The program is working all over the world, e.g. also in Beijing. In early 2015, there was a break through in Peru: the national water regulator (SUNASS) reserved USD 125 million in the national budget for green infrastructure (e.g. plantation of forests). Green infrastructure is seen as more effective than investments into water treatment plants. In

¹³⁵ CHF 670,000.- from 2009 till 2013

¹³⁶ Holcim, Nestle, Alpina, Syngenta, Novartis, SIKA

¹³⁷ "Water Footprint: requirements and guidelines"; a low cost project of CHF 496,000.-

¹³⁸ two of the interviewed representatives of the private sector

¹³⁹ Water credit project of GPWI

¹⁴⁰ Apparently, companies are discussing this internally.

¹⁴¹ Geographic, multi-lateral, human security, SDC GPWI

2015, SUNASS also has the chair of the Latin America Association of water regulators. This is likely to give the initiative visibility beyond Peru.

5.4 Equitable access

There is a large potential that the new global approach - the GPWI - can add value to other SDC departments: SDC Regional Cooperation, SDC Cooperation with Eastern Europe, Humanitarian Aid. Programs of the GPWI also lead to direct outcomes and impacts at the level of poverty alleviation. Examples are listed below.

JMP, GLASS, SWA: The Joint Monitoring Program (JMP) of WHO and UNICEF is the official UN mechanism, monitoring progress towards the Millennium Development Goal (MDG), relating to drinking water and sanitation. Data from JMP are the basis for bi-annually Global Analysis and Assessment of Sanitation and Drinking-Water (GLASS). These reports form the basis for bi-annual high-level meetings in Sanitation and Water for All (SWA), a global partnership between developing countries, donors, multi-lateral agencies, civil society and other development partners working together to achieve universal and sustainable access to sanitation and drinking water.

The GPWI was instrumental for the development of this architecture (JMP, GLASS, SWA) and for its branding - "triple A: acquisition, analysis, advocacy". Till now, three SWA conferences were held. In the last conference, the Secretary General of the UN and the director of the WB participated. The commitments of all participating countries are documented and monitored by UNICEF.

The many debates on monitoring might appear to be technical, but they are of high political relevance for shaping global policy. For example, the private sector urged JMP to make a clear distinction between "safe water" and "improved water sources" in its reporting on achievements of the MDGs. Though the JMP report 2012 was cautious and talked only about "improved water sources", UN communication apparently hijacked the data, communicating boldly to the world that the MDG in water supply had been achieved. Many considered this as a clear distortion of the reality¹⁴². The GPWI is engaging in these debates.

SABA: The GPWI saw an excellent opportunity to capitalize on 20 years of experience of SDC in rural water and sanitation in Peru, exerting important leverage effects, by national and international scaling-up of operations. Replication of the intervention model in Colombia is likely. Looking at the websites of regional players and investment banks, the evaluation does not yet note a larger policy effect on the large financing organizations in rural water and sanitation in Latin America. The IADB or national programs in Peru like FONCODES have not yet taken up the SABA model in their operations, at least not in a prominent place¹⁴³.

Geogenic Contaminants: GPWI regularly supports Swiss research teams to become in topics where Switzerland can offer large knowhow, potentially important for global or regional policy dialogues. Geogenic contaminants like Arsenic are an example. The GPWI supports EAWAG/SANDEC in this work, to establish a global Groundwater Assessment Platform (GAP). SDC Regional Cooperation can benefit from this research. Detailed maps for Bangladesh and China are available. This research received high recognition in the scientific journal "Nature" what is considered a big success, with potential policy effects in terms of agenda setting.

Access for the poor: The GPWI also helped to achieve impressive results on the ground, by promoting global and innovative projects, targeted at scaling-up. Examples are: Global Sanitation Fund (GSF)¹⁴⁴, SABA, Safe Water Asia¹⁴⁵, the NGO program, or the Rural Water Supply network (RWSN). All of them have a global or a regional scope. Many

¹⁴² 3 billion people have not yet access to „safe drinking water“

¹⁴³ Result of specific searches on the websites

¹⁴⁴ 7 million people access to sanitation

¹⁴⁵ 150,000 persons with access to safer water, with an investment of CHF 4,880,000.-, according to evaluation in 2012

interview partners argue that a certain volume of field projects and experiences is needed to be a credible partner in policy discussions.

5.5 Swiss voice

Recognizing that many countries had established partnerships among water actors, the GPWI took the lead to establish the Swiss Water Partnership. The platform helps to mobilize Swiss knowhow in the water sector. At present, it has around 75 paying members. It contributes to harmonize policies (NGOs, private sector, academia, Government), and it represents the civil society of Switzerland at Global Water Conferences. It is a resource and sounding board for the GPWI.

The smaller program “Swiss Bluetec Bridge” supports Swiss small and medium enterprises to make their water know-how available for the poor. This is a pilot which needs to be assessed in the broader context.

6. Lessons from a more detailed analysis of projects

In all of the five projects which the evaluation analysed in a more detailed way in a portfolio analysis¹⁴⁶, the GPWI played a key role, not only at the financing but also at the conceptual level. Three of them - SDG Water, replication of the SABA model, water diplomacy in the Nile Basin – provide full evidence that the management of such projects and policy influencing need a lot of resources (manpower, time, continuity over > 6 years)¹⁴⁷. The complexity of these projects is significant, also in terms of political management.

A good example is the **Nile Basin project**, quite typical for water diplomacy:

1. While the GPWI has a regional and trans-boundary water management approach, Swiss Embassies have more a country focus¹⁴⁸. This can lead to disputes and conflicts within the FDFA on priorities for action.
2. A recommendation in a report published by the SFG in the SDC funded project was strongly opposed by the Government of Ethiopia, putting finally the good relationship of SDC and Switzerland with the Ethiopia at stake. The dispute had to be settled at highest political level¹⁴⁹. This was also time consuming.
3. Implementation of the project was for a long time blocked because of political disagreements between the involved countries (mainly Ethiopia, Sudan, Egypt). This is a severe challenge for the planning and budgeting in the GPWI.

The fact that Switzerland could credibly demonstrate with evidence from the field the importance of issues at the negotiation table and the capacity to be present in all key events were key for the success in the **SDG water project**.

In general, the mix of field and policy-related projects is the magical formula to achieve results on the political agenda. Examples are found in the **Suizagua project**. To fully consolidate the ISO norms 14046, there is a need of a technical document which should present concrete examples. Here, the pilots from Colombia and Vietnam are of direct value to keep the ball rolling. Moreover, investments into communication and publicity will be needed. GPWI will have to decide how long it wants to be involved.

To be successful in such processes (**Nile Basin, Water SDG**) it was key that the SDC GPWI has the flexibility to react to opportunities and to handle difficult situations. This need for flexibility appears to be a characteristic of such projects working at the level of policy influencing. Budgets have to be constantly changed and adapted, staff delegated, or seed money rapidly organized if opportunities turn up or if the political context changes.

¹⁴⁶ SDG water, SABA, water diplomacy in the Nile basin, JMP, Suizagua

¹⁴⁷ Estimated expert input of SDC: 50-100%

¹⁴⁸ One of the goals of the Swiss Embassies is to facilitate access of Swiss firms to markets in the respective country. There can be a conflict of interest between programs working on trans-boundary water management and interests of a Swiss firm to construct a dam.

¹⁴⁹ The head of SDC GP had to travel to Ethiopia to calm down the situation.

7. Level of policy influencing

In an estimated 50% of the projects¹⁵⁰, the GPWI achieved results higher level 4 (e.g. policy documents, change in legislation). The others were at least framing debates or getting new issues at the table (level 1).

The GPWI can create momentum at the international and trans-boundary level, beyond of what is possible for other divisions of SDC. In the water sector, this is particularly relevant in water diplomacy and trans-boundary water management. Interviewed persons report that technical ministries (e.g. water), the main counterparts of SDC Regional Cooperation, are often the ones blocking progress in trans-boundary water management. Participation of the Ministry of Foreign Affairs, the main counterparts of GPWI and its allies in the FDFA, can de-block situations.

Policy makers in UN NY see the GPWI as an important and credible resource from which they can take material in policy processes. Policy partners also see the limits of what a small country like Switzerland can achieve. The SDG water was probably the maximum what could be achieved without running into a risk to be isolated by countries which had different agendas in mind. Important meetings are still on the agenda¹⁵¹.

8. Key factors

Together with the interview partners, the evaluation identified a large number of key factors which are important to achieve success at the level of policy making in such a global program:

1. Experiences show that to have policy effects is a very time-consuming work¹⁵². It needs full engagement by highly professional staff, not only from partner organizations, but also GPWI staff. The project partners need committed and competent counterparts in SDC.
2. In all cases, a careful situation analysis at the beginning of the intervention and a step-wise, phased approach were key to achieve results. The selection of the partners was decisive.
3. It is good to be always a step ahead, to be able to take risks, and to be not dogmatic when it comes to selection of partners (e.g. the private sector). Here, administrative flexibility and communication¹⁵³ are key assets to respond to opportunities. Sometimes, it was difficult to plan interventions because they were politically blocked or difficult to plan.
4. Credibility is a key factor. In highly conflictive contexts (e.g. Nile Basin), credibility can be lost easily, not only with the partner countries but also FDFA internally (embassies, SDC). The GPWI has to adapt its strategies to the context: (a) sometimes, only the FDFA is considered a credible partner for negotiation; (b) working with a Technical Assistance (TA) approach and delegating key tasks to implementation partners is not always feasible; (c) physical presence in the region is required (regional advisor).
5. Switzerland, the GPWI, are seen as a reliable, trusted partner, with no hidden agenda. The GPWI also has fast access to financing. Staff is competent and can show practical examples from the field. They have a certain volume of presence in the field. All interviewed persons see this as key assets of the GPWI.
6. Regular consultation with networks like AGUASAN or the Swiss Water Partnership (SWP) helped that Switzerland speaks with one voice. This is important to be credible in international fora.

¹⁵⁰ Analysis of the whole portfolio by the consultant

¹⁵¹ Addis Addeba, September 2015

¹⁵² Achieving the water goal used >50% of the working time of one of the senior staff in GPWI. Apart of that, a whole team of backstoppers and consultants were involved. Policy influencing on the Nile Basin requires the entire time of the Regional Advisor.

¹⁵³ GPWI has continued to communicate with brochures, videos despite the fact that communication was centralized in the FDFA. This had a positive agenda, e.g. in the case of the SDG.

7. Working with a partnership and multi-stakeholder approach leads to results. Partners of the GPWI feel as taken serious. This involves also policy divisions in the FDFA. Global programs are an important resource for the FDFA. Permanent presence in policy fora is required, what can be very time consuming.
8. Switzerland can also use its weight as “Member state of the UN”. In the case of the SDG on water, this was probably more important than its role as a donor.

The evaluation also identified areas, where improvements could be considered to further increase the effectiveness of the GPWI:

1. Considering the number of initiatives in which the GPWI is involved, the number of professionals working in this program is relatively small. This could hamper the capacity to make follow-up in all areas.
2. There are annual peer review meetings (positive), but the partners have no budgets to capitalize with concrete actions after the meetings on opportunities for synergies. It would be good to have such budgets for learning exchanges, eventually at the level of the Department Global Cooperation or of the GPWI.
3. A few partners mentioned that the GPWI initiates ideas but has, afterwards, not sufficient resources to make concrete things happen in the field. The GPWI needs to carefully monitor where this can make it difficult to keep momentum. Eventually, leveraging with SDC Regional Cooperation could be a way out of this dilemma.
4. Virtually all of the interviewed partners had little information about other GPWI initiatives which would, potentially, be relevant for their work. The assumption stays in the room that the GPWI could further increase its impact if it would communicate and mobilize its network more effectively for activities.
5. Interview partners say that the global network, ResEau, does not play the role which it could, particularly in the scaling-up of policy initiatives.

9. Conclusions

The evaluation concludes that the GPWI has achieved remarkable and highly relevant results in terms of influencing global policy and promoting innovations in the water sector. Together with its partners it co-shaped the global water agenda. Thanks to the GPWI and its partners, the influence of Switzerland in global water policy debates is beyond what could be expected in 2008.

The turn-around from a technical service “water and infrastructure” to a GP has been successfully achieved. The SDC water team succeeded to demonstrate with examples (MDG, water diplomacy, private sector, SDG) that water needs not only a local and regional, but also a global approach. Interview partners see the GPWI as highly innovative, taking risks, and adding value to global debates. Here, the GPWI was able to fill gaps.

The GPWI participated actively and at the forefront of policy processes in a large range of relevant themes (clusters). Beside that, it explored new and innovative approaches which were beyond mainstream and not taken-up by other donors or international organizations. Examples are: the dialogue with the private sector at the World Economic Forum (WEF), the building of an international alliance for incorporating the water footprint in business decision making¹⁵⁴, or the exploration of the concept of water credits. Beside policy effects and innovative approaches, a number of projects also were highly effective in reaching poor people.

The GPWI functions like a global network, with regular peer reviews. These partners see the GPWI as highly effective. Peer Review also noted, however, a tendency to invest in too many initiatives, with little capacity to make proper follow-up on policy related processes. This has to be kept in mind, though it needs to be said that the GPWI masters the art of policy influencing well. It identifies relevant themes, selects the best partners. achieves leverage of resources, and maintains good relationship to the policy actors in the

¹⁵⁴ e.g. ISO norm on how to measure the water footprint

FDFA and the Federal Administration¹⁵⁵ to bring the issues at the negotiation table. Diversity in projects is certainly an asset, to be always present with relevant field experience.

The challenge is now to keep momentum. The analysis shows that this could be very time consuming. Though it is true that some of the policy-related tasks can be delegated to partners, senior level inputs from SDC staff with water expertise are permanently required to keep the many balls rolling. Many of the initiatives need in fact 50% working time at least to be kept alive. Taking into account that the GPWI manages its 53 projects with only 5 tasks managers, there is consensus that some consolidation is needed in the forthcoming months. To keep international recognition, it will be crucial to maintain a high level of qualification in the team itself. This includes not only water sector knowhow but also experience in management of policy related processes.

The future for the GPWI is bright and with perspectives. The four components of the GPWI are already quite conform with the four axes of the SDG on water¹⁵⁶. UNWATER is likely to grow in importance. The WB will be launching a Global Water Platform with 400 staff and USD 200 billion investment. The SDG on water will oblige Switzerland to make its contribution to reach the targets. The global network ResEau is established and can become a vehicle for further anchoring initiatives of the GPWI with SDC other SDC divisions.

10. Recommendations

The recommendations listed in Part C, section 3 of this evaluation report are reiterated in the following table.

¹⁵⁵ GPWI chairs for many years the working group on water of the Interdepartmental Sustainable Development Committee (ISDC) of Switzerland

¹⁵⁶ Exception: water resilience

Table 12 GPWI: Key findings, conclusions and recommendations

Key findings	Conclusions	Recommendations
Success factors		
With its water know-how, capacity to make close follow-up on policy processes, and being part of the FDFA, the GPWI has succeeded in being a highly-attractive partner in a large number of relevant policy processes in the water sector. Examples are the SDG, the engagement in UNWATER, the WEF platform for water resource management, and water diplomacy.	Many doors are now open and the targets defined for a SDG water goal. The challenge is now to keep the momentum going, which can be time-consuming and demanding. It also requires a lot of know-how at the technical level (e.g. monitoring of the SDG). This is a challenge as the number of staff in the GPWI is relatively small and as a number of key staff are rotating in 2015.	GPWI R.1: Department Global Cooperation: The GPWI needs sufficient senior staff with water know-how who are capable of leading demanding policy processes at the highest levels. GPWI R.2: Personnel Division: There is a need for a thematic career in the water sector. This could be looked at not only within the SDC but also with partners from the ISDC working group on water.
Working with a partnership and multi-stakeholder approach contributed to policy impacts. The GPWI can build on the experiences and networks of its partners. There are high leverage effects for SDC that could be even further developed.	The GPWI works with prime partners (e.g. Forest Trends, IUCN, WEF, the WB, UNWATER). All express satisfaction with the partnership approach applied by the GPWI. Unfortunately, RésEAU does not play a prominent role in the promotion of innovative approaches developed by the GPWI and its partners in SDC priority countries. It should be more involved.	GPWI R.3: Department Global Cooperation: Methodologies for stakeholder management and running global programs in partnerships need to be further rationalized. GPWI R.4: GPWI Management: There should be some budget for learning and to capitalize on opportunities for synergies that emerge in the peer-review meetings organized by the GPWI for its partners. GPWI R.5: SDC Board of Directors: Options regarding how the SDC Regional Cooperation Department and the SDC Cooperation with the East can capitalize on innovative approaches developed by the GPWI and its partners should be further explored. RésEAU should play here a more active role..
Due to careful analysis of the context, a good selection of partners, and clustering of projects, the GPWI was able to boost innovations where other donors were not yet involved. There was a high level of strategic thinking involved that enabled the GPWI to contribute to topics that are likely to be relevant in the future.	Experience shows that for an initiative to lead to results, engagement over a longer period of time (6-10 years) is necessary. There is now a need for some consolidation to allow GPWI to face upcoming challenges (e.g. global water platform of the WB).	GPWI R.6: GPWI management: The number of projects should be consolidated. In this process, the strategic focus on thematic clusters in the GPWI should be maintained. GPWI R.7: GPWI management: Progress in thematic clusters should be more actively reviewed or evaluated by external experts. Where initiatives are unlikely to lead to policy results in realistic time frames (6-10 years), they should be re-considered for phasing-out. GPWI R.8: GPWI management: The WB Global Water Platform is likely to be a important partner in the future. This will require new resources.

<p>Through evidence-based policy dialogue and leveraging of resources of partners, the GPWI has led not only to policy changes but also to significant results in terms of poverty alleviation. Examples include the Global Sanitation Fund, scaling-up of micro-irrigation and safe water, reducing water risks through new regulations, and compensation of water footprints by firms.</p>	<p>Effects of evidence-based policy dialogue and leveraging of resources of partners are not systematically documented. They are potentially largely under-estimated.</p>	<p>GPWI R.9: GPWI management: The effects of the GPWI at the field level should be more systematically monitored and documented in reports as a basis for the balanced assessment of the value added by this global program.</p>
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The following section compares the GP Strategic Frameworks with what is actually being implemented. The Strategic Frameworks cover similar periods of time, 2013-2017 in most cases, except for GPCC which runs from 2014-2017. This means that GPs are currently in the middle of implementing their Frameworks.

Strategic Framework 2013–2017: Global Programme Water Initiatives

Expected results: 2013-2017

Component 1: Water security in the global agenda: to attach the water security is in the frontline of the priorities of the international global development agenda.

Relevance: Water has been prominently places on the Post-2015 development agenda with 90% of GP's wishes currently in the Open Working Group report. The UN summit is expected to adopt the post-2015 development agenda in September 2015. The system for the monitoring of the SDG water is presently developed,

Component 2: Water Governance: To influence the global policy dialogue in Integrated Water Resource Management fostering water cooperation and promoting equitable and balance socio economic development with gender inclusion and ensuring access for the poor. 2.1 Global commitments, concepts and platforms on water and security contributed to more cooperation and less conflict over resources; 2.2 Tran boundary water management frameworks and cooperation are in place in hotspot regions; 2.3 Data, information and knowledge management is effectual and backs evidence based dialogue and decision-making in water resources and management; 2.4 Tools and concepts for valuing water are adopted widely and contribute to a fairer allocation of available water resources; 2.5 Cooperative platforms have incorporated the private sector

Relevance: Implementation of projects related to indicators 2.1 and 2.2 (water management) is progressing and will be evaluated in summer 2015. Partners such as UNESCO, IUCN or CDE work develop tools and frameworks in the Mekong (Laos, Thailand), in Kenya, Ethiopia, Central America (El Salvador, Honduras) and in Central Asia. Whether water diplomacy will become an issue for the UN is rather unlikely. This means that the initiative is not yet steered by the Swiss delegation at the UN in New York. Regarding indicator 2.3, methods for acquisition of hydrological data with mobile technology. Regarding indicator 2.5, the WEF has established a working group on water resource management 2030. The ISO norm 14046 on how to measure water footprints has been elaborated and adopted. Results from pilot projects with the private sector in Colombia and Vietnam can be used to compile a technical document. The initiative with Forest Trend to boost payment for watershed services led to first, very promising results. The GPWI has not yet started to launch activities in the economics of water as indicated in the strategic plan.

Component 3: Equitable Access: To influence at the global level for improved, equitable access to basic water services and efficient use of water for agriculture. 3.1 Global monitoring, analysis and advocacy, based on gender-disaggregated data, are strengthened to accelerate universal access in rural areas; 3.2 Increased number of people in rural areas world-wide has access to clean drinking water and basic sanitation; 3.3 Innovative partnership models to foster know-how transfer and leverage funds are delivering; 3.4 Human rights to water and sanitation (HRTWS) have clear worldwide implications in practical terms; 3.5 Increased access to more efficient agricultural water management and increased agricultural water productivity. 3.6 Innovative tools and approaches for family agriculture water productivity are applied.

Relevance: Regarding indicator 3.1, efforts for global monitoring lead to an internationally accepted architecture (JMP, GLASS, SWA), fostering also the international dialogue on what needs to be done to boost access for water and sanitation for the poor (indicator 3.3 and 3.4). SABA, the NGO consortium, micro-irrigation or safe water Asia have developed and implemented innovative partnership models which succeeded to leverage funds and effectively reach the poor (indicator 3.3, 3.4, 3.5 and 3.6).

Component 4: SWISS VOICE: To maintain and strengthen the know-how of Swiss players active in the water sector and mobilize them to position Switzerland at the forefront of the international water challenges.; 4.1 SDC has thematic expertise and a dynamic network in water; 4.2 Switzerland is positioned in the multilateral water dialogue by the federal offices.; 4.3 Swiss knowledge, skills and presence is mobilized to be influent and instrumental in water sector developments. 4.4 Influence in the international water debate is leveraged through bilateral coalitions and strategic networks.

Relevance: SDC chairs the working group on water of the Interdepartmental Sustainable Development Committee (ISDC) of the Swiss Government (indicator 4.2). AGUASAN continues to be a vibrant thematic network (indicator 4.1). The GPWI provided seed money for the establishment of a Swiss Water Partnership which has already > 70 members and represents Switzerland at international conferences such as the Stockholm Water Week (indicator 4.3). Regarding indicator 4.4, the GPWI succeeded to engage in global networks which have the capacity to leverage resources and to influence international water debates.

Strategic Framework 2013–2017: Global Programme Food Security

Expected results: 2013-2017

Component 1: Sustainability of agricultural production and innovation systems; Target 1.1: Strengthen agricultural research for development (AR4D); Target 1.2 Strengthen Agricultural Innovation Systems.

Relevance: Component 1 relates to agricultural research and is the area of GPFS, which shows in GPFS' portfolio most projects inherited from the former "Natural Resources and environment" section: Rice research, CABI and FiBL. This component includes core funding to CGIAR, comprising 30% of GPFS' 2014 budget. Both targets are well covered under the project portfolio.

Component 2: Completing claims on natural resources; Target 2.1: Improve the formulation and implementation of regulatory frameworks on governance of land and other natural resources from a food security perspective; Target 2.2. Improve networking, the formulation of policies and awareness building to combat desertification and to fight other forms of land degradation; 2.3 Promote technological and financial approaches to reduce water consumption of agricultural production.

Relevance: For target 2.1, the formulation and implementation of regulatory frameworks on governance of land and other resources, GPFS funds for example the CFS Secretariat where a staff member is placed. Results from the CFS are the Principles for Responsible Investment in Agriculture and Food Systems (PRAI) where Switzerland led the negotiations in Rome and the Voluntary Guidelines for responsible governance of land tenure regimes. GPFS' project partners ILC and Biovision work on supporting the implementation of those principles and guidelines. Other projects not assessed in detail as part of this evaluation, which contribute to target 2.1 are the project titled "Securing access to land and natural resources" and a project implemented by UNECA. Overall, GPFS dedicates a larger cluster of projects to target 2.1.

In the area of land degradation, GPFS supports the United Nations Convention to Combat Desertification (UNCCD). Following strong GPFS engagement and commitment from GPFS,

WOCAT is now the official knowledge management platform for UNCCD. Funding for the element to strengthen civil society engagement in UNCCD processes (DRYNET) was terminated in 2014.

Work on the reduction of water consumption is addressed for example through a small contribution to Helvetas for rice and cotton water efficiency. Support to IFAD projects in the water sector was terminated in 2012. This seems not the main focus under component 2.

Component 3: Stable access to sufficient nutritious foods; Target 3.1: Support improved dietary diversity; 3.2: Reduce post-harvest losses at household and community level; 3.3: Improve resilience of small farmers to climate change and external shocks; 3.4 Increase participation and influence of food insecure groups on food security policies and normative frameworks at all levels

Relevance: Component three on nutrition is a new area of work for GPFS and engagement started from about 2010 onwards. The support for the “Scaling up nutrition” movement with its secretariat in Geneva and New York contributes to target 3.1. GPFS also funds Bioversity for improving seed systems for smallholders and this also relates to target 3.1.

The target 2.1 on food loss/post harvest management is supported through a cluster of projects and this is an area where GPFS is particularly active, though through smaller projects between CHF 1m and CHF 2m.

The “RIICE” project on harvest forecasting and insurance is aligned to target 3.3, as seems the project “African Risk Capacity”.

Projects under target 3.4 were not assessed in detail for this evaluation but this corresponds to the “right to food” agenda.

Component 4: Policy coherence for food security and nutrition; 4.1 Improve the effectiveness of the global architecture for food security and nutrition; 4.2 Advocate for international trade and investment regime that targets food security and nutrition, particularly in low income food deficit countries; 4.3 Promote the integration of a food security lens in Swiss policy sectors.

Relevance: Overlaps between component 2 and 4 show s both components are thematically closely related. GPFS addresses target 4.1 and 4.2 through supporting for example the UN Secretary Generals Special Representative and his work with the HLTF and CFS. Again, Biovison plays a role at the country implementation. Projects contributing to target 4.3 were not analysed in detail for this evaluation. GPFS project support to the not-for-profit organization FIAN falls under target 4.3

Strategic Framework 2014–2017: SDC Global Programme Climate Change

Expected results: 2014-2017

Component 1: Multilateral climate change processes and funds-fair burden sharing; Outcome 1.1: The results of the global Climate Change (relevant policy) processes support sustainable development: Outcome 1.2: Global Climate Change Finance mechanisms are established and adequately reflect the needs of developing countries.

Relevance:

- 1.1 This is indeed the case and it could be argued that otherwise sustainable development would be most significantly impeded.
- 1.2 GPCC is the key element in providing the Swiss climate finances as decided by the Federal Council and Swiss Parliament consistently with the international agreements at CO16 reached in Cancun, Mexico. Moreover, staff of GPCC was most successful in becoming a board member of GCF (Anton Hilber) and the Adaptation Fund (Yuka Greiler) after having been on the board of the GEF. This is a most remarkable success story, even in absolute terms irrespective of the size of Switzerland.

Impact hypothesis can largely be confirmed.

Component 2: Climate Change mitigation-fighting the causes; Outcome 2.1: Target groups have access to cleaner and (more) sustainable energy services; 2.2 Energy production and delivery (processes) are more efficient in targeted domains; 2.3: Sustainable land use systems that reduce or store greenhouse gas (GHG) emissions, such as avoided deforestation and reforestation, are in place.

Relevance:

- 2.1 Targeted groups have access to cleaner and more sustainable energy services (Chile, China) at remarkable scale, since Swiss engagement has been able to significantly influence domestic legislation on air pollution that is effective in the entire countries.
- 2.2 Energy production has less been affected, since those projects did not reach the same relevance as aforementioned ones. However, consumption processes including manufacturing ones have been successfully reduced green house gas emissions.
- 2.3 Sustainable land use systems, notably in the forestry sector, have been successfully set up and are effective in several regions.

Impact hypothesis can largely be confirmed.

Component 3: Climate Change adaptation- preventing and treating the symptoms: Outcome 3.1: Targeted communities are resilient to extreme events and slow onset disasters; 3.2 Integrated climate-resilient water management approaches are applied by targeted groups to ensure water security; 3.3 Sustainable, climate-resilience agricultural production contributes to global food security.

Relevance:

- 3.1 In several mountain areas communities are significantly more resilient to extreme events and natural disasters such as outbursts from melting lakes of glaciers. Risk management schemes have been put in place and are successfully working.
- 3.2 Several watersheds have reduced the water footprint thanks to SDC supported activities and have hereby helped to increase water security.
- 3.3 Thanks to improved water management and biodiversity engagement also agricultural production has become more climate resilient and hereby helps to increase food security.

Impact hypothesis can largely be confirmed.

Component 4: Knowledge management-learning together: Outcome 4.1: Sound CCM/CCA state-of-the-art fundamentals including climate data and services are established and accessible; Outcome 4.2: Decision makers, relevant partners and institutions are aware of sound climate knowledge and experiences and take them into account in their daily work.; Outcome 4.3: Climate Change-relevant knowledge and experiences (know- and do-how) are shared and applied by concerned SDC units / staff and external partners.

Relevance:

- 4.1 Many expert exchanges have become possible and were supported by GPCC, e.g. in clean air policies where also much technical expertise was transferred (CCM). Similar successes took place in adaptation for mountain communities (CCA).
- 4.2 Many GPCC projects have helped to provide state-of-the-art knowledge up to the highest government levels where they have influenced greatly country-wide domestic legislation.
- 4.3 Climate change relevant knowledge, e.g. from ETH Lausanne, University of Zurich and other institutions with know-how and experiences in the field of climate change

were exchanged and made accessible to partners involved in several regions (Asia, Latin America).
Impact hypothesis can largely be confirmed.

Strategic Framework 2013–2017: Global Programme Migration and Development Expected Results 2013-2017

Component 1: Shaping the global migration and development agenda: The GPMD actively participates and influences the global dialogue on M&D and selected topics related to its portfolio and focusing on policy implementation. It supports the creation and sharing of knowledge on specific M& D topics.

Relevance: GPMD is clearly shaping the migration and development agenda, especially at a global level. It actively supports the GFMD, the High Level Dialogue on Migration and Development and more. GPMD focused closely on topics related to its portfolio like policy coherence and decent work. It supports the creation of new knowledge via support for the Global Knowledge Partnership for Migration and Development and specific research projects.

Component 2: Labour migration-support to the Decent Work Agenda: The GPMD supports the access to rights and justice for migrants and international standards for decent working and living conditions. It advocates for transnational accountability and effective and coherent labour migration policies with improved labour markets matching schemes in order to make regional mobility more effective for development.

Relevance: GPMD is working on this component via its work with the ILO, particularly in South Asia and the Middle East.

Component 3: Enhance Migrants' Contribution to Development: The GPMD promotes the potential of migrants for sustainable development through improved framework conditions in countries of origin and transit and destination and through selected innovative initiative of migrants associations/or partners.

Relevance: GPMD is currently working help better link up the diaspora and to create an enabling environment for them to be more productive, especially via networks and platforms.

Component 4: Integration of Migration into Development Planning: The GPMD advocates for and supports the integration of migration and development planning in specific sector policies in selected countries (within the framework of PRS) at national and local levels and within international organizations.

Relevance: THE GPMD supports a large Mainstreaming program run by UNDP and IOM. The first phase was rolled out in four countries and was so successful that it has been expanded to another four.

Component 5: Coherence for Development in Swiss Migration Policy: The GPMD contributes to the implementation of the new Swiss external migration policy in promoting win-win situations where Swiss development interests match domestic migration ones and brings into the IMZ-platform the development perspective.

Relevance: GPMD contributes to Swiss migration partnerships. They also contribute to the IMZ credit of the SEM (2012-2015). They also have activities in "priority" countries of the SEM which are within the range of the strategy 2013-17.

Annex 14 Examples of GP results along the policy influencing results chain

	Shaping ideas	Discursive commitments	Procedural change	Policy content	Behaviour change	Changes in people's lives
Global Programme Climate Change	Regular leadership (e.g. by chairing contact groups (GEF, KP), sometimes even at the ministerial level) in managing climate finances in a manner that focuses on results and maximal fund mobilisation in coordination with other Swiss actors (BAFU, SECO) and other donor countries.	GPCC staff are elected by WEOG into the Adaptation Fund Board (2008-present) and other climate finance instruments such as the GEF (Council Member) and the new GCF	The long engagement wins respect for financial “wizardry” of Swiss experts enabling them to influence rules and guidelines including practice of decision making in the various climate finance instruments (e.g. rules and guidelines for national adaptation plans (NAPs) including their financing, reporting, monitoring, and evaluation)	Consistent and on-going influencing of climate finance disbursement towards effective and result oriented spending (adaptation, mitigation) and maximizing leverage and mobilization of additional resources including involvement of private sector (e.g. GEF, Adaptation Fund); or important contributions to UNFCCC processes/bodies such as Nairobi Work Programme (collaboration with GPFS), Loss and Damage, Adaptation Committee)	Policy recommendations, e.g. on co-financing (Fifth Review of the Financial Mechanism, GEF-6); or based on Cancun Adaptation Framework (CAF) supporting developing countries, notably Least Developed Countries, e.g. in Asia or Latin America (mountainous regions), to formulate and implement national adaptation plans (NAPAs, NAPs); or mitigation actions such as Low Carbon City Programme (LCCC) in China resulted in “Green Building Action Plan” plus supporting several DCs in developing their mitigation action plans (MAPS) including Nationally Appropriate Mitigation Actions NAMAS (e.g. Peru, Andes)	Adaptation reduces vulnerability (sensitivity, exposure) of population, notably the poor, which contributes combined with mitigation to reducing the negative impact of climate change and concomitant pollutions, notably in Asia and Latin America benefitting a very large number of people (e.g. LCCC in China or direct mitigation in India) on a long-term basis
Global Programme Food Security: example “Diversity of nutrition systems and biodiversity”		GPFE engagement in specific projects: SUN (2011), SN4A (2014), AVRDC (school gardens, 2012) to initiate policies	Creation of a community of practice as a new space for cooperation and exchange	African Union summit Malabo Declaration as proof of policy change at AU level	National level policy implementation: Ethiopia (part of SDC regional strategy), Burkina Faso, Benin (with SCOs), Mozambique, Uganda, DRC	Post harvest management in Central America with evaluative evidence of impact, SDC left 15 years ago; now up-scaling in Africa
Global Programme Health Example Research and Development, CEWG	Chairing CIPIH - followed by Membership of WHO Executive Board - leadership through shaping approaches to CEWG	Resolutions in the WHO EB and WHA - linking this to supporting product development partnerships	Initiating pooled funding commitments and R and D global observatory in the context of WHO CEWG	Continuous influence on policy content through chairing working groups, providing strategic core funding	First funder of demonstration projects under CEWG - work to pull in other funders for CEWG as well as PDPs	Research on neglected tropical diseases and better access to medicines and diagnostics improves the lives of the most disadvantaged
Global Programme	8 countries have made	8 countries have	8 countries have	Beginning of	Diaspora is now being	

<p>Migration and Development</p> <p>Mainstreaming Migration into Development planning</p>	<p>commitments in this area (Morocco, Tunisia, Moldova, Jamaica, Kyrgyzstan, Serbia, Ecuador, Bangladesh)</p>	<p>changed the way they work to mainstream migration into their development planning</p>	<p>changed their policy content to put more focus on migration and development</p>	<p>implementation in this policy area in the countries involved</p>	<p>engaged in several countries There is a trickle-down effect to bettering the lives of migrants and their families who stay behind</p>	
<p>Global Programme Water Initiatives</p> <p>Example: Water Footprint (WFP) concept development and implementation; including initiative for Water Benefit Certificates (WBC)</p>	<p>GPWI, together with Federal offices of Agriculture and of Environment launch initiative for ISO standard on how to measure water footprint (2009) GPWI launches, together with private firms and research institutes pilot projects in Colombia (2009), Chile, Peru (2012) and Vietnam (2011). GPWI launches innovative concept of Water Benefit Certificates (2011) GPWI launches design of global initiative (2015)</p>	<p>In Colombia, 11 multinational companies are part of the initiative (since 2009) In Chile and Peru, regional “do-tanks” established; 12 influencing regional companies participate (since 2012) In Vietnam, Nestlé, the main off-taker of Robust coffee, co-finances studies and projects and is partner of SDC (since 2011)</p>	<p>ISO norm 14,046 how to measure water footprint is adopted and published (2014)</p>	<p>In Colombia, WFP becomes an element of the Government policy for integrated water basin management (IWRM). Globally, material from GPWI pilots from Latin America and Vietnam are the basis for the editing of the technical documentation for the ISO standard 14,046 In Vietnam, the MARD recognizes study results and acts for immediate action (2013)</p>	<p>In Colombia, 120 entrepreneurs attend and pay for workshop on WFP (2014). In Vietnam, topic enters training of extension workers in agriculture (2013). In all countries mentioned, tools for WFP measurements are more and more used.</p>	<p>Latin America: in 27 companies participating in the program, water consumption reduced by 12%, hereby reducing stress on water in rural areas. Colombia: 150 ha were planted (trees) and 5000 school children educated in water and waste management. Vietnam: 50,000 small-scale farmers get access to improved coffee plantation techniques, suitable to achieve quality and labelling standards in the future.</p>

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