

Global Programme Food Security (GPFS)



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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

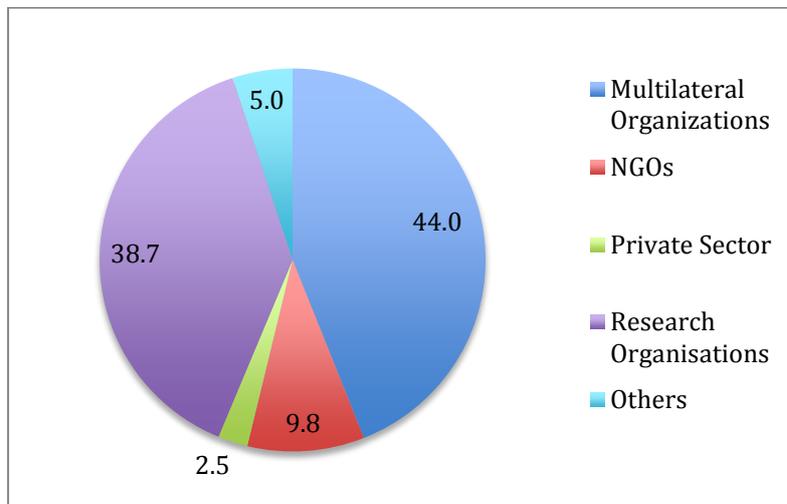
The GPFS was constituted in the context of the global food security crisis in 2007/08 and issues were followed-up at the G8 in L’Aquila at the time. Food security was gaining momentum after years of neglect and international community turning away from agriculture. While no single global authority exists 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 1 GPFS portfolio disbursement by type of partner (in %)



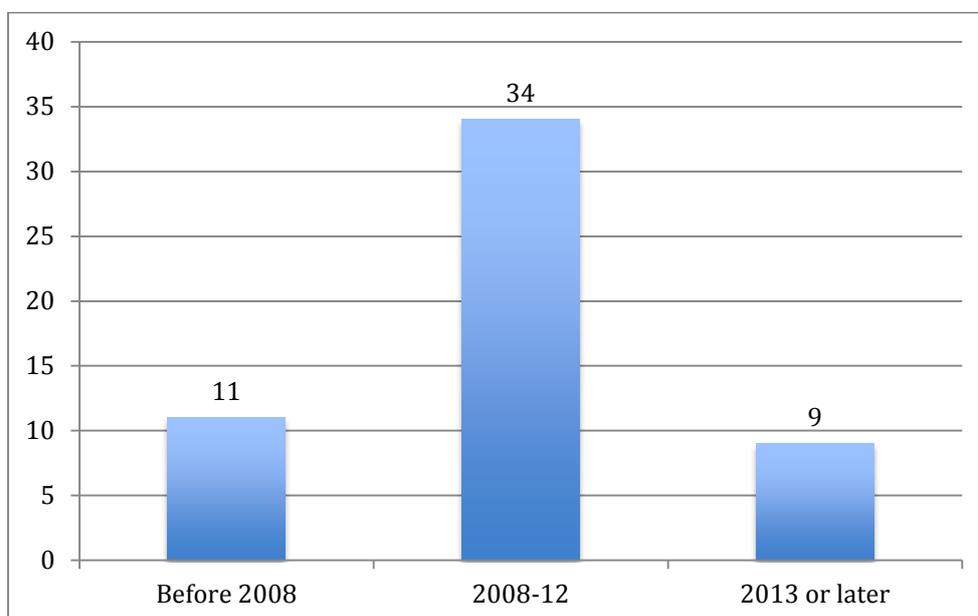
GPFS disbursed CF 190,9m between 2010 and 2014 with 54 active projects in the project portfolio¹. Figure 17 shows that contributions to multilateral organizations amounted to

¹ 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 2 Number of GPFS projects by starting date



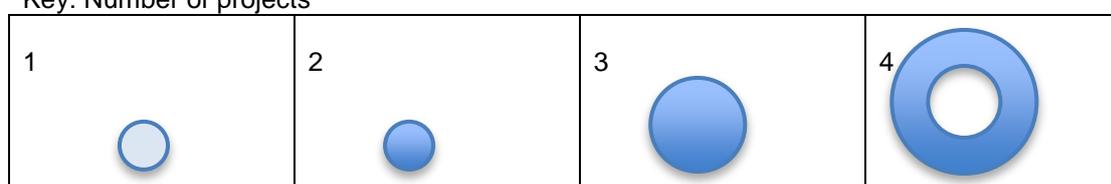
Eleven projects in GPFS' portfolio started before 2008 (20%), 34 were launched between 2008 and 2012 (63%) and 9 projects 2013 or later (17%).

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 3 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.²

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

² 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 4 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.

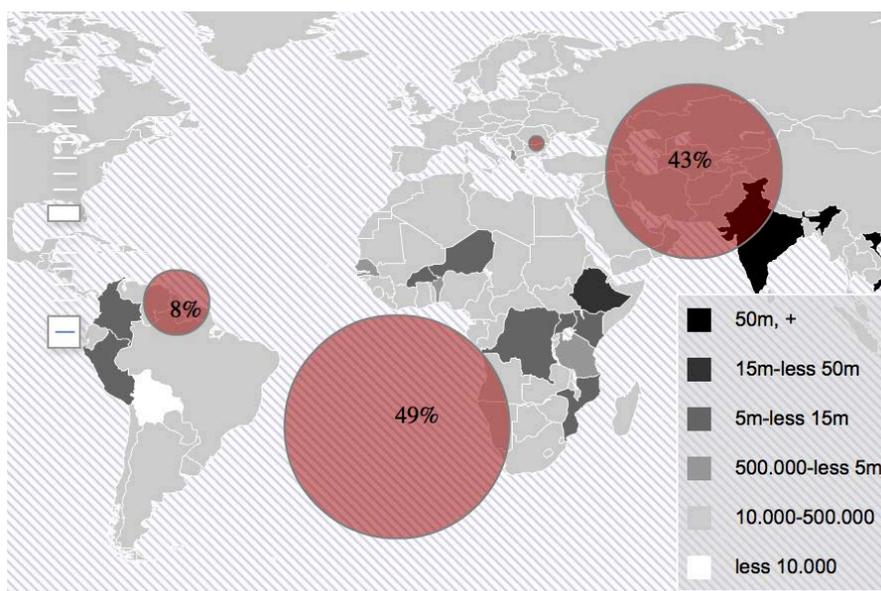
In the case of IFAD, SDC contributed to influencing the organization in a way that the food loss agenda is addressed in at least 5 IFAD country programmes without direct GPFS funding.

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 5 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 Minster of Cambodia, an agreement on harvest prognosis was prepared and the government's signature of the agreement is pending.

Figure 6 GPFS clusters and number of beneficiaries³

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 ⁴
		Colombia	Internally displaced people	5,700,000 ⁵
		Niger	Rural population	14,582,413 ⁶
		Peru	Indigenous people	13,566,570 ⁷
		Tanzania	Pastoralists	2,200,000 ⁸
Ibid	Biovision	Ethiopia	Farmers	37,030,000 ⁹
		Kenya		14,510,000 ¹⁰
		Senegal		4,510,000 ¹¹
Agricultural research	FiBL	Bolivia	Cocoa farmers	8,000 ¹²
		Kenya	Organic farmers	300,000 ¹³ (included in "farmers, Kenya")
		India	Cotton farmers	50,000,000 ¹⁴
Post harvest Management	Various	Benin	Farmers	1,780,000 ¹⁵
		Burkina Faso	Farmers	7,430,000 ¹⁶
		DRC	Farmers	14,380,000
		Ethiopia	Farmers	See above for Ethiopia
		Mozambique	Farmers	9,790,000 ¹⁷
		Uganda	Farmers	12,540,000 ¹⁸
Harvest forecasting and insurance	SARMAP	Vietnam	Rice farmers	54,000,000 ¹⁹

Source: A. Engelhardt, 2015

³ Based on five projects evaluated

⁴ <http://www.sida.se/English/where-we-work/Europe/Albania/examples-of-results/One-million-farmers-given-the-right-to-cultivate-forests-and-pastures/>

⁵ <http://www.unhcr.org/pages/49e492ad6.html> (June, 2014)

⁶ <http://data.worldbank.org/indicator/SP.RUR.TOTL> (Niger, 2013)

⁷ <https://www.cia.gov/library/publications/the-world-factbook/geos/pe.html> (Estimation, July, 2014)

⁸ 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

⁹ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=238

¹⁰ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=114

¹¹ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=195

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

¹³ Credit proposal, FiBL long-term experiment, Phase 3, 2015-2018

¹⁴ https://www.icac.org/econ_stats/country_facts/e_india.pdf

¹⁵ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=53

¹⁶ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=233

¹⁷ http://faostat.fao.org/CountryProfiles/Country_Profile/Direct.aspx?lang=en&area=144

¹⁸ <https://www.farmafrika.org/uganda/uganda>

¹⁹ <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 33m²⁰. 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

²⁰ 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)²¹ and six years after the famous Badgley et al. (2007)²² 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"²³.

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

²¹ IAASTD (International Assessment of Agricultural Knowledge, Science and Technology for Development), 2009: Agriculture at a crossroads. Island Press, Washington D.C.

²² 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.

²³ Studer C., 2014: External Evaluation of SysCom Project 2013, page 3

8.000 families were engaged in cocoa cultivation in general in Bolivia in 2011²⁴. In India, about 46.6m farmers produced cotton in 2007/08²⁵ 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 cycle²⁶.

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.

²⁴ <http://bolivianthoughts.com/2011/12/11/competitive-organic-bolivian-cocoa/>

²⁵ https://www.icac.org/econ_stats/country_facts/e_india.pdf

²⁶ <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.

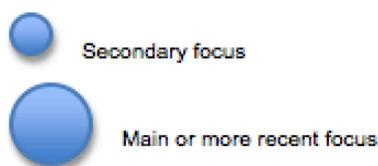
In fact, the 2011 project proposal states that “there is still a limited understanding of rural advisory services and their contribution to poverty reduction and growth. Overall, evidence-based approaches and policies are missing²⁷.”

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 7 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.

²⁷ 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 factor²⁸. 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.

²⁸ 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)²⁹ 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.

²⁹ SDC, 2014: Country Evaluation. Cooperation Strategy Tanzania 2011 – 2014, page 11.

Table 1 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). Agricultural research suggested by GPFS to be evaluated lacked a clear poverty or policy focus.	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).		
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>
