

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 UNFCCC¹ 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 bodies² 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 IPCC³, UNEP⁴, WMO⁵, FAO⁶, and WHO⁷ and several other Multilateral Environmental Agreements (MEAs) such as UNCCD⁸, CBD⁹, 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

¹ The United Nations Framework Convention on Climate Change

² E.g. the SBSTA (Subsidiary Body for Scientific and Technological Advice) and SBI (Subsidiary Body for Implementation)

³ Intergovernmental Panel on Climate Change

⁴ United Nations Environment Programme

⁵ World Health Organization

⁶ Food and Agriculture Organization of the United Nations

⁷ World Health Organization

⁸ The United Nations Convention to Combat Desertification

⁹ The Convention on Biological Diversity

international negotiations as conducted by Switzerland is with the FOEN¹⁰, neither with the SDC¹¹ nor the GPCC. Moreover, several other administrative departments from the Swiss Federal Administration are in a similar role, i.e. FDFA¹², SECO¹³, DETEC¹⁴, and FOAG¹⁵. 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

¹⁰ Federal Office for the Environment of Switzerland (Bundesamt für Umwelt BAFU der Schweizerischen Eidgenossenschaft)

¹¹ 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)

¹² The Federal Department of Foreign Affairs (Das Eidgenössische Departement für auswärtige Angelegenheiten - EDA)

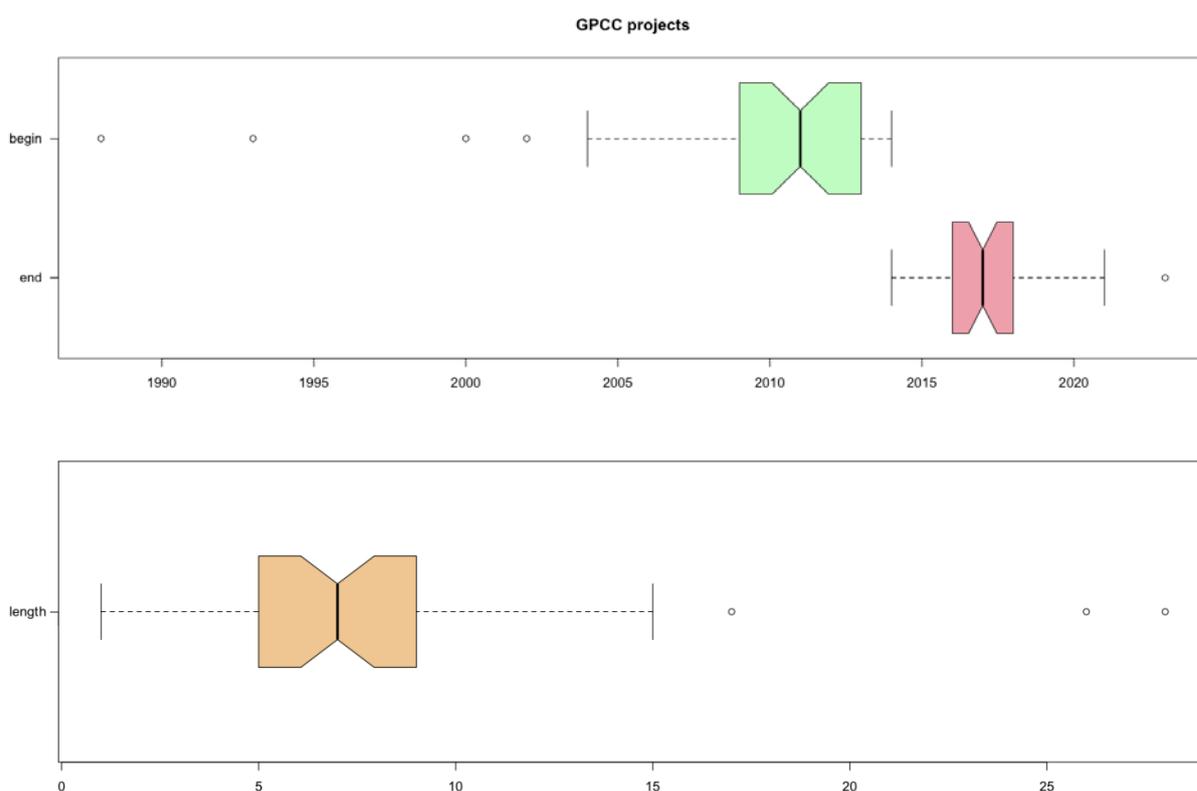
¹³ State Secretariat for Economic Affairs (Staatssekretariat für Wirtschaft)

¹⁴ The Federal Department of the Environment, Transport, Energy and Communications (Das Eidgenössische Departement für Umwelt, Verkehr, Energie und Kommunikation - UVEK)

¹⁵ 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, UNFCCC¹⁶, Fischlin et al., 2015; IPCC, 2014a).

Figure 1 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

¹⁶http://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 (NAMAs¹⁷) in developing countries including countries with emerging economies.
- Board membership of important climate funds (GCF¹⁸, Adaptation Fund, GEF¹⁹).
- 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. MAPS²⁰, workshops and conferences within or with a focus on developing countries, e.g. COP20, Lima, Peru and surrounding activities).

¹⁷ Nationally Appropriate Mitigation Actions (<http://unfccc.int/focus/mitigation/items/7172.php>)

¹⁸ Green Climate Fund

¹⁹ The Global Environment Facility

²⁰ 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 GEF²¹ 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 (CCAC²²)²³. These initiatives are active in China, India, and Chile and other Latin American partner countries (brick production, diesel particle filters²⁴). 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.

²¹ Global Environment Facility is a partnership for international cooperation where 183 countries work together with international institutions, civil society organizations and the private sector

²² www.ccacoalition.org

²³ 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.

²⁴ 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 Parliament²⁵. 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) TOOL²⁶ 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+²⁷ 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

²⁵ <http://www.climateparl.net>

²⁶ <https://www.shareweb.ch/site/Disaster-Resilience/tools-and-training/cedric-tool>

²⁷ 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 a 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 1 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.

