

Evaluation of the Strategic Partnership between HSD & swisspeace

Evaluation Report

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ACRONYMS

B&P	Business & Peace
CAS	Certificate of Advanced Studies
CR	Conciliation Recourses
CSPM	Conflict Sensitive Project Management
CSS	Centre for Security Studies, ETH
DAC	Development Assistance Committee of OECD
DCAF	Centre for the Democratic Control of Armed Forces
DwP	Dealing with the Past
EIP	European Institute of Peace
EU	European Union
FAST	Early analysis of tense situations and fact finding
FDFA	Federal Department of Foreign Affairs
FIFG	Bundesgesetz über die Förderung der Forschung und der Innovation
FP	Focal Point
GC	Geneva Call
GCSP	Geneva Centre for Security Policy
GPP	Geneva Peacebuilding Platform
HD	Centre for Humanitarian Dialogue
HSA	Human Security Advisor
HSD	Human Security Division
IA	International Alert
ICG	International Crisis Group
ICT	Information and Communications Technology
IGAD	Intergovernmental Authority on Development
KOFF	Centre for Peacebuilding (Kompetenzzentrum Friedensförderung)
M&E	Monitoring & Evaluation
MAS	Master of Advanced Studies
MdP	Maison de la Paix in Geneva
MSP	Mediation Support Project
NGO	Non-Governmental Organization
NOREF	Norwegian Peacebuilding Resource Center
OECD	Organisation for Economic Cooperation and Development
OSCE	Organisation for Security and Cooperation in Europe
SAS	Small Arms Survey
SDC	Swiss Agency for Development and Cooperation
SECO	State Secretariat for Economic Affairs
SERI	State Secretariat for Education Research and Innovation
SNSF	Swiss National Science Foundation
SPTC	Swiss Peacebuilding Training Course
SSR/SSG	Security Sector Reform/Security Sector Governance
ToC	Theory of Change
ToR	Terms of Reference
UN	United Nations
UNMSU	United Nations Mediation Support Unit
UNSG	United Nations Secretary General

Executive Summary

The Human Security Division (HSD) of the Federal Department of Foreign Affairs (FDFA) commissioned the Innovabridge Foundation to evaluate its strategic partnership with the Swisspeace Foundation since 2010. The Evaluation found that the partnership is generally a relevant, effective and efficient instrument for Switzerland's peace promotion policy and related activities. Sustainability and impact of the partnership could not be assessed, as the evaluation did not collect a sufficient amount of relevant data.

The strategic partnership is contextually and thematically relevant as swisspeace is the only institutionally independent actor with research and action capacity for peacebuilding in the German-speaking part of Switzerland. This is of high importance, as the German-speaking part of Switzerland does not have the high identification with international civilian peacebuilding as compared to the "Arc Léman" with Geneva, the international hub for Humanitarian Policies, Human Rights and Peace Promotion. The geographic and cultural closeness of the strategic partners has led to a frequent exchange of staff and an informal way of generating ideas and getting things done. The strategic partnership gains added value through the research branch of swisspeace and its postgraduate courses on a University level.

Overall, interlocutors comment favorably on the contributions and performances delivered by swisspeace and assess the swisspeace efficiency and value for money ratio as high. The partnership proved the capacity and high flexibility to mount strategic encounters (e.g., mediating between Syrian non-armed opposition and the Joint Arab League-United Nations Special Representative for Syria) or providing high-level support to mediation processes (e.g., to the Intergovernmental Authority on Development (IGAD) for high level mediators on South-Sudan). However, the partnership, apart from exceptions, does not have strong direct field activities, as swisspeace is rather a research-based consultancy for actors in the field.

Strong aspects of the cooperation between HSD and swisspeace are its flexibility, dynamism and complementarity. Both partners seem to benefit mutually from the partnership. HSD benefits through swisspeace's knowledge-transfer and thematic expertise, which helps to develop and shape aspects of HSD's work, i.e., addressing methodological, operational, and policy issues in the field as well as providing access to civil society actors. Swisspeace benefits by getting opportunities to build its credibility through operational activities in the field, provide support to direct field activities, exposure to state actors and political processes and opportunities to validate its research with practice. While HSD does not heavily finance the core research activities of swisspeace or the development of the swisspeace Academy, it profits from these activities since they positively impact the relevance of swisspeace as an institution as well as its standing in the wider context of Swiss and international peace promotion policies.

However, in terms of constraints/challenges, while the partnership heavily engages in lively interaction on project and program levels, it hardly does so when it comes to strategic focus, debate and joint strategy development. Based on feedback from HSD staff and 'outside' stakeholders, there is also a lack of transparency of what the partnership entails and what the role of each partner is, leading some to believe that swisspeace is simply a 'service provider' or 'backoffice of HSD'. Moreover, the absence of sufficient M&E arrangements make it difficult to monitor and assess the partnership's activities and to what extent set goals and visions have been reached. Also, the contractual process of the partnership could be improved as it currently involves high transaction costs and creates insecurity in long-term staff planning for swisspeace. Lastly, KOFF's role and purpose may need to be refined to maintain future relevance.

1. Background and Methodology

The Evaluation is based on the message to Parliament's requirement to regularly evaluate institutions maintaining strategic partnerships (Message p. 59) and on item 1 of the credit proposal 18 December 2013, which asks for an evaluation of the partnership in 2014.

1.1. Historical and Legal Background

The "**Schweizerische Friedensstiftung – swisspeace**"¹ (hereafter referred to as "swisspeace") was founded at the wake of the collapse of the Soviet Union on December 5, 1988. The Foundation's mission statement has slightly changed over time, and today is formulated as follows:

Die Stiftung bezweckt, die schweizerische Friedens- und Sicherheitspolitik in Forschung, Konzeption, Ausbildung, Beratung und Kommunikation mitzugestalten sowie bei ihrer Verwirklichung mitzuwirken. Sie kann sich an Kooperationen beteiligen und selber Organisationen gründen.

swisspeace is a practice-oriented peace research institute. It consists of five programs: Dealing with the Past (DwP), Mediation, Stathood & Conflict, Peace Assessment and Impact, Business & Peace. In addition to these programmes, swisspeace works also on the topic of gender and peace building. The organization promotes research and trainings through its collaboration with the University of Basel. It works with senior researchers and PhD students on a number of long-term research projects linked to its thematic topics. With the swisspeace Academy it provides practice-oriented training at post-graduate level. It links research with practice. In its practice oriented work swisspeace provides services and capacity building support through its programmes and KOFF to Swiss and international state and non-state actors. swisspeace also works on providing platforms for state and non-state actors to exchange on different peacebuilding issues. Finally, swisspeace is actively engaged in communicating peace and conflict related issues to the wider Swiss public.

The **Human Security Division (HSD)** of the Federal Department of Foreign Affairs (FDFA) was developed out of the need to focus Switzerland's activities related to civilian peace promotion and the promotion of Human Rights under Article 54/2 of the Swiss Constitution and the Federal Law for Civilian Peace Promotion and the Strengthening of Human Rights (December 19, 2003; SR 193.3). The Law foresees to regularly provide a framework credit. The actual credit is based on a parliamentary decision, and currently provides 310 Million Swiss Francs for the period from 2012 to 2016. Article 3 of the Law foresees the possibility to provide financial contributions and Article 6/2 allows delegating implementing tasks to institutions of Swiss private or public law or to individuals ("natürliche Personen").

Over time, HSD developed thematic and geographic focuses. Thematically it engages with its own capacity in "Mediation", "Election Support" as well as "Religion, Conflict and Politics". DwP is organized as a Task Force directly under the Director of the Division. Geographically the Division supports activities mainly in Southeastern Europe, Nepal, West- and Central Africa, Great Lakes, Horn of Africa and Columbia. A special Program is set up for the Middle East and North Africa. Multilateral Peace Policy engages with the UN and for specific diplomatic peace initiatives. Other activities focus on violence prevention and the security sector where it cooperates mainly with the three Geneva Centres (GCSP/GICHD/DCAF).

1.2. Strategic Partnership

According to available documentation, KOFF was established in 2001 as a project of swisspeace. KOFF is constructed under the member ownership ("Trägerschaft") of swisspeace, the SDC, HSD and 45 Swiss (mainly Swiss-German) NGOs. Apart from providing inputs for the "owners" on DwP, "Gender and Peace Promotion" as well as "Methodological Capacity" KOFF also provides a platform to strengthen peace promotion capacity and the exchange between state and non-state peace promotion activities and actors. An important space in the KOFF deliverables is the topic of "conflict sensitivity" which was, during the running project period, further developed and includes also the

¹ Official name in the commercial registre

dimension “Working in fragile situations”². Up until 2011 KOFF has been the strategic partner for HSD, this has changed with the re-organization of swisspeace and the new swisspeace strategy for 2011 to 2015. Since 2012 HSD has established a strategic partnership with swisspeace, thus replacing its strategic partnership with KOFF. The rationale for switching the strategic partnership from KOFF to the Foundation lays in the institutional logic, swisspeace being the institutional frame for different cooperations with HSD. At the same time, HSD in 2013 reiterated its commitment to fully fund KOFF as a separate project based on a “Mittelfrist Konzept” for 2012 to 2015. Up until 2012 KOFF was *nominally* the strategic partner of HSD. The strategic partnership with swisspeace however arguably included de facto also the other thematic areas where the partners developed cooperation over time.

HSD also runs other strategic partnerships where it provides core funding³. The actual message to parliament defines a strategic partnership as follows:

Ein strategischer Partner muss in erster Linie einen Mehrwert auf höherer politischer Ebene schaffen. Er kann zum Beispiel Zugang zu wichtigen Akteuren verschaffen, zur Bildung von Allianzen beitragen, besonders relevante Erkenntnisse liefern, zentrale strategische Ideen vorbringen, testen und verbreiten, Ansatzpunkte für bilaterale oder multilaterale Aktionen identifizieren, unsere Methoden besser bekannt machen und weiter entwickeln oder einen Beitrag zur Stärkung des multilateralen Systems leisten.⁴

Related to how the relationship with strategic partners work, the afore mentioned message to Parliament states:

Die Kriterien einer strategischen Partnerschaft sind in einer Mittelfriststrategie festgehalten. In der Regel erhält der strategische Partner einen Grundbeitrag. Die gegenseitigen Leistungen sind genau definiert, und die Institution wird regelmässig evaluiert.

1.3. Methodology and Scope of the Evaluation

The methodology of the evaluation follows the OECD DAC Evaluation Quality Standards, including the DAC Guidelines on Evaluating Peacebuilding Activities in Settings of Conflict and Fragility (OECD 2012) and the Swiss Evaluation Standards (SEVAL-Standards). The methodology was developed according to the Terms of Reference (ToR) (Annex 1) and based on the inception report (Annex 2) that was developed and approved during the first phase of the evaluation. The overall approaches of the methodology are:

- *Focus Group Discussions with HSD and swisspeace Staff*
- *One-on-one key Informant Interviews⁵ with HSD and swisspeace staff, strategic partners, beneficiaries and control group respondents*
- *Desk review of relevant documentation materials that provide information about the nature and activities of the strategic partnership*
- *Triangulation of Data*
 - More than one data source is used for the key findings of the study (triangulation);
 - Interlocutors can speak openly and findings cannot be attributed to one interlocutor;
- *Workshop to discuss draft report and provide input.*

The scope of the evaluation is defined by the following objectives, as defined in the ToR provided by HSD:

- ***Learn from and capitalize on the past four years⁶ of the strategic partnership between***

² HSD Credit proposal for 2012 to 2015

³ HSD provides core funding to 15 NGOs, Foundations and Academic Institutions.

⁴ Botschaft über die Weiterführung von Massnahmen zur Förderung des Friedens und der menschlichen Sicherheit 2012–2016 vom 29 Juni 2011, item 3.3.6, page 59

⁵ Interlocutors were informed during interviews that their responses would be handled discreetly and anonymously and hence, that they can speak openly about their experiences with HSD and swisspeace.

- HSD and swisspeace*
- *Allow for formulating recommendations to improve the partnership*

The object of the evaluation is the *strategic partnership* between HSD and swisspeace. The evaluation will also look into the relevance and performance of swisspeace, and assess the mechanisms (governance) of the partnership as such and how the partnership contributes to the objectives and goals. The evaluation will put a particular emphasis on programs and projects such as DwP, Mediation, Peace Assessment and Impact and KOFF as these are the areas in which the collaboration between swisspeace and HSD has been the closest. Most of the findings, assessments and recommendations in this report are based on consolidated feedback received from interlocutors as highlighted in the report.⁷

1.4. Theory of Change

HSD and swisspeace recently developed a draft Theory of Change (ToC)⁸ for the strategic partnership. The ToC is directed towards the future and also aims to help swisspeace in the upcoming strategy development. The draft ToC defines the desired change/result as **“increased effectiveness of the HSD/swisspeace strategic partnership”** and describes the building blocks at the institutional/strategic level that affect, as well as, are required to reach the desired change. The building blocks outline: a) the preconditions to measure partnership effectiveness, b) influencing factors (i.e., activities or other factors that greatly influence the desired change and outcomes), c) potential obstacles that may hinder reaching the desired result, and d) the desired outcomes. The evaluation questions were formulated based on the building blocks to assess the effectiveness of the strategic partnership, and through agreement with HSD and swisspeace. A further development of the ToC is part of the ongoing process to develop and define the partnership.

1.5. Limitations of the Evaluation: Measuring Impact and Sustainability

Measuring impact of the strategic versus impact of the operational aspects and measuring sustainability are a challenging undertaking in peace promotion and policy as it is difficult to assess the level of attribution with respect to overall change in a specific context. This is especially the case in an evaluation of strategic cooperation. Since the data collected through this evaluation did neither provide suitable nor sufficient information to evaluate impact and sustainability, these aspects will not be assessed and included in this evaluation. But the evaluation might in this case come forward with recommendations on how to monitor impact and sustainability of projects and programs.

The title of the evaluation “Evaluation of the Partnership between HSD & swisspeace” is a bit misleading, as the ToR puts a focus on evaluating swisspeace. The evaluation will try to deal with this discrepancy as far as possible.

2. Evaluation and Analysis

This evaluation report provides an assessment of the relevance, effectiveness and efficiency of the strategic partnership between HSD and swisspeace based on feedback collected from interlocutors, staff with swisspeace and HSD and other partners and beneficiaries. In addition, desk review and assessment of relevant materials concerning the activities of the partnership were included in the analysis of the evaluation where relevant.

⁶ This covers the period from 2010 to mid-2014. The main reason for selecting this period is to compare the strategic partnership with KOFF to the one with swisspeace as well as take a look into the reorganization of swisspeace and its impact on the partnership.

⁷ The report often highlights specific instances where input was received from interlocutors. To quantify the input received from interlocutors, the words ‘most interlocutors’ is used when the majority of respondents agreed with the statement/feedback (over 50%), ‘many interlocutors’ (refers to approx. 30-50% of respondents) and ‘some’ or ‘not just a few’ was used when less than 30% of respondents reflected on a particular point.

⁸ See Annex 4.

2.1 Relevance

To evaluate the relevance of the strategic partnership, the evaluation assesses the contextual relevance and how swisspeace is positioned in the national and international context, as well as the relevance of topics for both HSD and swisspeace.

2.1.1. Contextual Relevance of the Cooperation

HSD and swisspeace are operating in a relatively fast changing context. The development in the Ukraine since 2013, during the Swiss OSCE Presidency, and in Syria since 2011 demonstrate the need of operational flexibility to deploy resources for peacebuilding and conflict transformation within the short and medium term. When HSD developed its last message to Parliament in June 2011 the “*Arabic spring*” was in full swing and there was a sense that Switzerland could contribute to positive change with peace promotion and state building activities throughout the Arab world.

The contextual relevance of the partnership lays in the capacity of its cultural and geographic proximity to react swiftly to opportunities and to provide targeted capacity building to specific operators in the field.⁹ Interlocutors see the cultural and geographic proximity of the two partners as one positive aspect of a special relationship and cooperation. This proximity supports fast reactions if HSD or its partners require operational support or support in the field or in the wider international context.

Reactions from interlocutors on whether the partnership would benefit from a swisspeace presence at the Maison de la Paix (MdP) in Geneva are not compelling. HSD protagonists and Geneva based respondents support such a move. For others, this is rather a ‘nice to have’ and would not necessarily improve the standing within and the access to international actors in Geneva, because swisspeace and its strategic partnership with HSD is already recognized by the “International Geneva”. Also, some respondents did not see the move as a necessity until the MdP has shown its value as a hub for Swiss and International excellency on post conflict rehabilitation, peacebuilding, development and SSR/SSG.

Overall, national and international clients and stakeholders of swisspeace have a positive impression about the quality of services and contributions received from swisspeace. They describe swisspeace and its staff as having “strong expertise, commitment, professionalism, and providing high quality outputs”. The wide spread of thematic issues swisspeace deals with, as well as, the mix of research and practice, are seen by many as unique assets. Responses from some interlocutors suggest however, that while the research of swisspeace is still relevant for the Swiss peace promotion environment, it has lost to a certain extent its former excellency and international recognition. Several interlocutors believe that the research is not sufficiently targeted, spread too broad and thin and is ‘a bit all over the place’. Additionally, some observed that the research of swisspeace is now mainly done by PhD students in the framework of SERI and SNFS funds, which aim, in the view of interlocutors, mainly at the promotion of young academics. Others reason that it is a valid goal to produce practice oriented research, but some interlocutors commented that at times it is difficult to see how the research can be applied in practice since the work is ‘too academic and less operationally relevant’. In order to make a stronger link between research and practice, KOFF produces a bi-monthly research mirror, which provides insights into swisspeace’s research fields but also into the newest outcomes of peace research relevant for practitioners.

Also, some international stakeholders did not find it easy to define or understand swisspeace identity or to name whom swisspeace targets with its activities. They often seemed to know just one aspect (project or thematic area) of the institution well, especially the one that was particularly

⁹ Examples for this operational flexibility with potential for strategic impact may be: a) the organization of a three-day meeting in Montreux in April 2014, between moderate non-violent actors of the Syrian opposition and the Joint Arab League-United Nations Special Representative, organized by swisspeace (in collaboration with the Norwegian Peacebuilding Resource Centre NOREF); b) support to the peace process between the ethnic armed forces and the government in Myanmar since 2012; c) opportunities to develop specific country-based cooperations with businesses in areas of past conflict or fragile environments; and d) plan and implement on short notice together with HSD and the UN an “IGAD High Level Mediation Course” to enhance the capacity of IGAD senior mediators for the IGAD led mediation in South Sudan (August 2014).

interesting and relevant for their own work. While for the NGOs the training, knowledge transfer and platform capacity of KOFF is the main contribution of swisspeace, the more international oriented actors mention mainly MSP¹⁰ and DwP as important and strategic assets of the institution.

Assessment: In the context of Swiss peacebuilding, both swisspeace and HSD play an important role. HSD is one of the main, if not the main, donor for civilian peace promotion in Switzerland. HSD is also an important actor, with its own program and network. Swisspeace is an important research institution on peace promotion in Switzerland, with a respectable reputation for its continuous endeavour to provide research-based and practice tested know-how and methodology for a variety of clients in Switzerland and internationally. Interlocutors see the strategic partnership between the state and the non-state actor as an important and contextually relevant public-private partnership for peace promotion. Swisspeace is generally regarded as a relevant actor within the Swiss peace promotion context by its national and international stakeholders, however its role and identity tend to be viewed rather narrowly by some stakeholders, who are not familiar with swisspeace's target groups or the wide array of services provided by swisspeace.

While swisspeace had in the past received high recognition for its uniqueness related to research focused on peace promotion, it might have lost to a certain extent this reputation since on an international level there are now more actors with similar portfolios that developed over the last 10 to 15 years. However, swisspeace is still regarded as the main civil society actor on peace promotion in the German-speaking part of Switzerland and arguably so, in all of Switzerland. On the international sphere swisspeace seems to have mainly influence in the areas of DwP and MSP where it can be seen as a strategic asset also for HSD. The work performance and contributions of swisspeace are regarded highly by many stakeholders and deemed relevant to the work of HSD. In view of the evaluation the past and ongoing focus on developing synergies with Universities in Basel, Bern and Zürich makes sense and strengthens the image and importance of the Swiss Peace Promotion policies in the important German-speaking part of Switzerland.

KOFF is relevant as a capacity building hub and a platform for exchanging experiences among Swiss NGOs and state actors. Its future contextual relevance may shift as peacebuilding capacity and the understanding of various facets of peace promotion and conflict transformation has been developed in NGOs which are either specialised in peacebuilding and conflict transformation or in a few specialised individuals within the bigger NGOs (Fachstellen). Awareness building of the role of Swiss NGOs in peacebuilding and how NGOs can effectively work on a policy level are still relevant areas of capacity building, which will be prominent in the future.

2.1.2 Relevance of Thematic Topics¹¹

swisspeace provides research, capacity building, training and consultancy in the thematic fields it covers. It is perceived in these fields as a relevant actor in the German-speaking part of Switzerland¹². swisspeace participates in the steering board of the Geneva Peacebuilding Platform (GPP), and is internationally influential in the development of DwP strategies¹³. The UNMSU worked closely with the swisspeace mediation team in order to develop the UN Guidance for effective mediation as an annex to the Secretary General's Report on *Strengthening the role of mediation in the peaceful settlements of disputes, conflict prevention and resolution of 25 June 2012*¹⁴. The working group on the UN Guidance was also hosted by swisspeace. Within the thematic areas, swisspeace has a broad portfolio of activities, but given the evaluation's limited scope, this report will only focus on the main projects and activities that are most relevant for the strategic partnership.

Swisspeace has developed its portfolio according to trends in the Swiss and international

¹⁰ MSP is the HSD financed Mediation Support Project, a joint venture between swisspeace and the CSS at the ETH Zürich.

¹¹ To the knowledge of the evaluators apart from KOFF, which was evaluated in 2011, the thematic and practice oriented activities of swisspeace have not been evaluated in the last 10 years.

¹² Recently KOFF also made contacts to NGO roof organisations in the Romandi and in Ticino.

¹³ In this capacity it participated in a high-ranking closed meeting at the EU to provide input for a EU strategy on DwP in Columbia.

¹⁴ <http://www.swisspeace.un.org/wcm/webdav/site/undpa/shared/undpa/pdf/UN%20Guidance%20for%20Effective%20Mediation.pdf>

peacebuilding community. It was arguably a trend setter in topics such as DwP, environmental changes and conflict as part of the NCCR North-South research project, Business & Peace (B&P) starting with a conference on “...the role of petroleum in violent conflicts” in 2003 and on the agenda of the institution since ten years. Also, swisspeace developed the conflict early warning program FAST, which was internationally recognized as an innovative early warning tool but had to be closed down in 2007 because of withdrawal of funding.

In terms of its current thematic areas, **Mediation** gains largely praise for its contribution to streamline mediation approaches on peacebuilding internationally and for Swiss actors, but also for its training and capacity building. The **DwP** program of swisspeace is well known for the fact that a programmatic dealing with the past approach has been developed within swisspeace and was then established as a strategic topic by HSD. Additionally, the former head of the program was transferred from the swisspeace DwP program to the HSD Task Force on DwP and Prevention of Atrocities. The “Archives and DwP” project within the DwP program at swisspeace is seen as a strategic approach to provide know how on archiving in order to secure information for dealing with the past processes, as well as reconciliation in a wider sense. **Statehood & Conflict** activities of the Foundation provide research and consultancy for aspects of state-building in fragile and conflict prone environments.¹⁵ **Business & Peace** (B&P) analyzes the role of business actors¹⁶ in conflict prevention and conflict transformation in relation to different country contexts that are of relevance to HSD such as Myanmar, Sri Lanka and Syria. The program provides backstopping to the Swiss government as a ‘host state’ that has stood at the forefront in development of the Swiss National Action Plan on Business and Human Rights. **Gender** as a topic in swisspeace is aimed at explaining the role of women in conflict and supporting the empowerment of women through topical papers and direct intervention such as recently in Myanmar. With the **Analysis & Impact** Program swisspeace “contributes to improved analysis, strategy development and monitoring and evaluation practice by supporting organizations to assess - and ultimately increase - the effectiveness and positive impact of their peacebuilding and development interventions, and to minimize negative side effects.” **KOFF** serves as a hub for exchanging experiences on different thematic aspects and approaches of peace promotion writ large for state and non-state actors and for the political sphere in Switzerland. Its aim is also to promote integrated thinking and concerted strategies of Swiss actors. It has convening power in the Swiss state and non-state peacebuilding community and on certain topics also for international actors.¹⁷

In its 2010 to 2015 strategy, swisspeace was self-critical concerning its status as an institution of Excellency:

Es gelang swisspeace in den letzten Jahren auch immer wieder, sehr gute Expertise zu einem bestimmten Themenbereich zu entwickeln, aber dies war immer nur punktuell und in wechselnden Themen-/Leistungsbereichen der Fall. Mit Ausnahme der bereits erwähnten Frühwarn-Aktivitäten gehört swisspeace heute deshalb in keinem seiner Themenbereiche nachhaltig zu den international führenden, bekannten Organisationen. Auch ist spezifisches Themen-/Fachwissen bei swisspeace bisher fast ausschliesslich an jeweils einzelne Personen gebunden; mit deren Weggang von der Institution geht meist auch die gesamte Expertise zu einem bestimmten Themen-/Fachbereich verloren.

Several interlocutors maintain the opinion, that swisspeace, apart from its research and academic branch has developed into a “back office” for HSD, implying that swisspeace may not act independently or is too close and financially dependent on HSD. On the other hand, interlocutors also name positive aspects of this relative closeness, e.g., that it enables both partners to act fast if opportunities arise. HSD may suggest activities to swisspeace, which it cannot implement itself as a state actor (e.g., inviting, together with NOREF the Syrian moderate opposition for a three-day meeting with the Joint Arab League-United Nations Special Representative for Syria). Overall, it seemed hard for ‘outside’ respondents (i.e., non-HSD/swisspeace staff) to assess the strategic value

¹⁵ The statehood and conflict program has worked directly with HSD in relation to elections and statebuilding and had a staff member within swisspeace who was directly supported through that mandate.

¹⁶ It also works with government on issues of regulating businesses – i.e. National Action Plans on Business and HR.

¹⁷ For example, recently KOFF organized a Conflict Sensitivity Expert Retreat, which brought together Swiss and international stakeholders.

of the partnership between swisspeace and HSD. Most resort to pointing at the relative cultural and geographic proximity of the partners. An interlocutor in HSD brought it to the point by stating: "Swisspeace is a "one stop shop" for us, communication ways are short and we usually get swift, flexible and professional reactions to our ideas and requests".

Since swisspeace's new strategy, which has become relevant during the last four years, many interlocutors, especially the ones who are familiar with swisspeace, commented that it has gained more clarity in what its main thematic areas and services are and the "clients" it is targeting to serve.

Apart from the swisspeace Academy and the research projects, which include the involvement of PhD students in activities, swisspeace and KOFF are to a large extent dependent on the funding provided by HSD.¹⁸ The narrow link between the two entities is demonstrated by the partly mirroring of their thematic areas. Swisspeace set up an almost identical thematic team structure as HSD's three sections on peace building¹⁹. Based on concrete cooperation, there are also relationships between the geographic desks at HSD and the responsible staff members of swisspeace. The objectives of swisspeace and HSD seem to be mutually compatible or even identical as the latter finances a majority of activities other than research. This is reflected not only by observations from outside interview respondents, but also from HSD staff respondents, who call swisspeace the "back office" of HSD. Viewed from another angle, a swisspeace staff respondent called it a "privileged" partnership. However, the alignment of the partnership topics and objectives is generally accepted as being relevant for the Swiss civilian peacebuilding community (state and non-state).

Assessment: The strategic cooperation of swisspeace and HSD is thematically very relevant as it includes all main themes where the three sections for peacebuilding and the Taskforce for DwP in the HSD are engaged. The main topics cover a wide range of offers to develop and improve the capacity of actors on all levels in peace processes (multi track capacity). It seems diligent that swisspeace is focusing e.g., its mediation support to specific capacity building for mediators on different intervention levels rather than push its own image as an organization, which mediates (like HD or IA). While the evaluation focuses on the main thematic areas within swisspeace, it is the whole package (i.e., applying research to practice, capacity building, KOFF, etc.) not only the individual project activities that are relevant for the strategic partnership. The strategic partnership provides Swiss and international actors in civilian peacebuilding with a comprehensive basket of thematic offers to improve methodological, conceptual and operational capacities and competences in areas relevant for peace promotion and conflict transformation activities. The research part of swisspeace, whatever its excellency rating, contributes considerably to the credibility and marketability of its thematic topics²⁰. Due to the combination of research and practice, swisspeace is well positioned to spot new trends in peace promotion and conflict transformation early on (e.g., IT and conflict-transformation).

An important feature to test relevance of methodology, approaches and strategy is KOFF. While its intended purpose might have to change to meet the needs of today and the future, its function as a platform for state and non-state actors should not be underestimated. The almost full financing of **KOFF** by HSD might be questionable as main clients come from civil society. The relevance of KOFF as an instrument for debate and exchange might be enhanced if members contribute more to its functioning. Even though this is not backed by all interlocutors and despite the thematic similarities, swisspeace seems to maintain a sufficient distance to HSD and maintain an institutional identity of its own. This provides space for manoeuvring independently if needed. The setting up of an academic branch in Basel rather than an office at the MdP proves this point.

¹⁸ swisspeace has also been successful in securing non-HSD funds for other programs. B&P has received funding from CTI. MSP has received mandates from UN Women. KOFF has received mandates from UNDP. PAI and KOFF receive consultancies from NGOs.

¹⁹ HSD's Section I deals with Southeastern Europe and Asia, Mediation and Election Support; Section II with West- and Central Africa, Great Lakes, Horn of Africa and Columbia; Section III is in charge of the Special Program for North Africa and the Middle East and for "Religion, Conflict and Politics"; DwP is a Taskforce within the HSD.

2.1.3 Relevance of the Strategic Partnership for Swiss Peace Promotion Policy

The relevance of the partnership for Swiss peace promotion policies cannot really be assessed on the basis of the contract for the core contribution. The partnership consists of the sum of all interactions and activities with a strategic relevance. Given the length limitations of this report, the evaluation will mention here only some but not all activities relevant for the partnership. *This does not suggest that other activities are not relevant.*

According to the swisspeace Annual Report 2011, what is today known as the holistic approach to **DwP** was developed inside KOFF in 2001. When it gained status and international recognition as a topic it was taken over step by step by HSD²¹. With the departure of the responsible person for the DwP backstopping mandate at KOFF and a shift in funding by the FDFA (from backstopping to building up the project “Archives and DwP”), it may have taken some time for swisspeace to rebuild its strategic and substantive capacity on the subject. However, the investment in the position of a Senior Researcher on DwP was an important step in this regard. Now DwP is a “Task Force” at HSD and the DwP Programme at swisspeace has, according to some interlocutors, become rather a service provider and an implementer (e.g. for the Archives and Dealing with the Past Project), although swisspeace managed to influence the policy discussions around archives and DwP internationally together with important partner organisations such as the OHCHR, the ICRC, and the International Council on Archives. The strategic leadership on DwP seems to remain primarily with the “Task Force”. DwP has developed in the last 15 years into a relevant and strategic thematic field for reconciliation and reconstruction of societal cohesion as a precondition for a process towards stable statehood. Today Switzerland is still an important and internationally established actor on DwP. Establishment and maintaining a strong position in this field has been a strategic effort and success for the partnership.

The **MSP** (a joint venture with the CSS) emerged at the initiative of HSD in 2005²². It has developed into a strong and recognized service provider of training, capacity building and consultancy on the international stage. Feedback by interlocutors suggests that the strategic partnership in mediation between HSD, swisspeace and CSS is highly relevant. The Mediation Desk (MD) in the HSD is the Focal Point for Mediation in HSD and for the FDFA. Its function is to make mediation support available to the Department and for Swiss mediation activities in the field. The Swiss Peace Mediation Course (PMC), a joint venture between HSD, swisspeace and CSS, as well as the Swiss Peacebuilding Training Course (SPTC) in cooperation with GCSP (leading partner) and Swissint (the Swiss Army “hub” for Peace Support Worldwide) have gained a high reputation in Switzerland and also internationally. The relevance of the strategic partnership for the visibility of Swiss peace policy is also reflected in the growing demand for swisspeace mediation services for international actors such as the UN, the EU²³, the OSCE and IGAD. Swisspeace’s mediation reputation has been growing in the worldwide community for peace mediation and swisspeace coordinates together with CSS the *Mediation Support Network*²⁴ with important actors in international peace mediation such as the UN MSU, Berghof Foundation, Folke Bernadotte Academy, HD etc. The evaluation found that the FDFA did not use this capacity substantially to enhance the mediation capacity of its own diplomats, and thus to build up a credible pool of high level mediators that Switzerland could offer on short notice.²⁵

B&P has been on the agenda of swisspeace for more than 10 years and focuses on the role of business in peace and conflict issues. In addition to carrying out research and working with companies and civil society, the program engages with the Swiss government on strategic questions

²¹ In 2003 HSD hired the key professional on DwP from KOFF and another key staff member in 2011 (according to swisspeace Annual Reports).

²² Swiss peace Annual Report 2005 and CSS website

(http://www.swisspeace.css.ethz.ch/policy_consultancy/Mediation_and_Peace_Promotion/Mediation/index_EN)

MSP is to day rather a trilateral cooperation then a joint venture between CSS and swisspeace with HSD as the donor.

²³ swisspeace won a four-year EU/EEAS tender on conflict prevention and mediation support together with four European partners

²⁴ <http://mediationsupportnetwork.net/member-organizations/>

²⁵ The list of activities attached to the CSS/swisspeace final report for 2012/2013 suggests that the FDFA (unlike HSD) used MSP only marginally to enhance the mediation capacity of its diplomats or support high-level mediation support where Switzerland is involved.

related to business and human rights. An important strategic mandate with SECO and FDFA was the stakeholder consultancy process for the development of a Swiss national action plan on business and human rights that brought together different Swiss government agencies as well as non-state actors in an important dialogue²⁶. A manual for *Conflict Sensitive Due Diligence* for timber companies in the Congo basin was developed in 2013 as well as a Report on *Conflict Sensitive Business Practices* for different Swiss companies working in fragile contexts. The thematic area is widely seen as being strategic in view of the on-going and growing debate related to social accountability of private business and Switzerland being home to big companies in the extracting industries but also in agro business and tourism, etc.

KOFF is relevant for the dissemination of official Swiss peace policy among Swiss actors, namely the NGOs. Its brand is well known among civil society actors in Switzerland and in peace policy circles such as the GPP. However, interlocutors also perceive KOFF's relevance at stake in the nearer and medium term future. The new strategic direction of swisspeace has an impact on KOFF's identity as a centre of competence for peace promotion. The platform capacity, the invigorated intervention groups, the consultancy to partners as well as the KOFF newsletters all still seem relevant. However, the KOFF as it once was originally designed and perceived, for many does not exist anymore and did not yet undergo a transition to show its real identity. KOFF's relevance in an attempt to enhance understanding, knowledge, capacity and coherence within the peacebuilding community in Switzerland writ large has been recognized. However, some (especially larger actors) argue that KOFF was successful and reached its goal. In other words "*KOFF's success might be its demise*". For others (especially small and medium actors) KOFF remains relevant as it gives them access to the debate on Swiss peace promotion policies in specific geographic and thematic areas, or to state-of-the-art methodology and capacity building. Some maintain that KOFF, while relevant for the large number of small and medium sized NGOs, is less relevant for larger NGOs who may in the meantime have built up their own capacity. It has been noted by some, that by losing DwP and the consultancy as part of KOFF's portfolio, KOFF has lost a part of its identity. However, a small number of interlocutors highlighted the relevance of KOFF (and swisspeace for that matter) as the sole relevant and credible non-state and non-partisan locus for **constituency building around civil peace promotion** in Switzerland²⁷.

Some argue that HSD and swisspeace have not yet arrived in the centre of the *New Deal* debate as it has been launched by the G7+. It was also mentioned that the partnership might be an obstacle for swisspeace to substantially contribute to an integrated Swiss Peace Promotion and Development Strategy in the framework of the "New Deal". Also, the absence of any visible link to the security sector in Switzerland and internationally (apart from the small if continuous cooperation with Swissint) has been noted.

Assessment: Swisspeace is a relevant national and international actor in civilian peacebuilding. Over time, its relevance as a centre of excellence in peace and conflict research has changed into a reputation of being a locus of sound research with capacity to deliver services around different topics related to peace promotion. The convening power and platform capacity that swisspeace developed as an institution has arguably reached the actual level due to its strategic relationship with HSD. The partnership provides HSD with the capacity to act flexibly and mark its presence through his partner when it might not be opportune for a government agency. The MSP gained international reputation and recognition and may be considered as a flagship of Switzerland's contribution to international peacebuilding methodology and support to relevant high level mediations. The downside is the lack of existing strategic in-house capacity for high-level mediation within FDFA²⁸. With the Archives and DwP experience the partnership works a bit like communicating vessels: The current approach on DwP was developed in swisspeace and taken up as a relevant subject by the FDFA. As a result, the room for strategic manoeuvre in swisspeace was limited to a certain extent as the FDFA's funding mainly focuses on operational tasks. While KOFF

²⁶ Summary Report April 2014

Guiding principles: http://www.ohchr.org/documents/publications/GuidingprinciplesBusinesshr_en.pdf

²⁷ See also KOFF strategy 2012 to 2015, p.6

²⁸ This does not mean that Switzerland has no capacity for high-level mediation. However, this capacity is vested in the natural talent of some personalities with specific professional and contextual experience and it is not strategically developed.

has for long been the anchor of the strategic partnership, it has become an integral part of the swisspeace structure. This integration however is a long-term process which is not yet concluded and questions with regards to the branding, its place within the strategic partnership as well as the development of an adapted "raison d'être" in order for its activities to continue remain relevant.

So far the sense has been that the relevance of civilian peace promotion policy is widely accepted in Switzerland²⁹, but new trends in international security might change the overwhelming support and ask for spending more funds on the prevention of terrorism through traditional security approaches (i.e., policy, military and intelligence). The state and non-state civilian peace promotion community needs to be prepared for this debate and swisspeace might again provide an important platform for this.

The relevance of the partnership is determined by the relevance of the activities themselves. The partners each may ask themselves to what extent they envision a joint cooperation, which is really determined by a joint program development with a longer term perspective (as it was/is with KOFF), or if the partnership is satisfied with a core contribution, dedicated to maintain operational flexibility, and cooperating on a level of each project/program, which might be strategic on a thematic level but not on an institutional one.

2.2 Effectiveness

In this section the evaluation assesses whether the strategic partnership achieves its goals as set out in the credit proposal of HSD the message to Parliament (goals for strategic partnerships). The effectiveness of monitoring arrangements for the strategic partnership will also be evaluated.

Since 2012, the deliverables for the core contribution were described as follows³⁰:

Die durch den Kernbeitrag unterstützten Aktivitäten umfassen die Themengebiete "Dealing with the Past", "Mediation", "Analysis and Impact", Statehood and Conflict", "Business and Peace" sowie "Gender". In diesen veranstaltet swisspeace Runden, betreibt Forschung und leistet auch direkte Unterstützung in der Umsetzung von Projekten. Nebst dem Kernbeitrag....werden einzelne Projekte zusätzlich von den jeweils zuständigen Desks finanziell unterstützt. Dabei handelt es sich hauptsächlich um die Bereiche "Dealing with the Past", "Mediation", und das Kompetenzzentrum Friedensförderung "KOFF".

In 2014³¹ the description of deliverables became more generic and strategic:

Der Kernbeitrag dient insbesondere der Stärkung von Innovation und Anschubfinanzierungen, der Deckung administrativer Kosten, die nicht auf Projekte umgelagert werden können, sowie der Stärkung der Erarbeitung von Grundlagen für die Friedensförderung. Der Kernbeitrag soll auch ermöglichen, ausgewählte Mandate für wichtige internationale Akteure wie die UNO wahrzunehmen, die nicht alle administrativen Kosten decken.

The core contribution supports the maintenance of swisspeace professional capacity to deliver the products required. In 2012 and 2013 the contribution was distributed between different thematic operations and the administration of the organisation³². The contribution also covers innovation and provides seed money for new or ad hoc activities³³. The more operational contracts between the desks of the HSD and the "projects" of swisspeace are in view of the evaluation an integral part of the partnership and their effectiveness needs to be assessed from a holistic position.

²⁹ See also the press release of the 25th anniversary of swisspeace.

³⁰ Kreditantrag Abteilung Menschliche Sicherheit für 2014

³¹ Cover letter to the Contract for 2014

³² Annex two of the income account of swisspeace for 2013 gives an overview on how the CHF 313'730.00 are allocated: General Management and Administration: CHF 125'25.00; KOFF: CHF 131'050.00; Mediation: CHF 51'332.60; DwP: CHF 6'347.40.

³³ e.g. the meeting between the Special Envoy of the UNSG on Syria and Syrian non-armed opposition, the project on norms in mediation or the imminent meeting/conference on Syria in Basel (Information from swisspeace administration and MSP).

2.2.1 Does the Partnership Achieve its Goals?

In the credit proposal of HSD, the goal of the partnership is defined as follows³⁴:

Generell unterstützt die AMS swisspeace, um damit die Effektivität der friedensfördernden Massnahmen von schweizerischen Organisationen sowie der eigenen AMS-Programme sicherzustellen.

Through many publications that resulted from the partnership or from other swisspeace sources, as well as through capacity building activities, the partnership has seemed to enhance the potential of Swiss organisations for more effective peacebuilding and of HSD operations. Feedback and reactions from staff at CSOs, as well as an assessment on hits of and downloads of the swisspeace online publications, account for a lively use of the publications. One member of KOFF who received consultancy services from swisspeace explained:

"The input to and support for our institution-wide violence prevention strategy has been very useful, timely and professional."

According to the message to Parliament (see section 1.2) some aspects and goals that were mentioned in terms of requirements for a strategic partnership include:

Added Value on a higher political level through:

Access to important actors:

The partnership has proven to be effective in this on different occasions:

- Providing a three-day meeting for Syrian non-armed opposition and the Joint Arab League-United Nations Special Representative for Syria;
- Reintegration of civil service cadres of Fatah and Hamas;
- Develop, plan and implement on short notice an IGAD workshop for high level mediators on South Sudan;
- Organisation of an expert workshop with the Special Rapporteur on Transitional Justice and the ICRC on Archives in the framework of the right to the truth in September 2014.

Contribute relevant insight:

- Publications such as KOFF Newsletters, Critical Reflections, and the Research mirror as well as round tables and intervision meetings by professionals (state and non-state) are effective to provide insight on specific country knowledge or methodological know-how and can contribute to a common understanding of peacebuilding among Swiss and international actors;
- The development of B&P Consultation Reports, Essentials and Guidances in relation to the role of the Swiss government in developing a National Action Plan on business and human rights, the need to develop conflict sensitive business practices and opportunities for SECO, HSD and multistakeholder actors through dialogue processes³⁵;
- The Launch of the Swiss Guidelines on Human Rights Defenders in June with 4 country cases led to important insights for swisspeace and HSD particularly through the most recent Essentials publication on Implementation of the Swiss Guidelines on the Protection of Human Rights Defenders;
- The Catalyzing Reflections series initiated by MSP promote publications on the peace processes in Myanmar from local authors. Also, publications from MSP and DWP provide many practitioner manuals and guidance on specific peacebuilding processes.

Improve spreading of Swiss (HSD) methodology:

- Contribution to the UN Guidance on effective mediation;
- Development of a CSPM online course for the UN Framework Team for Preventive Action (DPA and UNDP) and accessible to the whole UN system;
- Coordinating together with CSS the global Mediation Support Network;
- Maintaining a swisspeace website with relevant publications;

³⁴ Kreditantrag Abteilung Menschliche Sicherheit Ref. Nr. K234.32-986, Ziff. 2.1

³⁵ The Swiss National Action Plan on business and human rights is in response to the UN guiding principles on business and human rights.: http://swisspeace.ohchr.org/documents/publications/GuidingprinciplesBusinesshr_en.pdf

- Archives for DwP to improve effectiveness of transitional justice processes;
- Peace Mediation Course, Swiss Peace Building Training Course and Advanced Learning Course on DwP financed by HSD and implemented with partners (GCSP/CSS/Swissint and HSD).
- The Conflict Sensitivity Expert Retreat held in September 2014 brought together experts (including HSD) from the world and provided important insights on conflict sensitivity.

KOFF has been effective and also successful over time to sensitise Swiss NGOs for aspects of peacebuilding and to introduce CSPM into their project design and implementation. KOFF publications are welcome and contribute to a common understanding of the Swiss and international peacebuilding policies. It was noticed that the lack of funding for peacebuilding activities by Swiss NGOs is an obstacle towards a successful and effective implementation of the common understanding reached by the activities of KOFF. The lack of a joint action on peace promotion produced some frustration with non-state actors. The NGOs came forward with a few concrete and creative ideas on collaborative approaches, however HSD does not have the resources available for smaller catalytic projects with NGOs.³⁶ All their peacebuilding work has to be covered with the much larger scale funding by SDC, which however allows only for visible projects at the cross section between development and peacebuilding. How effective KOFF or swisspeace are in lobbying convening actors for relevant action at policy level as well as communication to a wider public remains unclear³⁷. The mandate to *accompanying the Swiss OSCE Chairmanship in 2014, supporting projects to strengthen OSCE dialog with civil society* gives swisspeace another platform to bring together civil society and state actors and might be another opportunity to promote Swiss peacebuilding policy towards a wider public.

Assessment: According to the definition provided in the credit proposal of HSD, the goals of the partnership have been achieved. The examples above demonstrate the potential of the joint activities to influence peace promotion in different contexts. Also, the partnership appears to be effective through its geographic proximity, the shared values and the rotation of professionals. However, it is more difficult to assess whether the strategic partnership has met its goals according to the message of Parliament. E.g., creating an added value on a higher political level or contribution to the strengthening of a multilateral system are more challenging to evaluate since the level of attribution and impact is difficult to assess.

The general picture is that the strategic partnership between swisspeace and HSD has developed into a flexible and effective instrument for enhancing not only Swiss capacities in peacebuilding but also the capacity of international actors and countries (e.g., through DwP and MSP). The strategic partnership provides a basis for swisspeace to develop strategic partnerships with like-minded partners such as NOREF of Norway but also UN Agencies. The effectiveness of KOFF as a platform for bringing non-state and state actors to the table has been a success and is seen as being important. However, there is a sense that as sensitization has been successfully, it is time to shift or adjust the focus. The capacity and strategic importance to promote Swiss peace policy at strategic level in order to maintain peacebuilding as an important objective of Swiss foreign policy but also to a wider public in Switzerland (especially in the German-speaking part) could be used more fully and consistently by the strategic partnership and is not yet sufficiently recognised.

2.2.2 Theory of Change

A draft 'theory of change' (ToC) was recently developed jointly by the evaluation team and staff from both swisspeace and HSD. The ToC will be projected to the future into the next funding cycle and into the upcoming development of the message to the Swiss Parliament for the framework budget (2017 to 2020) on "the continuation of measures to promote peace and human security". Therefore, the ToC will not be applied to this evaluation, but rather used for future purposes once both partners agree on how to expand on it.

³⁶ Fonds für Wissensprojekte

³⁷ The fact that the closed roundtable on the Swiss peace architecture was held on the day of the final voting in Swiss parliament allegedly prevented national parliamentarians to participate

2.2.3 Strategic Monitoring Arrangements

The monitoring for the core contribution is defined in the credit proposal:

Mindestens einmal jährlich führen die Leitungen der AMS und swisspeace einen Strategiedialog durch, bei welchem gemeinsam die grossen Linien und Ziele der Zusammenarbeit definiert werden. Die Berichterstattung erfolgt einerseits durch den Jahresbericht sowie durch die revidierte Jahresrechnung.

According to both partners, the strategic dialogue as defined above, is not taking place. The discussions allegedly turn only around finances, which leads to a certain frustration for both partners. The main dialogues are on the level of projects between the thematic teams of both partners. In projects the monitoring tends to follow the usual logic of project management. Swisspeace provides an annual planning document as attachment to the contract of the core contribution. It is not clear to what extent this is used by both partners as an instrument for monitoring and for steering.

Assessment: The multiple levels of cooperation between the partners make regular communication on activities commendable. The closeness and many opportunities for ad hoc meetings or encounters are adverse to a more structured approach in communication. While bilateral relationships of individuals on both sides improve trust and may also add to effectiveness and efficiency, they “sabotage” transparency and institutional steering of the whole partnership due to an absence of strategic monitoring and controlling arrangements. In the absence of M&E arrangements, it becomes difficult to monitor the progress of joint activities and to evaluate joint objectives and goals.

2.3 Efficiency

The outside view of swisspeace is that of an efficient, flexible organisation, which delivers usually on time and with the expected quality. The feedback of the FDFA controlling office is also positive regarding the timely and accurate delivery of financial and substance reporting towards contractual agreements. From March 1, 2011 until August 2014 (40 months) 45 contracts or financial transactions totalling CHF 9.164 Million were registered with the FDFA controlling office³⁸. Some interlocutors within the partnership think the transaction costs for both sides are considerable and could be reduced by rather operating on global budgets. On the other hand, there was an impression from HSD’s side that there is limited transparency to monitor the cooperation deliverables according to item 7 of the credit proposal, which reads:

Durch die Vielzahl an Projekten, die ausserhalb des Kernbeitrages unterstützt werden, erhält das Monitoring grösseres Gewicht. Es ist sicherzustellen, dass verpflichtete Gelder exklusiv für ihre jeweilige Zwecke verwendet werden und dass es zu keiner Duplikation von finanziellen Beiträgen innerhalb der AMS kommt.

The impression of HSD seems not to be shared by the FDFA controlling section. On the contrary, controlling attests to transparent and accurate accounting practices by swisspeace and sees more a problem in the behavior of the responsible person for the HSD program related to administrative necessities³⁹. According to information from the swisspeace administration, the accounting system is on the way to be developed into a project-focused system, which should allow for better usage and improve the control and transparency of the money flow.⁴⁰

Assessment: While there has been the impression from HSD related to limited transparency of money flow and allocation of funds within swisspeace, the evaluation found that swisspeace’s financial reporting became more and more transparent over time as evidenced in the official

³⁸ Information received from the FDFA controlling office. The volume of contracts/financial transactions range from CHF 1'000.00 to over CHF 1.5 Mio.

³⁹ Administrative work seem to be delegated at times to interns, who change during the life span of a program.

⁴⁰ The concern of donors who provide core funding and also project funding to partner institutions is an often seen feature of donor/implementer relationship. A good example for dealing with these concerns is the GICHD accounting system, which has also been introduced into DCAF and HD.

financial reporting. Swisspeace takes the concern of HSD for more transparency on funds allocation serious and has been working on it.⁴¹ If there are still concerns regarding transparency of money flow from HSD's side, then a financial audit process can be used, but this is beyond the scope of this evaluation. Introducing a more global budget approach into the partnership might reduce transaction costs and render the partnership more efficient. Alternatively, long-standing projects such as DwP or MSP could also enter into longer-term project cycles to improve planning security, as this has been practiced with KOFF in the past.

2.3.1 Governance and Management of Institutional Arrangements

swisspeace is a Foundation according to the Swiss Civil Code. It is governed on the strategic level by a Board of the Foundation, which is headed by a President. The Board meets once or twice a year.⁴² It does from time to time also invite staff members in order to ask them directly about on-going activities. Members of the Board represent members from Academia; the Director of HSD (ex officio) is a member of the Board and the Deputy Head of HSD is chairing the KOFF Steering Committee. According to interlocutors, discussions can at times be lively and also contradictory. The foundation entertains different thematic boards such as the Business Advisory Board for B&P, Research or the SteeCom on KOFF⁴³, which is selected from KOFF members, among them also SDC and HSD. A minority of interlocutors suggest to rather integrate the thematic boards as special commissions into the Board of Trustees. A majority however think that the actual situation is, while heterogeneous also useful for the different programs and more flexible than arranging such external thematic support through the more formalized Board of the Foundation.

Assessment: The arrangements on the level of the Board and the thematic boards have been developed over time and provide for a distinct mechanism for strategic and thematic steering. It makes sense to have at least one member of each thematic board also on the Board of the foundation. In 2009 swisspeace developed a new strategy for 2010 to 2015. During the implementation of this strategy a change management process took place. At the executive management level a new structure emerged with an Executive Director, mainly in charge of the academic and the research part and a Chief Operations Officer (COO), mainly in charge of the operational part of the institution. The change gained approval internally and externally. Also, better synergies and a clearer internal corporate identity were noted. KOFF has to a certain extent lost its special place as a project and strategic partner of HSD. KOFF's challenge will be to integrate into the new structure while preserving its reputation as a platform for (knowledge-) exchange between NGOs and state actors in peace promotion. The strong ownership of the KOFF "Trägerschaft" suggests cautious and a participatory approach in any integration or change process. swisspeace's alignment of its management structure was timely and in line with requirements of corporate governance. It also makes sense to have one member of the top management dedicated to focusing more on the development of the academic and research parts and the other rather on operations.

2.3.2 Implementation of the Partnership's Activities

swisspeace and HSD entertain on one side a rather traditional donor – implementer relationship. The Swiss Peacebuilding Course (with GCSP and Swissint) as well as the Peace Mediation Course (with CSS) are both examples of strong and efficient cooperation where as a rule one of the partners has the lead on the management. The relative closeness of the partners supports efficiency. Opportunities can be met timely and without too much administrative hassle. Among swisspeace staff (and partly among HSD staff) there is a sense, that the partnership could become more efficient, if it would be financially defined by a rather global budget as discussed earlier. Some criticise the lack of swisspeace exposure to compete for HSD funds.

Assessment: Where the partnership works jointly, with longer time frames and within established cooperations, it is efficient. Many singular contracts may cause evitable (through global budgets) transaction costs. While it is true, that swisspeace may not be sufficiently exposed to tender

⁴² There is also an executive committee of the board, which meets more often.

⁴³ MSP and DwP also entertain SeeComs as allegedly required by HSD.

procedures in its peace promotion activities, it is probably also true that the nature and at times sensitivity of activities does not always allow it to go for open tenders. However swisspeace was successful in Swiss and international tenders during the period under evaluation⁴⁴. The partnership provides Switzerland with an important visibility in different areas of peace promotion including research and teaching. HSD has other strategic partners where the visibility of Swiss engagement might not be that prominent (e.g., HD/CR/GC/ICG or also SAS). While efficiency is an important aspect of a contractual partnership it needs to be balanced against other aspects of the cooperation if the partnership should remain strategic. The development of long-term strategies for the partnership would provide for a frame in which it can operate and improve planning security. This would not exclude to keep HSD's "policy driven" flexibility to which swisspeace is an asset.

2.3.3. Management of Resources (Value for Money)

Some interlocutors raised the issue of HSD being sometimes overly sceptical in relation to the salary policy of swisspeace in specific contractual arrangements or also on overhead costs (including rent). Also, through the partnership as well as through other activities and growing demand from other donors, swisspeace has grown during the last five years. It has a transparent salary policy and pays salaries, which are probably in the range of a medium sized Swiss NGO ⁴⁵.

Staff development since 2009

Year	2009	2010	2011	2012	2013
Number of total Staff (head count)	32	35	39	41	47
Number of Full-time positions	22.27	27.25	27.50	33.30	35.08

The constant growing of staff (32%) and number of full time positions (37%) during the last five years account for swisspeace's services being in growing demand. It also requires more personnel management capacity and strategic leadership in order to keep the overall direction coherent in a thematically wide stretched institution. An on-going challenge has been to retain and/or acquire senior capacity in swisspeace ranks as HSD, SDC, Universities and Geneva based institutions such as the three Geneva Centres pay rather higher salaries⁴⁶. Strategically positioned international staff might support the standing of swisspeace on an international level.

It has also been mentioned that swisspeace pays a relatively high rent for the actual offices and has not been flexible enough in finding other arrangements to satisfy its needs for larger rooms to host round tables, etc. The expenditure for rent including energy, etc. is 3.3% of total expenditures. This does not seem overtly expensive given the actual real estate environment and is far lower than the costs for the Geneva Centres in the MdP, even though this cannot be compared one on one. Swisspeace entertains a rather lean administration and may have to expand to meet the requirements of a larger and more complex organisation. It was mentioned that at times swisspeace staff in situations of dissent addressed a higher-level staff member in HSD without informing the direct contact and that this caused some unnecessary transaction costs.

Assessment: Relative to the wide thematic activities and the special feature of swisspeace as a research and action related actor, efficiency currently does not pose larger problems. However, in order to absorb the growing complexity of the administration of the partnership, some consideration needs to be taken on both sides in order not to get overstretched for long. On the staff side, swisspeace should find ways on how to attract more senior professionals also from the international market. While the staff costs are relatively low, it is also obvious, that swisspeace lacks (with exceptions) the longer-term engagement of senior professionals.

⁴⁴ During the period under evaluation swisspeace did win tenders with the EU and UN Organisations. It got also substantial support from the University of Basel and for the next three years from the Canton Basel-Stadt and from other sources.

⁴⁵ The evaluation team had access to swisspeace's salary structure and compared it with salaries at one of the Geneva Centres, SDC and HSD.

⁴⁶ The salary structure of swisspeace has been disclosed to the evaluation. The evaluation has knowledge of salaries at the Geneva Centres and at the Federal Administration.

2.3.4 Financial Independence

Swisspeace considerably depends on federal financing. This is not only the case for the funds it receives from HSD, but also for the contribution based on Art. 16 FIFG. While during the last four years the overall amount of project and KOFF funding by HSD remained stable, the number of financial transactions has more than doubled.

Year	2010	2011	2012	2013
Projects/KOFF from HSD ⁴⁷	2'101'330	2'117'196	2'186'460	2'112'346
HSD financial transactions	19	23	33	50
Projects/Topics other	1'875'111	2'164'703	1'935'027	2'212'981
Total: Topics/Projects	3'976'441	4'281'899	4'121'487	4'325'327
HSD core contribution	---	---	339'410	313'730
Art. 16 FIFG	500'000	580'000	589'000	600'000
Other revenue	484'926	988'662	181'885	166'289
Total revenue⁴⁸	4'961'367	5'850'561	5'224'782	5'405'346

The strategy to diversify funding⁴⁹ and generate some income for the Foundation through the courses at the swisspeace Academy in Basel is a bold but forward-looking move⁵⁰. The diversification through successful participation in international tenders (CSPM from the UN/Mediation consortium from the EU) is also a step in the right direction. It is advisable for the partnership to develop longer-term financial and planning security in order to consolidate what has been achieved.

Assessment: Swisspeace and its strategic partnership with the HSD are efficient in so far as both operate within still overseeable structures and direct human interaction. Swisspeace is financially dependent from HSD since up to 60% of its project budget (including core contribution) is covered by the HSD and more by other clients within the FDFA. While this is the case for many actors in the "business" it does affect planning security and relaxedness, which is important to maintain flexibility. However, swisspeace has made progress to diversify its funding. HSD may contribute to more security of its partner by engaging in a joint process for a more strategic framework agreement with a wider horizon of financial commitment. The increasing number of transactions impact negatively on financial management efficiency.

2.4 Gender and Peacebuilding Mainstreaming

According to its „Mittelfristkonzept“⁵¹ KOFF is leading on „Gender & Peace promotion“ in the Swiss context. As HSD has the lead in implementing the National Action plan on 1325 "Women, Peace and Security", KOFF has been tasked to support HSD in providing the annual 1325 reporting and to make the link with civil society through its 1325 working group which was active from 2003 – 2009 and was newly re-established in 2014. This is a unique access point for HSD. KOFF's task is not only to deliver a service to HSD but also to critically discuss the implementation of the resolution. It is the goal of KOFF to support its members in the operationalisation of gender mainstreaming in peace promotion programs, to define best practices and to measure their impact. KOFF has developed related tools for HSD and CSOs. swisspeace also supports the Swiss self-evaluation on the implementation of Res. 1325 in the framework of the OSCE. A capitalisation on 10 years of gender and peace promotion is under way to help position gender and peacebuilding within swisspeace for future challenges. Publications on questions related to gender and peacebuilding complete the engagement of swisspeace in this thematic field. Gender and Peacebuilding has always been a KOFF topic but has not become a swisspeace thematic field. The idea is to integrate and

⁴⁷ From FDFA accounting statements - the other data are taken from yearly financial reporting of swisspeace,

⁴⁸ Swisspeace changed the presentation of its accounting in 2013. Until then it had displayed cost covering contribution from NCCR Projects as well as contributions of swisspeace to topics and research in revenue and expenditures, which did "blow up" expenditure and revenues (See Financial Reporting 2013 item 7).

⁴⁹ Swisspeace received CHF 900'000.00 from the Lottery Fond in Basel-Stadt: CHF 300'000.00 for each year from 2015 to 2017.

⁵⁰ Tuition fees rose from CHF 63'370 in 2012 to CHF 396'528 in 2013

⁵¹ KOFF Mittelfristkonzept 2012 to 2015 4.1.2

“mainstream” gender questions into the thematic fields of swisspeace. This work was started only in 2014.

3. Recommendations

Based on the evaluation’s assessment of the strategic partnership, this section provides a brief overview of the partnership’s strengths and constraints/challenges as well as recommendations on how to improve the partnership.

STRENGTHS	CONSTRAINTS/CHALLENGES
<ul style="list-style-type: none">• Flexible, dynamic, and complementary partnership that benefits both• One-stop shop for contextually relevant peace promotion topics• Stakeholders generally very satisfied with swisspeace contributions• Geographical and cultural closeness• Rooting of swisspeace in civil society and academic environment	<ul style="list-style-type: none">• Partnership lacks strategic focus and cooperation• Lack of transparency and clarity around role of each in partnership• Contractual process involves high transaction costs – leading to insecurity in long-term planning• Absence of sufficient M&E arrangement to measure effectiveness of the partnership itself• KOFF’s role and purpose may need to be refined to maintain future relevance

In terms of strengths, one strong aspect of the partnership is that the cooperation between HSD and swisspeace is flexible, dynamic and complementary. Both partners seem to benefit mutually from the partnership. HSD benefits through swisspeace’s knowledge-transfer and thematic expertise, which helps to develop and shape aspects of HSD’s work, i.e., addressing methodological, operational, and policy issues in the field. Swisspeace benefits by getting opportunities to build its credibility through operational activities in the field, exposure to political processes and opportunities to validate its research with practice. Their complementarity in knowledge-transfer as well as their geographic and cultural closeness enables the partnership to provide a one-stop shop for contextually relevant peace promotion topics to stakeholders. The high satisfaction of stakeholders with swisspeace’s contributions as well as swisspeace’s rooting in civil society and academic circles provides additional credibility, resources and a strong network which HSD can capitalize on.

However, in terms of constraints/challenges, one constraint is that while the partnership heavily engages in lively interaction on project and program levels, it hardly does so when it comes to strategic focus, debate and joint strategy development. Based on feedback from HSD staff and ‘outside’ stakeholders, there is also a lack of transparency of what the partnership entails and what the role of each partner is leading some to believe that swisspeace is simply a ‘service provider’ or ‘backoffice of HSD’. Moreover, the absence of sufficient M&E arrangements make it difficult to monitor and assess the partnership’s activities and to what extent set goals and visions have been reached. Also, the contractual process of the partnership could be improved as it currently involves high transaction costs and creates insecurity in long-term staff planning for swisspeace. Lastly, KOFF’s role and purpose may need to be refined to maintain future relevance for its stakeholders.

3.1 Overall Recommendations to swisspeace & HSD for the Strategic Partnership

Based on the above mentioned strengths and weaknesses, the evaluation team recommends the following measures to both, swisspeace and HSD for the improvement of the strategic partnership:

1. Define a strategic focus for the partnership and clarify roles

HSD and swisspeace should jointly define the strategic content, goals and visions of the partnership and clarify what role each will play in this partnership. Ideally, strategic meetings should be set on an annual or (in the first year) even bi-annual basis to assess how the partnership is fulfilling its vision and goals and adapt them, if necessary. Such meetings should also include key staff on different hierarchical levels.

The following questions should be considered and clarified in this context:

- In light of current and future developments, what scope and focus should the strategic partnership have?
- Expectation setting: How can/should each partner contribute to these goals/vision? What is the unique value added component each can provide?
- How will progress be monitored and goals and visions be evaluated? (Ideally staff from both organizations should be identified who are responsible for monitoring and evaluating progress.)
- What is the role and identity of HSD and swisspeace in the partnership? In which instances is swisspeace strictly a 'service provider' and when does it serve as a strategic partner? Should there even be a distinction between the two?

Transparency: Also, to counterbalance the perception that swisspeace is simply a 'backoffice' or a 'service provider' of HSD and does not serve as an independent Foundation, both should jointly discuss and consider whether it would be worthwhile to make the role, purpose, activities and goals/visions of the partnership transparent. This could be done in several ways, for example: simply by posting a brief announcement/paragraph about the partnership on each other's website; proactively communicating to stakeholders and HSD staff what the purpose, goals and roles of each are in terms of the partnership, etc.

2. Consider simplifying the contractual process by introducing a global budget to reduce transaction costs and insecurity in long-term planning

Some interlocutors within the partnership think that the transaction costs for both sides are considerable and could be reduced by rather operating on global budgets. In addition, the budget on contracts seem to be paid out mostly once the project has already started or is about to end, which has an impact on long-term staff planning and security for swisspeace. On the other hand, there was some concern expressed from HSD's side on the transparency to monitor the cooperation's deliverables.

Introducing a global budget approach into the partnership will likely reduce transaction costs and render the partnership more efficient. Yet, both partners should jointly determine arrangements for a transparent process of the allocation and flow of monetary funds, by for example providing staff time and costs for each budget item through worksheets on a quarterly basis. Alternatively, long-standing projects such as DwP, MSP or B&P could also enter into longer term (more than two years) project cycles to improve planning security.

3. Identify and implement a more comprehensive M&E mechanism to measure the progress and evaluate the goals of the strategic partnership

Input from some interlocutors suggests that currently an informal peer review process is used for quality assurance at swisspeace and that this process seems to provide a good structure and work well. For larger, joint activities within the strategic partnership, swisspeace and HSD may want to consider using a joint peer review process for quality assurance. This would provide an immediate, but informal structure for M&E in the short-term, while the partnership sets up a more comprehensive M&E mechanism in the long-term.

Also, the partners may consider entering in a longer cycle of partnership and e.g. aligning the time frame of the partnership to the time frame of the message to parliament. Realistic benchmarks and milestones with reference to the message could be set and periodic self-assessment would provide material for the development not only of the next contracting agreement but also for the message itself.

4. Determine what the role of KOFF should be today and in the future to maintain relevance in light of developments and needs of stakeholders

KOFF has considerable visibility and relevance for stakeholders. It may enter into a stock-taking process and valorisation of past achievements in view of future potentials. This process should include the stakeholders of KOFF. swisspeace needs to define the position of KOFF inside the organisation and its set up as a stakeholder "project", particularly in light of the new KOFF strategy for 2016.

Relevant questions to redefine KOFF's role and future direction include:

- Should some services, which are now for free, be billable and instead some seed money might be provided for CSOs' small and targeted peacebuilding activities?
- Who 'owns' the topic, activities and outputs of KOFF? HSD, or swisspeace or a joint ownership?
 - Should all or some topics, activities, and outputs remain within KOFF or should KOFF solely remain a platform for exchange of experiences?
- How and to what extent can the strategic partnership utilize the capacities and competences of Swiss NGOs in the peacebuilding process?

The next section provides additional recommendations to further improve the partnership, as well as each partner's standing and presence, and are tailored individually to each, swisspeace and HSD. They were formulated based on the outcomes of the evaluation and responses from interlocutors when asked about the future outlook or vision for each partner and the strategic partnership.

3.2 Recommendations to swisspeace

1. Determine who swisspeace is and clearly position its main function/added value to its stakeholders and HSD

To some interlocutors it was not clear what swisspeace wants to do or how it should position itself in the future, as it was ambiguous to them what identity and role swisspeace has today. Some were interchangeably describing swisspeace as a 'resource center', 'training provider', 'research center', 'service provider', 'actor in peacebuilding', etc. A clear role, identity and positioning of swisspeace seems to be lacking to 'outsiders' and to staff at HSD.

Interlocutors also commented on swisspeace's tendency to broaden its thematic competencies. Some interlocutors suggest that this could be an asset for the Foundation's future, while others view it as a risk, since they believe that weak staff coverage on a broad area of topics may impact effectiveness and performance.

Having a clear strategy in terms of who and what swisspeace is today and where it aims to go in the future is beneficial for maintaining and improving not only its own credibility, but also determining a clear direction and role in the strategic partnership with HSD. Relevant strategic questions for swisspeace to consider are: Does swisspeace want to wear many hats, thus play various roles based on demand from stakeholders or focus its energy/expertise on certain areas and thus become distinctly known for them? If so, does it have sufficient capacity in order to do so? If not, what is needed to achieve this? How can swisspeace best utilize its current broad thematic areas of expertise and services to provide added value to HSD's activities?

Once these questions have been addressed, swisspeace would benefit from communicating/marketing their 'new' role and identity to its stakeholders and to HSD. Also, since the swisspeace website is the first impression that outsiders get of the Foundation, hence it would benefit from clearly highlighting its message of what role the Foundation plays today and aims to play in the future.

2. Aim to maintain credibility and independence by securing additional financial resources (besides from FDFA) for the Foundation.

One of the main reasons of why some interlocutors questions swisspeace's independence is that a large portion of the Foundation's budget comes from FDFA. Moreover, this financial dependence also poses a risk for swisspeace's future development and existence and may hinder long-term strategic planning, as specific products/services, staff hiring, etc. are dependent on the financing that FDFA provides. Swisspeace is already aware and acting on this recommendation (e.g., by building up its international client base, aiming to generate income from CAS courses, etc.) and this is an important step that should be closely pursued in the near future and beyond.

3. Strengthen international presence and visibility to gain more credibility

Related to the two points made above, swisspeace should consider hiring senior international experts with a certain international standing and network in order to build up swisspeace's international presence. Some interlocutors believe that swisspeace also needs an additional person/staff member with high-level presence, who can interact i.e. with diplomats internationally, or on the international academic sphere and who may also provide access to a wider network and opportunities of financing.

4. In light of future developments in peacebuilding, interlocutors suggested that swisspeace consider expanding its product/services portfolio by:

- Providing a platform for the exchange of *strategic* processes and ideas
- Further expanding third-party facilitation (e.g., mediation support)
- Continuing to grow its CAS courses and develop an audience not only in Europe, but also in other countries, e.g., the global south.
- Developing strategic capacity in conflict prevention and aspects of security related to peace.

And consider the following thematic areas which may be relevant in the future for swisspeace and the strategic partnership: violence reduction; urban security and interface between security staff and civil actors; how to bridge peace and state-building; role of small states in peacebuilding; new ICTs in peacebuilding; how to work (against what to do) in fragile contexts; and how to minimize risks for small and medium businesses in fragile contexts.

The evaluation also found a weak link of the partnership to questions and actors around "hard" security (Police/Security Services/Armed Forces) when they are related to conflict transformation and state building. Some interlocutors maintain the assessment, that swisspeace could enhance its profile on strategic questions around the role and potential of development in peace- and statebuilding.

Moreover, it was suggested by several interlocutors, that swisspeace should develop a more local presence in the field and build up a network of people in relevant regions in the global south to get more legitimacy as an actor in peacebuilding.

3.3 Recommendations to FDFA/HSD

1. Determine what short- and long-term strategy HSD wants to pursue in peacebuilding and what role swisspeace and the strategic partnership should play in this context

HSD is partly perceived as policy driven. It may try to develop a more solid, clear and binding strategic frame, while keeping flexibility, in which it can operate and make best strategic use of its partners such as swisspeace. A more cooperative strategic relationship with SDC might help to improve coherence of Swiss peace promotion activities and the best use of swisspeace capacity. Short medium and longer term goals on HSD side may support planning security on the side of strategic partners of swisspeace.

Moreover, HSD staff in interviews indicated appreciating a more transparent view and open communication (with occasional reminders) of what the strategic partnership with swisspeace entails. Currently it seems that HSD staff are not sure what the goals are and how this partnership is different from other partnerships that HSD has. In other words, questions were asked around: what services are included and what can swisspeace provide, how are finances/budget handled, how is swisspeace staff allocated, etc. It would be useful for swisspeace to follow up with providing HSD staff with information on what swisspeace does, how it is organized, what kind of collaborations exists, etc.

2. Identify and clarify what role HSD wants to play in the partnership

HSD's role in the strategic partnership appears to be ambiguous. Is it a donor, financier, joint implementation partner and/or a mediation actor in peacebuilding? While it can

certainly wear a number of hats, it should clearly communicate when it is playing which role in order to avoid ambiguity and clarify expectations, goals and visions.

3. Consider a more integrated approach by engaging more local NGO partners in conflict and peacebuilding in the field and experts with various disciplines

Some interlocutors argued that HSD is 'set in its ways' and seems 'closed off' to other organizations or institutions that may also want to contribute to the peacebuilding process. It was suggested that HSD focus more on supporting southern development/peace building partners (e.g., NGOs at country level) and building up their capacity in conflict and peacebuilding. They see benefits in combining the analysis and research that swisspeace provides with the grassroots information from local partners. In addition, some suggested that an integrated and interdisciplinary approach to peacebuilding seems to be missing in the approach of HSD. For example, engaging economists, social workers, etc. from various disciplines as well as working more closely with Swiss NGOs in the field of international development/cooperation, rather than drawing up a barrier and calling it the work of SDC. Some suggested that perhaps swisspeace could play a bridging role in this scenario and provide HSD with access to local and Swiss NGOs and other actors with various disciplines. Perhaps it can be considered to utilize KOFF's network of NGOs for such endeavors.

HSD may consider making more integrated use of all its assets including the three Geneva Centres to improve Swiss approaches towards violence reduction writ large. Swisspeace can bring its strengths into the equation without setting up an office at the MdP as a priority.

4. Solidify expertise among HSD/FDFA staff by maintaining and developing geographic and methodological expertise

Given the allegedly high rotation of staff within HSD, FDFA should consider how to better solidify peacebuilding expertise among HSD staff and what role swisspeace can play in this.

5. Make better use of swisspeace to support capacity for high level Swiss peace mediation

There remains a sense from interviews and activities reported under the MSP project 2012-2013 that the capacity of swisspeace is underused by the FDFA's own high level peace mediation processes, while MSP is being more and more recognised internationally for these services.