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Evaluation 2015/1

Evaluation of SDC's Performance in Governance Programming and Mainstreaming



Evaluation of

SDC's Performance in Governance Programming and Mainstreaming

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

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Bern, March 2015

Evaluation Process

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

The Evaluation and Corporate Controlling Division identifies the primary intended users of the evaluation and invites them to participate in a **Core Learning Partnership (CLP)**. The CLP actively accompanies the evaluation process. It comments on the evaluation design (Approach Paper). It provides feedback to the evaluation team on their preliminary findings and on the draft report. During a Synthesis Workshop, the CLP validate the evaluation findings and conclusions and, with the facilitation of the SDC Evaluation Officer and the Evaluation Team, elaborates recommendations and lessons learned for SDC. These are noted in the **Agreement at Completion Point (ACP)**.

Based on the **Final Evaluator's Report** and the ACP, a members of SDC's Senior Management assumes the responsibility of drafting a **Senior Management Response (SMR)**. The SMR is subsequently approved by SDC's Board of Directors.

The ACP and the SMR are published together with the Final Evaluators' Report. For further details regarding the evaluation process see the Approach Paper in the annex on the CD attached.

Timetable

Step	When
Approach Paper finalized	February 2014
Implementation of the evaluation	March 2014
Agreement at Completion Point	September 2014
Senior Management Response in SDC	March 2015

I Evaluation Abstract

Donor	SDC – Swiss Agency for Development and Cooperation
Report title	External Evaluation: SDC's Governance Programming and Mainstreaming
Geographic area	Global, Bosnia and Herzegovina, Mozambique, Bolivia
Sector	Governance Other: Public Institutions, Decentralization, Fragility, Water, Disaster Risk Reduction
Language	English
Date	September 2014
Author	E. T. Jackson and Associates: Edward Jackson, John Saxby, Lilly Nicholls

Subject Description

This report summarizes the findings and conclusions of an independent evaluation of SDC's governance programming and mainstreaming. The purpose of the evaluation was to capture results, learn from practice and challenges, and contribute to future strategic directions in SDC's governance work. The evaluation assessed the effectiveness of governance programming, examined SDC's mainstreaming approach, located SDC's work within a global context, and was informed by a process of reflective inquiry with stakeholders in SDC's departments and case study cooperation offices.

Evaluation Methodology

Using mixed methods, this study was a formative evaluation aimed at utilization. Data collection included review of more than 500 documents and files, over 300 open-ended, key person interviews, theory of change analysis at multiple levels, three country case studies (Bolivia, Bosnia and Herzegovina, and Mozambique), geographic desk studies (MENA, Mongolia, Rwanda, West Africa), thematic desk studies (Global Water, Disaster Risk Reduction, Decentralization and Local Governance, Fragility and Gender), and an analysis of SDC-wide spending on governance. Drawing on Paris and SDC principles, the evaluation team developed and applied an assessment matrix comprising eight core criteria: legitimacy and relevance; ownership, participation and non-discrimination; accountability and transparency; efficiency; capacity development; outcomes and sustainability; coherence and coordination; and adaptive learning. The team was informed and advised by participatory learning groups of SDC staff in Bern, La Paz, Sarajevo and Maputo.

Major Findings and Conclusions

Overall, the evaluation found that: first, spending on governance accounts for more than one-third (and as much as 60% in some bilateral programmes) of all of SDC's expenditures; second, SDC is producing solid governance results, and is generally doing the right things, for the right reasons, in the right ways in this work; and, third, particularly strong results are evident in local governance and democracy, municipal water and waste systems, disaster risk reduction, and global water policy. The evaluation team rated SDC's governance work across the three case study countries as "Good to Very Good." SDC was found to play an influential role in the governance field through its long-term commitment, respectful partnerships, animation of policy dialogue, piloting of proof-of-concept initiatives, and adaptive learning.

For its part, SDC's governance mainstreaming was generally judged by the team to be solid but not optimal; often innovative, but too often uneven. This work suffers from lack of clear commitment from SDC management to governance mainstreaming, along with a

lack of incentives (and sanctions) for staff to do this work effectively. Updated definitions and guidance on coding, planning, implementation, and monitoring and evaluation in governance mainstreaming are also required, as are increased staff and resources for governance-related networks at headquarters and in regions.

For governance programming and mainstreaming, the evaluation found that SDC should build on its good progress with its results-oriented reporting system and now focus on reporting on cross-cutting and higher level outcomes results. Greater attention should also be paid to properly coding and capturing governance-related ODA expenditures and their leveraging effects. Furthermore, knowledge sharing on governance within regions in particular pays dividends in the form of stronger interventions and better connectivity.

Priorities for Change

Governance will be a key instrument for implementing Switzerland's international cooperation Dispatch 2017-2020 and the United Nations' Sustainable Development Goals during the 2015-2030 period. SDC has an important opportunity to strengthen its approach to governance in order to more effectively contribute to the implementation of these plans. To this end, the evaluation team concluded, SDC should consider:

- Issuing a clear statement that governance programming and mainstreaming are Agency-wide priorities.
- Designating a single unit for SDC-wide coordination of support to all types of governance work.
- Clarifying, updating, renewing, and systematizing the knowledge base underlying this work.
- Renewing efforts to achieve effective governance mainstreaming.
- Testing, deepening and expanding SDC's involvement in governance issues at a global level.
- Strengthening the monitoring and evaluation of, and reporting on, governance outcomes.
- Improving communication on governance work.
- Reviewing and clarifying the division of labour on governance between SDC and SECO, and with other Swiss government agencies.
- Developing a mechanism for incubating, testing and scaling up innovative forms of integrated governance programming combining global and country-level interventions

II Senior Management Response and Agreement at Completion Point (Recommendations of the Core Learning Partnership)

Introduction

SDC Senior Management wishes to thank and congratulate the Evaluation Team for an excellent piece of work which will be a leading reference document for the governance theme for some time to come. It is particularly grateful for the very thorough analyses in the case studies and the main lessons derived from those studies. SDC Senior Management is also sympathetic to the way the Core Learning Partnership (CLP) took up the ball and drafted a statement which clearly indicates that SDC staff wants to become even more ambitious in doing governance work of international excellence.

SDC Senior Management bases its response on the evaluation report produced by the Evaluation Team under the leadership of Edward T. Jackson and the Agreement at Completion Point (ACP) drafted by the CLP.

This Senior Management Response follows the structure of the nine recommended “Priorities for Change” in Chap. 12 of the evaluation report. SDC Senior Management is confident that the issues raised by the CLP which are summarized in 17 points in the ACP have been adequately considered.

General Statement

In general, SDC Senior Management recognizes the high quality of the work and the impressive track record of the evaluation team. However, in particular the **recommended priority for change 2 which suggests to create one single unit of coordination for all types of governance programming and mainstreaming, a recommendation which was reinforced and concretized in the ACP, overshadows other well intended recommendations and, more importantly, risks questioning important results as well as principles of SDC’s 2008-09 reorganization.** The reorganisation certainly had its shortcomings but can largely be seen as a success. One of the elements of success is that the thematic expertise required for SDC’s work in developing and transition countries is largely embedded in geographic divisions while global programs have been designed to address poverty relevant issues of global significance through furthering collective, policy based action by the international community. At this point in time, SDC Senior Management wants to avoid any action which would weaken the principles presently in place.

Having said that, Senior Management believes that there is scope for improving coherence and achieving a higher level of integration in governance programming and mainstreaming by optimizing existing structures and procedures. The Evaluation Team calls upon Switzerland to play a leading role in the international governance and development debate. SDC Senior Management considers this recommendation as valid. As a matter of principle, SDC Senior Management considers that resources should be mobilized when a clear opportunity is identified and that this is best done within existing units and not within a special new unit. **SDC Senior**

Management believes that SDC can achieve a sharper profile and a better positioning in all fora by identifying and pursuing joint agendas at the intersections of the governance-related focal points and networks, namely the Decentralization/Local Governance Network (DLGN), the Conflict and Human Rights Network (C+HR) and the Gender Network.

Recommended Priority for Change 1:

Through its Management Board, (SDC should be) issuing a clear statement that governance programming and mainstreaming are agency-wide priorities for both the current Dispatch and the Dispatch for 2017-2020.

SDC Senior Management fully agrees with this recommendation. Governance is at the heart of successful development work by SDC in almost all themes ranging from education to climate change. Since governance programming and mainstreaming accounts for over one third of all of SDC's expenditures and almost all country or regional programs have governance as one of a maximum of three domains (in cooperation with Eastern Europe, one of four), Senior Management considers that the institutional commitment to the theme is given. At the strategic and communications level, the recently approved Information Note to the Federal Counsellors Burkhalter and Schneider-Amman includes governance as one of seven strategic goals for the new International Cooperation Dispatch 2017-2020. At least four other goals strongly refer to governance issues. Gender equity, as a key element of governance, is a stand-alone goal. **In addition to upgrading the status of governance in the Dispatch 2017-2020, SDC Senior Management supports undertaking specific measures to render governance programming, mainstreaming and knowledge management more effective.**

Recommended Priority for Change 2:

Designating a single unit for SDC-wide coordination of support to all types of governance programming and mainstreaming.

SDC Senior Management understands the rationale behind this recommendation which was considerably reinforced in the ACP. However, it considers that constituting a large thematic unit directly attached to the Directorate runs contrary to the fundamental management principles governing SDC at this point in time. While SDC Senior Management partially agrees with the evaluation report that some reinventing of the wheel is going on and fragmentation exists to a certain extent in the decentralized management of its country and regional programs as well as themes, it is not at all convinced that a stronger centralized unit embracing additional resources and two to three existing focal points would resolve this problem. However, as mentioned in the preceding General Statement, **SDC Senior Management believes that a coordination and joint programming between DLGN, C+HR and Gender focal points and networks, -which includes a more binding and accountable commitment of core network members for concrete tasks under the respective focal points - would improve coherence.**

Recommended Priority for Change 3:

Clarifying, updating, renewing and systematizing the knowledge base under-lying SDC's governance work.

SDC Senior Management supports this recommendation and requests the Working Group to draft a learning-oriented Action Plan for SDC (including the necessary human and financial resources for its implementation) that addresses the issues identified in the evaluation report.

SDC Senior Management welcomes an institutional training offering on governance (foundation training, covering key governance issues). In its review of the SDC Concept for Institutional Training in Oct. 2014, SDC Senior Management specifically mandated all thematic focal points to more clearly define their training offerings (internal as well as external). **To underline SDC's commitment, Senior Management reminds staff that in addition to foundation training in governance, key governance-related training courses such as Conflict Sensitive Program Management and Gender are mandatory courses for all relevant staff as soon as they become available. In order for the governance-related training offerings to be well anchored and effective, they need to be underpinned by a common understanding of governance definitions and concepts which shall be laid out in a "Leitdokument B".**

Recommended Priority for Change 4:

Renewing efforts to achieve effective governance mainstreaming.

SDC Senior Management acknowledges the need for action to ensure more effective mainstreaming of various governance dimensions as well as strengthening institutional learning on approaches and indicators for monitoring. Just recently, it has approved revised instruments to guide work in fragile contexts. Typically, governance mainstreaming concerns joint agendas built at the intersections of all development work—not only of the governance-related focal points and networks. **SDC Senior Management tasks the above-mentioned working group to tackle governance mainstreaming as a further priority.**

Recommended Priority for Change 5:

Testing, deepening and expanding SDC's involvement in governance issues at a global level.

SDC Senior Management considers that the dimension of global governance could have been given more attention in the design of the review. It is convinced that doing this would have unveiled additional very good results on various themes. In this sense it is of the opinion that this recommendation is effectively put in place by the global programs, often enhanced by focal points and country programs. The follow-up work by the working group shall adequately take into account this dimension.

Good examples are land use policies, policies for sustainable finance sector development, public health system financing, right to water, etc. SDC is already active in areas identified by the evaluation (e.g. illicit flows of funds, etc.). It does not make much sense to identify additional pilot projects when a number of thematically responsible staff and networks already have the specific mandate to clearly draw on local information and experiences for

use in global level dialogue. In addition to the water examples, many other good cases exist and SDC has developed a training course on policy outcomes which should spur institutional learning.

With much satisfaction, SDC Senior Management has taken note that the Evaluation Team considers that Switzerland could play a much larger role in leading coordinated efforts by donors. SDC management agrees with this recommendation but insists that leading a country group on a specific theme cannot be an objective in and of itself. The goal is to create benefit for poorer people.

Recommended Priority for Change 6:

Strengthening the monitoring and evaluation of, and reporting on, governance outcomes.

SDC Senior Management could not agree more with this recommendation. While it has observed significant improvements in results based management and reporting over the last few years, notably through the increased use of beneficiary and stakeholder assessments, it is of the opinion that considerable improvements are still possible. To this end, the Practice Note on Results Management in DLG is a significant step. For the Dispatch 2017-2020, it is important to define clear objectives and indicators which will allow for sound monitoring and reporting on governance outcomes (beyond DLG and related sub-topics). SDC Management tasks the above-mentioned Working Group with the coordination and drafting of the respective governance chapters (including monitoring and reporting) for the new Dispatch.

Recommended Priority for Change 7:

Improving communication on governance work.

SDC Senior Management welcomes enhanced investments in good communication and training tools and offerings, especially through electronic media. All SDC units have a specific mandate to do so and SDC Senior Management reiterates the importance of line managers assuming responsibility by requesting communication products from field offices. It is important that this work be included in regular annual planning. Line managers are to verify that this is happening in their management follow-up.

Recommended Priority for Change 8:

Reviewing, clarifying and rendering more coherent the division of labour on governance between SDC and SECO and with other Swiss government agencies.

In general, SDC Senior Management is of the opinion that with the new Dispatch the countries with joint SDC/SECO action should increase. Creating more synergies with SECO is a key message of the Dispatch 2017-2020. The drafting of the Dispatch 2017-2020 offers the possibility for further sharpening the profiles of both agencies. The same applies with regard to AMS and other federal offices.

Recommended Priority for Change 9:

Developing a mechanism for incubating, testing and scaling up innovative forms of integrated governance programming combining global and country-level interventions (see also recommendation 5).

SDC Senior Management finds it difficult to understand the utility of such a mechanism. It considers that programs like Nepal or Burkina Faso, but also thematic work such as that on land issues already to a large extent apply such an approach. What could be improved is coordination and development of synergies between global and local levels. In this regard, **SDC management reiterates its earlier statements which call upon global programs to seek interaction with country programs on policy issues.** In addition, Senior Management mandates the Global Cooperation Domain and the three other corporate domains to assess the current mechanisms of interaction between global and national programmes and, if need be, suggest ways of improvement in the sense of this recommendation.

In order to implement the approved recommendations the SDC Senior Management tasks a Working Group consisting of the three respective focal points. (DLGN, C+HR, Gender) and further working group members. The Domain Cooperation with Eastern Europe/CIS will appoint a leader for and members of the Working Group. Deputy heads of domains will act as a sounding board. Results will be reported back to Senior Management during the first half of 2016.

March 6, 2015

Agreement at Completion Point of the Core Learning Partnership: Taking Bold Action on Governance

Prozess

Evaluation research shows that the involvement of those responsible for implementation in generating recommendations leads to a higher rate of implementation. Therefore, to ensure recommendations that are well targeted, ambitious and achievable, this evaluation engaged the Core Learning Partnership (CLP) in the development of the recommendations. During a 1 ½ day Synthesis Workshop, the CLP validated the evaluation findings and conclusions and, with the facilitation of the Evaluation Officer from the Evaluation and Corporate Controlling Division and the Evaluation Team, elaborated the recommendations for SDC noted in this Agreement at Completion Point (ACP). This ACP will be forwarded to a group of SDC Directors who will draft a Senior Management Response which will be tabled with SDC's Directorate.

Overall appreciation of the CLP of the Evaluation Report

The CLP welcomes this Governance Evaluation. The evaluation report presents a comprehensive, concise and well-balanced analysis of SDC's governance-related activities. In general, the report is clear, concise and to the point. Key issues are insightfully addressed, the methodology is transparent and the findings and conclusions are well documented. Information gaps, missing elements and the few factual errors that were drawn to the attention of the Evaluation Team by the CLP were appropriately addressed. The Evaluation Team has well understood the overall Swiss context and taken into account the specificities of SDC as an institution. The mix of in-depth case studies coupled with structured analysis of SDC governance programming and mainstreaming has been very useful and has led to relevant, sometimes surprising insights. The Evaluation Team has not only critically evaluated the past, but has also considered the long term perspective as well as options on a strategic level – perhaps the most valuable input for SDC.

The CLP agrees with main conclusions of this evaluation and supports the majority of recommended priorities for change. The mood in the CLP has been frank and constructive throughout the process, enabling the group to have a forward looking perspective and to develop substantial but pragmatic recommendations for the future. These are spelled out in the following.

Recommendations by the Core Learning Group

Preamble

Now is the Time to Shape the Future

Now is the time to shape the future of SDC. We cannot be—and we are not—satisfied with the status quo. We have a duty not only to improve our performance today, but we must also make significant changes to position SDC to play an influential, leadership role in the post-2015 period. This is not a time to be timid or cautious. It is a time to be bold. We have a duty to our partners, taxpayers, the Parliament and the global commons to work with those who embrace change and to chart a new course forward.

This is the spirit, the vision and the perspective that should guide SDC in taking action on governance, where it spends more than one third of its overall budget and can build on strong assets. And it is a great opportunity for our institution. Indeed, we have a chance now to make assertive recommendations—an opening that will not be there six to 12 months from now. Let us think beyond the everyday reality to see what is needed tomorrow so that SDC can make a meaningful contribution to a better world in the decades to come. If we can do this, our ideas will walk on their own legs—carried all of a sudden by supporters and stakeholders whom we never expected.

Recognizing the Centrality of Governance

Governance is fundamental to the work of SDC. Not only is governance a cross-cutting issue, it is the prime means by which SDC achieves its results at every level: local, national, regional and global. Building strong, accountable and democratic public institutions, enabling effective and just laws and public policies, and supporting vibrant and inclusive civil societies are at the core of SDC's interventions. It is a unique and strategic vector of change.

Managing the Risk of Inaction

While the evaluation has pointed to SDC's strengths and achievements in its governance work, it also has identified significant challenges that must be addressed. If these are not addressed, there are five risks in particular facing SDC:

1) Performance Risks in Programmes:

- **Underperformance in results orientation and measurement** undermines the effectiveness of SDC programs and weakens its ability to communicate results.
- **Underperformance in governance mainstreaming** could result in water resource management regimes that cannot prevent floods, or health systems that are incapable of responding to outbreaks of deadly diseases such as Ebola and SARS. Lives could be lost, sustainability of programs is at risk.
- **Underperformance in applying an integrated approach:** The globalized volatility and complexity of development challenges oblige SDC to better integrate its planning and implementation at the global, regional, national, regional and local levels. The presently compartmentalized approach towards governance also weakens effectiveness and efficiency of programmes and is an obstacle for clear and strong profiling.

- 2) Lacking policy coherence:** There is a lack in coherence between Switzerland's domestic practice and global agendas, and within Swiss foreign policy expressed at the global level. This results in inefficient resource allocation and reduced effectiveness but also in reputation damage to Switzerland, for example when media reports reveal illicit fund transfers to Swiss banks, or Swiss based extractive industries are contributing to exploitative practices and conflict in partner countries.
- 3) ODA allocations at risk:** Ineffective reporting on governance activities and outcomes could result in a reduction of public support for Swiss development and transition cooperation, and, in turn, a reduction in ODA allocations to SDC, in an area which now accounts for a very large percentage of overall expenditure. It is crucial to better explain to the public why support to civil society and democratic public institutions in developing and transition countries is fundamental work.
- 4) Diminishing knowledge base:** Much of the tacit and informal knowledge on governance is leaving SDC as an aging workforce of managers retires. SDC performance and reputation will suffer if it does not act swiftly to renew, strengthen, systematize and transfer best-practice knowledge on governance to its incoming personnel, and if it does not enhance its expertise.
- 5) Weakened positioning:** With SECO becoming a significant funder of governance interventions in recent years, the current funding ratios for ODA between SECO and SDC could change in the future.

SDC must act now to organize itself to address these risks.

Choosing to Lead

In fact, SDC is well-positioned to not only manage these and other risks, but to actually create the conditions and capacities to play a leadership role in a number of themes of this important sphere in the years ahead. The two entry points to this path to leadership are, first, the substance of the Parliament Dispatch for Swiss Cooperation for 2017-2020, and, second, the Switzerland's Sustainable Development Strategy 2016-2019. This Strategy turns into action at the national level Switzerland's commitment in the context of the global post-2015 agenda. Effective, integrated, multi-level governance programming and mainstreaming is essential to the achievement of the goals of both guiding documents. By demonstrating its innovation and success through its own stronger governance policies, programs and systems, SDC will increase its influence over development policies at the international level and in every country with which it cooperates, and within Switzerland itself.

The Elements of an Action Plan

The status quo, therefore, is not an option. Instead, bold action is essential. And it will bring many rewards. From the perspective of the CLP, the main elements of an Action Plan on Governance at SDC are as follows:

A. Over-Arching Recommendations

- 1) Senior Management should take leadership by expressing its clear commitment to governance programming and governance mainstreaming as SDC-wide priorities.
- 2) SDC should clarify and update its definitions, conceptual framework, policy, analytical guidance, and priorities for governance programming and governance mainstreaming.

- 3) A coherent, anchored and binding policy and operational approach should be taken by SDC on governance programming and governance mainstreaming. Senior management should ensure compliance with policies and approaches.
- 4) SDC should actualize its stated commitment to being an engaged, learning-oriented, risk taking, results-based and evaluative organization in the field of governance.

B. Corporate (Institutional) Level Actions

- 5) Senior Management should designate one point of contact and agenda-setting for governance programming and governance mainstreaming, by creating a new Governance Hub. The Hub would mainly contribute to firmer and broader anchorage of governance work in SDC, as well as to stronger coherence and a clearer profile (see below for more on the Hub).
- 6) SDC should increase the number of regional governance advisors, with the goal of covering all geographic regions, in order to better support stronger governance programming and mainstreaming through improved guidance and knowledge sharing.
- 7) SDC should designate and support governance resource persons in all relevant sector networks and global programs. They would act as contact points for interaction with the Hub. Geographic divisions at headquarters should install dedicated governance resource persons.
- 8) Senior Management should make sure that clear commitments for governance programming and mainstreaming are defined in the 2017-2020 Parliament Dispatch, linked to, among other things, the international community's Post-2015 Agenda and Switzerland's Sustainable Development Strategy. This should include the formulation of dedicated objectives, expected results and indicators.
- 9) SDC should develop a Human Resources Plan and Career Path Option in Governance, including a training strategy for incoming staff as older personnel retire.

C. Programming

- 10) There is a need for coordinated updating and strengthening of the definitions, concepts, guidance and tool kits on governance programming and mainstreaming, giving due attention to thematic and institutional issues of global governance.
- 11) There is also a need for more systematic gender mainstreaming in governance programming.
- 12) SDC should foster innovative initiatives for integrated programming, connecting the local, national, regional and global levels. This implies more systematic collaboration on governance related issues between governance focal points (DLG, C&HR, Gender), other relevant focal points, global and multilateral programs as well as with geographic divisions. Potential means are the definition of thematic clusters around governance issues and joint initiatives that will be funded by one or more of the involved units.

D. Governance Mainstreaming

- 13) Within the Hub, a special, skilled and experienced 'governance mainstreaming team' should be designated. Enabled by dedicated resources and budget, it should develop binding minimal standards for governance mainstreaming.
- 14) This team would update the overall approach to and definition of governance mainstreaming; it would also work closely with sector specialists to develop standards and tools for governance mainstreaming that are appropriate to the specific character, actors and operational conditions in each sector (e.g. climate change, health, etc.).
- 15) Guided by the priorities in the new Parliament Dispatch, this team should engage with a wide range of key stakeholders inside and outside SDC and contribute to setting clear targets.
- 16) This team should also develop a new vision and tools to effectively, consistently and coherently mainstream governance in multilateral institutions.
- 17) It would contribute to capacity building & coaching of regional governance advisors, and of governance resource persons in divisions, other networks, global programs at headquarters.

E. Results, Knowledge Sharing and Communication

- 18) The Governance Hub should work with QS and the E+C Division for systematic and strategic reflection on governance performance at the project, program and division levels.
- 19) Working with the Knowledge and Learning Processes Division and other key units, the Hub should strengthen efforts to more effectively capture good practices, make them known and communicate the value and outcomes of governance programming and mainstreaming, based on both SDC experiences and dialogue with external stakeholders, and using a full range of media platforms and tools (e.g. learn-books, video clips, etc.).

The Hub

Overall the Hub shall be responsible to better coordinate, integrate and strengthen present work on governance or governance-related issues and interventions, to ensure implementation of present concepts and to enhance overall communication. **The purpose of the Hub is to ensure:**

- Coordinated formulation of a vision, concept/approach, policies on governance;
- Systematic coordination and collaboration among the governance related focal points and their respective networks (more coherent, coordinated approach between DLG, C&HR, Gender);
- Coordinated initiatives for integrated programming on governance related issues, connecting the local, national, regional and global levels;
- Dedicated coordination and guidance for governance mainstreaming;
- Regular foundation training on governance and governance mainstreaming for SDC staff;
- Coordinated and targeted communication on governance related results & good practice in-house as well as to the public (differentiated audience);
- Coordinated communication and positioning on governance vis-à-vis SECO, AMS, political divisions.

In terms of **structure** the CLP proposes the creation of one single governance Hub, resourced with a dedicated team and including all governance related focal points (DLG, C&HR, Gender), who would be disassociated from their geographic divisions. Initiatives on particular issues of global governance would also be included in the Hub.

The hub would need a line of command. Two options are possible:

- One option is the Directorate itself (similar to the Institutional Partnerships Division). This would be a clear signal for ownership by the directorate, and it would strengthen the transversal dimensions of governance and gender.
- Another option is to attach the Hub to one of the geographic domains for close operational proximity.

Whatever the chosen option, there will be a need for increased staffing (Hub, as well as better resourced focal points).

In any case, fine tuning of the design will be necessary and various still **open questions** will need further clarification, such as for example:

- Definition of lines of authority for the Hub;
- Exact delimitation of the tasks for the Hub;
- Required human and financial resources as well as funding arrangements;
- Collaboration modalities for integrated programming on governance related issues, including joint funding modalities.

Phasing and Review

Senior Management should mandate a **temporary Task Force** to follow up over the next 18 months on the implementation of the recommendations of this Governance Evaluation, once discussed and approved by the Directorate. It would also be responsible for the clarification of open questions. The composition of the Task Force has not been specified yet.

The implementation of the recommendations of this evaluation should be carried out in two main phases: In the short-term (the next four to six months), the Task Force and the Hub (including the governance mainstreaming team) should all be established and begin their initial work. It will be the responsibility of the Task Force to define a more detailed work plan. In view of the drafting of the new message, the clarification of the governance vision & concept and spelling out minimal standards for governance mainstreaming is of high priority. The Task Force and the Hub should then work intensively for the next 12 months. The outputs of these bodies should be produced in time to guide and support the implementation of the new Parliament Dispatch for 2017-2020. The experience of applying the new policies, systems and tools produced by this work should be reviewed mid-way through the new mandate, in 2018-2019, and adjusted as necessary.

Conclusion

SDC spends more than one third of its overall budget on governance, but does not systematically oversee, monitor, coordinate and direct this very significant expenditure. The status quo carries real risks. It is time to make serious investments in key components of the SDC structure. In turn, such investments will chart a leadership path to an exciting future for SDC. Bold action must be taken now.

October 2014

III Evaluators' Final Report

Evaluation of SDC's Performance in Governance Programming and Mainstreaming

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

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Acronyms

AP	Approach Paper
BAM	Bosnia and Herzegovina convertible mark
BiH	Bosnia and Herzegovina
BRICS	Brazil, Russia, India, China and South Africa
CHF	Swiss Franc
CLG	Core Learning Group
CLP	Core Learning Partnership
COOF	Country Office
CSO	Civil Society Organization
DAC	Development Assistance Committee
DDP	Defensor del Pueblo (The Human Rights Ombudsman's Office [Bolivia])
DLGN	Decentralization and Local Governance Network
DRR	Disaster Risk Reduction
E+C	Evaluation and Corporate Controlling Division (SDC)
EU	European Union
FDFA	Federal Department of Foreign Affairs
FOM	Federal Office for Migration
GE	Gender Equality
GDP	Governance and Decentralization Programme
GoM	Government of Mozambique
Gov-GEN	Governance-General
GPWI	Global Programme Water Initiatives
HQ	Headquarters
HR2WS	Human Right to Water and Sanitation
HSD	Human Security Division
ICRC	International Committee of the Red Cross
INCAF	International Network on Conflict and Fragility
ISO	International Organization for Standardization
IWRM	Integrated Water Resources Management
MENA	Middle East and North Africa
NGO	non-governmental organization
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OSS	One-Stop-Shop
PED	Political Economy and Development

SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SECO	(Swiss) State Secretariat for Economic Affairs
TOC	Theory of Change
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNDP	United Nations Development Programme
UNRWA	United Nations Relief and Works Agency
WASH	Water, Sanitation and Hygiene

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Edward Jackson, John Saxby and Lilly Nicholls

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Executive Summary

While, overall, the evaluation rates SDC's performance in all types of its governance work as good, and rates dedicated bilateral governance programming as good to very good, there are significant missed opportunities and areas for improvement, especially given the prominence of governance in SDC's portfolio and SDC's leadership potential in this area. Strong, focused and timely action by senior management is required.

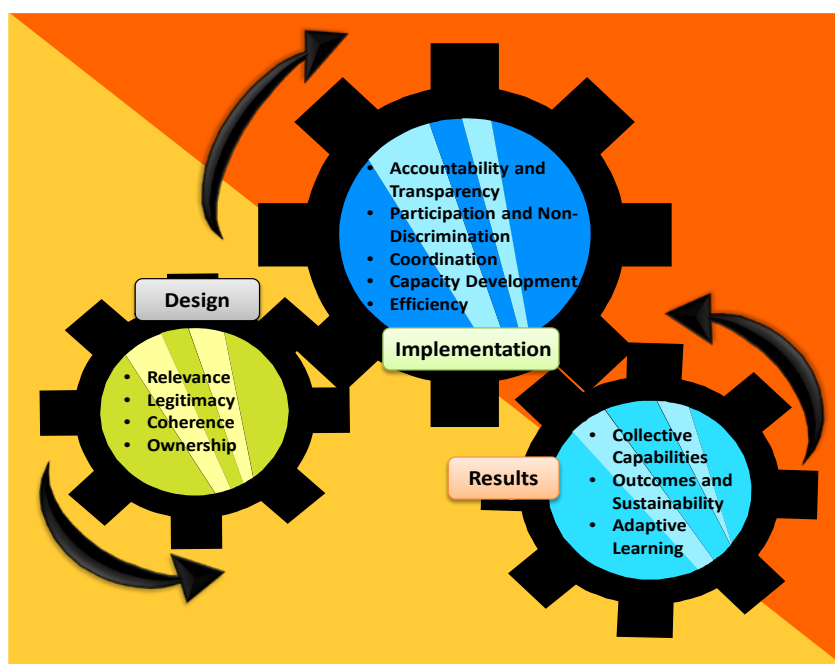
1. Introduction

The purpose of this evaluation was to: 1) capture results in the governance sector and in cross-cutting governance areas based on SDC concepts and directives; 2) learn from good governance practice and experiences in dealing with difficulties; and 3) contribute to the future strategic orientations of SDC's governance sector. The evaluation was carried out from February through July 2014.

This was a formative process evaluation aimed at utilization. The evaluation design was highly participatory and aimed at engaging managers and practitioners within SDC. The evaluation team reviewed more than 500 documents, conducted 300 interviews, undertook three country case studies (Bolivia, Bosnia and Herzegovina, and Mozambique) as well as desk studies including Middle East and North Africa (MENA), Mongolia, Rwanda and West Africa, reviewed the governance dimensions of SDC's Global Programme Water Initiatives (GPWI) and disaster risk reduction (DRR), analysed the work of the Decentralization and Local Governance Network (DLGN), as well as SDC's governance-related work on fragility and conflict, and gender equality; and established an overview of SDC-wide spending on governance.

The evaluation team assessed SDC against eight core evaluation criteria informed by the OECD DAC aid-effectiveness principles, SDC governance principles and recent international thinking in the governance field: relevance and legitimacy; coherence and coordination; accountability and transparency; ownership, participation and non-discrimination; efficiency; outcomes and sustainability; adaptive learning; and capacity development.

Figure 1: Wheels in Motion: Framework for the Evaluation of Governance Programming and Mainstreaming



Source: E.T. Jackson and Associates Ltd., 2014

2. Findings and Conclusions

Spending on governance programming and mainstreaming accounts for more than one third of all of SDC's expenditures. In some bilateral programmes, spending by SDC on governance can range from 40% to 60% of all expenditures.

Governance Programming

SDC is producing solid governance results and is generally doing the right things, for the right reasons, in the right ways. The evaluation team documented impressive innovations and results in areas such as local governance and democracy, municipal water and waste systems, national models and systems for disaster risk reduction and global water policy. Through long-term commitment, respectful partnerships, animation of policy dialogue, piloting proof-of-concept initiatives, and adaptive learning, SDC plays an influential role at the local and country levels, and, in some fields, at the global level, as well. The evaluation team rated SDC's performance here, overall, as good to very good.

Table 1: SDC Governance Performance against Evaluation Criteria

PERFORMANCE		
Core Criteria	Rating	Rationale
Legitimacy and Relevance	Good-Excellent	Long-term, respectful, practical, flexible and dialogical approach aligned with changing priorities of government and civil society; respected by national leaders, other donors
Ownership, Participation and Non-Discrimination	Good-Excellent	Consistent emphasis on human rights and community participation and oversight, especially among minorities and across ethnic groups; gender is mainstreamed unevenly
Accountability and Transparency	Good-Excellent	Committed to increasing public access to public information, requiring disciplined financial reporting, and regular sharing of information with collaborating organizations
Efficiency	Satisfactory-Good	Good leveraging of local and other donor funds, some use of local delivery agencies, but dispersed, labour-intensive project portfolios and administrative burden for all parties
Capacity Development	Good	Short-term gains in skills and planning complemented with longer term institutional reform efforts; application of acquired skills and more precise, feasible log frames are challenges
Outcomes and Sustainability	Good	Local innovations often translated into higher level outcomes; limited use of local systems and implementing agencies, elite capture and corruption can undermine outcomes
Coherence and Coordination	Satisfactory-Good	Programmes generally internally coherent and well-coordinated with other donors, but rarely via harmonized mechanisms; good coordination with SECO, but could be improved
Adaptive Learning	Satisfactory-Good	Strong adaptive learning across phases within projects in scaling methods and models; need for more systematization and dissemination of knowledge, tools within/for regions
Overall Rating	Good-Very Good	

Over time, SDC has built and continuously adapted **an approach to governance programming that is distinctive, and generally effective**. SDC's "stock of assets" includes legitimacy and credibility, ability to work with multiple actors at different levels, experience in promoting democracy and local governance, long-term commitment, as well as adaptability and flexibility towards partners. The prime expressions of this positive track record are found in the **promising governance outcomes** produced by SDC interventions. The Bolivia, Bosnia and Herzegovina (BiH) and Mozambique country programmes have proven adept at aligning to changing national priorities, piloting innovations, leveraging resources and implementing creative social marketing. SDC staff and partners understand that conditions on the ground can change very quickly, due to economic events, political actions or natural disasters. SDC has been generally quite effective at mainstreaming the principles of Aid Effectiveness, and its own Governance Principles.

SDC's global governance efforts are strategic, tap into Swiss expertise and have enhanced Switzerland's international reputation. The work by the GPWI to establish water as a dedicated post-2015 SDG target has so far succeeded. And SDC's leadership in and support to DRR efforts worldwide have reinforced the Hyogo Framework for Action, which in turn has levered many more international contributions **SDC's brand recognition and governance comparative advantage is a combination of "locally-rooted action" and "global projection"**. With its decentralized structure and experienced staff, SDC is well positioned to not only implement an effective approach, but to continuously review and adapt it. SDC's networks support this effort.

SDC spending on governance programming is often leveraging significant matching and downstream funds from other sources. This is especially true in the sub-domain of local governance and municipal services, where the evaluation identified projects that had stimulated additional downstream loans and grants from national and external agencies worth 10 to 20 times SDC's original contribution to the intervention. Even more modest leveraging factors, especially from central governments and municipalities themselves, promote sustainability.

The evaluation findings also indicate a broad set of **performance challenges** faced by SDC's in-country governance programmes. Among these are:

- Translating individual capacity building (e.g., via training programmes) into collective capabilities (at the organizational and policy levels);
- Scaling up efforts to achieve long-term institutional and policy reform;
- Focusing and adjusting programming scope, coverage, components and partners;
- Monitoring and reporting on outcomes (as opposed to inputs, activities and outputs), including capturing and reporting on financial leveraging effects;
- Systematizing, disseminating and communicating results, best practices and lessons;
- Moving toward the deeper use of country systems;
- Moving from donor coordination to fuller harmonization; and
- Enhancing the Swiss Whole of Government approach through better coordination and coherence with the State Secretariat for Economic Affairs (SECO) and among SDC's geographic, global and humanitarian channels.

More specifically, the evidence suggests that there are certain **programme design issues** that deserve attention, notably:

- The understanding of capacity development is imprecise and under-conceptualized;
- Some theories of change are overly ambitious or have unclear connections between medium-term and long-term results;

- Some theories of change rely too much on a simple dualism of supply and demand, when other factors are also driving or blocking results; and
- Theories of change are not always accompanied by explicit assumptions or a clear identification of enabling conditions and constraints, nor are they always accompanied by ongoing stakeholder and risk analysis, and mitigation strategies.

Governance Mainstreaming

SDC's performance on governance mainstreaming is solid but not optimal. SDC staff and partners are working hard to strengthen government systems and citizen participation in health, agriculture, climate change, peace-building and other sectors where governance is a transversal issue. SDC has been quite effective at mainstreaming both the Paris Aid Effectiveness and SDC Governance Principles in the water sector and in disaster risk reduction, in particular. However, the mainstreaming of governance within other sectors—such as health or employment—has been uneven and generally not as effective as SDC's performance in governance programming per se.

Governance mainstreaming has been hindered by the lack of:

- Clear direction from SDC senior management with respect to its commitment to, and the importance of, governance mainstreaming;
- A locus of accountability and oversight at SDC headquarters and in the field for governance mainstreaming efforts;
- A clear and shared SDC-wide governance framework, including strategy, targets, and indicators that could guide and track governance mainstreaming;
- Organizational incentives (and sanctions) for governance mainstreaming;
- Systematization of good-practice knowledge;
- SDC-wide clarity and guidance on definitions and criteria for coding practices, planning, implementation, monitoring and evaluation and staff performance aimed at giving impetus to governance mainstreaming; and
- Time, financial resources and specialized personnel dedicated to governance mainstreaming within the relevant programmes, networks and Embassies.

In SDC there is rich, field-based knowledge of innovations and achievements in both governance programming and governance mainstreaming that could be systematized, disseminated and applied more broadly within and across countries, programmes and networks. Understanding how SDC has mainstreamed governance in water and DRR should inform other governance mainstreaming efforts. Such initiatives counter-balance re-centralization or authoritarian tendencies by shifting “sideways” into other sectors and building local critical mass among municipalities until the national context is more propitious. Despite some experiences with creative social marketing (Bolivia and Mozambique) and participatory video (BiH), local Cooperation Offices have not sufficiently developed their communications strategies, products, messages and target audiences in areas of governance programming and mainstreaming. There are opportunities to promote knowledge and communications much more effectively.

3. Lessons

The evaluation identified a number of lessons from SDC's performance in its governance work. Notable among these lessons are the following:

Strategy and Design

1. When ambitious theories of change are combined with broad scope, severe structural obstacles, stakeholder fragmentation, and few mechanisms for building synergies, then implementation challenges and risks are generally amplified.
2. Blending concrete benefits and focused technical assistance with institutional strengthening, coalition-building, strategic policy-making and creative social marketing and public communications, constitutes a winning combination in governance project design and interventions.
3. Large budget increases to targeted countries or regions should not be dealt with through a proliferation of a large, unmanageable number of small, short-term projects, but rather through a smaller portfolio of larger, longer-term interventions using a mix of channels and interventions.

Implementation

Programming

4. In countries where centralizing or authoritarian tendencies are gaining ground, SDC must intensify its work with the international community, as well as with national actors promoting dialogue and building democratic spaces, to moderate these forces while continuing its on-the-ground work with local governments.
5. When national governments can circumvent decentralized structures through their own partisan and patronage networks, it may be time for SDC to withdraw from supporting decentralization or shift sideways to another sector, or elevate its interventions to a multi- country, regional level.
6. Corruption and inefficiency in recipient countries as well as pressures to show quick results and render clear attribution and accountability to parliaments and the public back home can make it difficult for donors to deliver on Paris aid effectiveness goals related to promoting fully harmonized aid or the use of country systems.
7. Global programmes, as demonstrated by Global Programme Water Initiatives (GPWI), can animate the testing, refinement and then replication, adaptation and adoption of innovations across countries and regions. Such programs are especially effective when they work through multiple and varied partners at different levels, aim to add Swiss value and to both complement, and be informed by, country programmes.
8. Stronger political, economic and environmental analysis by Switzerland's Whole of Government is required to better understand the swift descent of countries into instability and armed conflict. Similarly, close collaboration among humanitarian and development interventions, and among all Swiss government departments and agencies, is essential to fully realize Switzerland's potential governance impact both nationally and globally.

Mainstreaming

9. Governance mainstreaming requires a clear statement from SDC senior management that the mainstreaming of governance as a transversal issue is important, as is an updated, common definition of governance mainstreaming, and an updated set of tools rooted in the local context, as well as corporate guidance that staff and partners can apply.
10. Understanding how SDC has successfully mainstreamed governance in water and disaster risk reduction can inform efforts to improve governance mainstreaming in

other sectors. This is often achieved by moving from a micro-to-meso-to-macro path, testing technical solutions locally on a small scale as a means of facilitating broader institutional changes and the eventual adoption of national policies.

11. While some Headquarters-field synergies are being achieved, the governance-related networks at Headquarters and within regions remain under-resourced and understaffed relative to the need for support and the scale and importance of SDC's investment in governance.
12. The process of testing programmes and models at a very local level and then scaling them up is not simple, linear or predictable. Multiple phases of an intervention and on-going learning, adaptation and resilience are necessary to successfully refine the aspects of the innovation and then roll it out to many municipalities, regions or countries.

Results Reporting, Monitoring and Evaluation, and Knowledge-Sharing

13. Adopting a results-oriented reporting system within SDC has been a good decision, and now the focus should be on reporting on cross-cutting and higher-level outcome results.
14. Properly capturing governance-related ODA expenditures through adequate coding and documenting, measuring and reporting on Switzerland's positive financial leveraging effects of SDC (and SECO) international-cooperation spending on governance, deserves greater attention and effort.
15. Knowledge-sharing on governance within regions (e.g., East and Southern Africa, West Africa, Latin America, Western Balkans) pays dividends in the form of stronger programmes and projects and even better connectivity both within and between country programmes

4. The Risks of Inaction

Although SDC's performance in governance programming is strong, and its work on governance mainstreaming is solid, there also remain real challenges, obstacles to optimum performance and missed opportunities. To date, senior management leadership has been lacking. Indeed, senior management should be aware that there are real risks associated with choosing to *not* take action. These risks cluster around three issues: development outcomes, reputation and human resources.

First, in terms of **development outcomes**, ineffective governance mainstreaming in the health sector, for instance, could result in slow and inadequate partner-country responses to disease epidemics, like Ebola; lives could be lost. Or anti-corruption measures that don't track and disrupt illicit financial flows could allow corrupt and criminal elites to continue to exploit their institutions and citizens, undermining democracy and progress. These examples illustrate the risks of underperformance in governance to successful and sustainable development outcomes.

Second, such failures on the development front could open SDC to **reputational risks**. One of the most important assets Switzerland has as a small country (and SDC as a small donor) is its well-earned reputation for strong and effective development interventions. Lack of organizational capacity and leading-edge knowledge in governance mainstreaming in particular could result in a diminishing of SDC's reputation among peers and partners alike.

Finally, there are risks related to **human resources**. The main threat here is the large number of managers and specialists expected to retire in the next few years and to take their long experience and deep tacit knowledge in governance programming and mainstreaming with them out the door. In fact, this trend is already well underway. If SDC

is not able to effectively train and build competencies in governance for the world of the future among its new cohort of employees, it will be obliged to cope with the combined effects of both development-related and reputational challenges.

5. Priorities for Change

Governance will be one of the most important challenges—and solutions—in the post-2015 era. In the current conjuncture, the world needs more Switzerland. SDC has a corporate responsibility, and the opportunity, to play a more assertive, visible and influential role. To take on such a leadership role, however, SDC needs to renew, deepen and broaden its capacities in governance programming and mainstreaming at the global level and effectively link its expanded global activities to its geographic cooperation efforts at the local and national levels.

In the view of the evaluation team, therefore, SDC should consider:

1. Through its Management Board, issuing a clear statement that governance programming and mainstreaming are Agency-wide priorities for both the current Parliament Dispatch and the Parliament Dispatch for 2017-2020;
2. Designating a single unit for SDC-wide coordination of support to all types of governance programming and mainstreaming;
3. Clarifying, updating, renewing and systematizing the knowledge base underlying SDC's governance work;
4. Renewing efforts to achieve effective governance mainstreaming;
5. Testing, deepening and expanding SDC's involvement in governance issues at a global level;
6. Strengthening the monitoring and evaluation of, and reporting on, governance outcomes;
7. Improving communication on governance work;
8. Reviewing, clarifying and rendering more coherent the division of labour on governance between SDC and SECO, and with other Swiss government agencies; and
9. Developing a mechanism for incubating, testing and scaling up innovative forms of integrated governance programming combining global and country-level interventions.

6. Conclusion

In the years ahead, SDC can play a catalytic role in governance internationally. SDC has shown its capacity in the GPWI initiative, which could be replicated on other selected governance issues where SDC has expertise and programming depth. SDC can play a leadership role in shaping and implementing the governance dimensions of the post-2015 agenda. There is an opportunity for SDC to build on: its strengths in decentralization, governance and democracy; its traditions of accountability, transparency and participation; its use of human-rights-based and conflict-sensitive approaches; and its proven ability to test and scale up programmes, models and other innovations that work.

1 Introduction

1.1 Background

In January 2014, the Swiss Agency for Development and Cooperation (SDC) contracted a team to carry out the evaluation of the Agency's performance in governance programming and mainstreaming. The background, purpose, objectives and key issues of the evaluation were set out in an Approach Paper (AP) prepared by SDC's Evaluation and Corporate Controlling Division (E+C); the AP was revised on February 6, 2014 and updated again on February 28, 2014. The most recent version of the Approach Paper is attached as Annex A. The team carried out an Inception Mission to SDC headquarters (HQ) in February 2014, and submitted its Inception Report in March 2014. The Inception Report is attached as Annex B. Fieldwork in case study countries was carried out in April 2014, along with an extensive portfolio and file review, and additional headquarters interviews. This work continued through June 2014. Throughout this process, the evaluation team was advised by a Core Learning Partnership (CLP) of SDC staff at headquarters and Core Learning Groups (CLGs) at the Embassies in each case study country. This report summarizes the findings, analysis and conclusions of the evaluation of SDC's governance programming and mainstreaming.

1.2 Purpose, Objectives, Focus and Scope of the Evaluation

As detailed in the Approach Paper, the purpose of this evaluation was to: capture **results** in the governance sector and in cross-cutting governance areas, based on SDC concepts and directives; **learn** from good governance practice and experiences in dealing with difficulties; and contribute to the future **strategic orientation** of the SDC governance sector. In terms of objectives, the evaluation was intended to: 1) assess SDC's present overall effectiveness in governance sector programming; 2) analyse SDC's governance mainstreaming approach as an institution; 3) profile SDC's approach against the international governance discourse; and 4) through a process of reflective inquiry with stakeholders in SDC's departments and case study cooperation offices, develop a shared understanding of how to improve SDC governance-related performance.

With regard to scope, the evaluation examined governance as a cross-cutting theme as well as a programming sector by all of SDC's departments—Humanitarian Aid, Global Cooperation, Regional Cooperation, and Cooperation with Eastern Europe/Commonwealth of Independent States—as well as the role and contribution of the relevant thematic networks to governance mainstreaming (in coordination with a separate, parallel SDC evaluation on the networks). The evaluation team assessed in detail SDC's governance-related performance (cross-cutting and sectoral) in three country case studies: Bolivia, Bosnia and Herzegovina (BiH) and Mozambique. Through desk studies, headquarters (HQ) interviews and case study fieldwork, the team also assessed how governance is addressed as a transversal theme in one Global Programme, Water, and in Disaster Risk Reduction (DRR) work under the Humanitarian Aid Department.

The Approach Paper further indicated that with regard to governance sector programming, the evaluation should: 1) assess its importance as part of the institutional thrust on governance; 2) capture its contribution to mainstreaming governance; and 3) render accountability on SDC's governance activities. While the Governance Evaluation is not expected to collect primary evidence on outcomes and impacts, it renders judgment on SDC's analytical frameworks (theories of change, underlying assumptions), result orientation and ability to report on the effectiveness of its governance activities. SDC's understanding of, and efforts to contribute to, a "whole of Swiss government" approach to governance mainstreaming was also to be covered by the evaluation, though the performance of other parts of the Swiss Ministry of Foreign Affairs and other Swiss government agencies was not to be assessed. In general, the Governance Evaluation

was aimed at assessing “what is”, looking back only to the extent necessary to understand and assess present engagement and to assess SDC’s performance in adapting to changes in context and feeding lessons into further programme and policy development.

1.3 Evaluation Methodology

1.3.1 General Approach

Overall, the evaluation carried out here was designed to adhere to the Organisation for Economic Cooperation and Development/Development Assistance Committee’s (OECD/DAC) 2010 Quality Standards for Development Evaluation and to SDC’s 2013 Evaluation Policy. The general approach to this evaluation was theory-based, management-oriented and used a mix of methods. There were seven main elements that defined the methodology used in the SDC Governance Evaluation:

1. **A Results Orientation:** Through document review, key-person interviews, field site visits and learning events, the evaluation team collected and analysed data on the results of SDC-supported governance interventions. These results included outputs, outcomes and, where the data were available, long-term impacts, at various levels: macro (policy), meso (institutional and programme) and micro (community, households and individual). Some results were of an intangible nature; some were unintended, both positive and negative. Particular attention was paid to the results frameworks utilized currently and in the recent past by SDC programmes.¹
2. **Theory of Change:** As these results were gathered, they were compared with, and tested against, the theories of change (TOCs) explicitly or implicitly guiding SDC governance interventions of a targeted or cross-cutting nature. Again, the current results frameworks being used by country and other programmes, and their impact hypotheses, were used to identify and examine such TOCs (though results statements in themselves do not necessarily constitute TOCs). The evaluation team reviewed the appropriateness of these theories of change and evidence of their adjustment or adaptation over time. The team’s application of theory of change was guided by the work of Funnell and Rogers, Rogers and others.²
3. **Developmental Evaluation:** Developmental evaluation is an approach to performance assessment that supports innovation in complex environments, provides rapid feedback to programme managers, nurtures learning, and promotes adaptation. In the SDC Governance Evaluation, the learning process focused primarily on SDC stakeholders and was animated through workshops and meetings, both face-to-face and via video-conference, with the Core Learning Partnership at SDC HQ and the Country Office (COOF) in some embassies, this was called the Swiss Cooperation Office, or SCO) CLGs in the three case study countries.³
4. **Cross-Case Analysis:** In addition, the evaluation was informed by a cross-case analysis of SDC’s performance in governance programming and mainstreaming in three countries—Bolivia, BiH, and Mozambique—where fieldwork was undertaken. Performance was assessed for similar (and different) programmes and projects using

¹ For a results-oriented approach to evaluation, see Morra Imas, L. and R. Rist, *The Road to Results: Designing and Conducting Effective Development Evaluations*, World Bank, Washington, D.C., 2009.

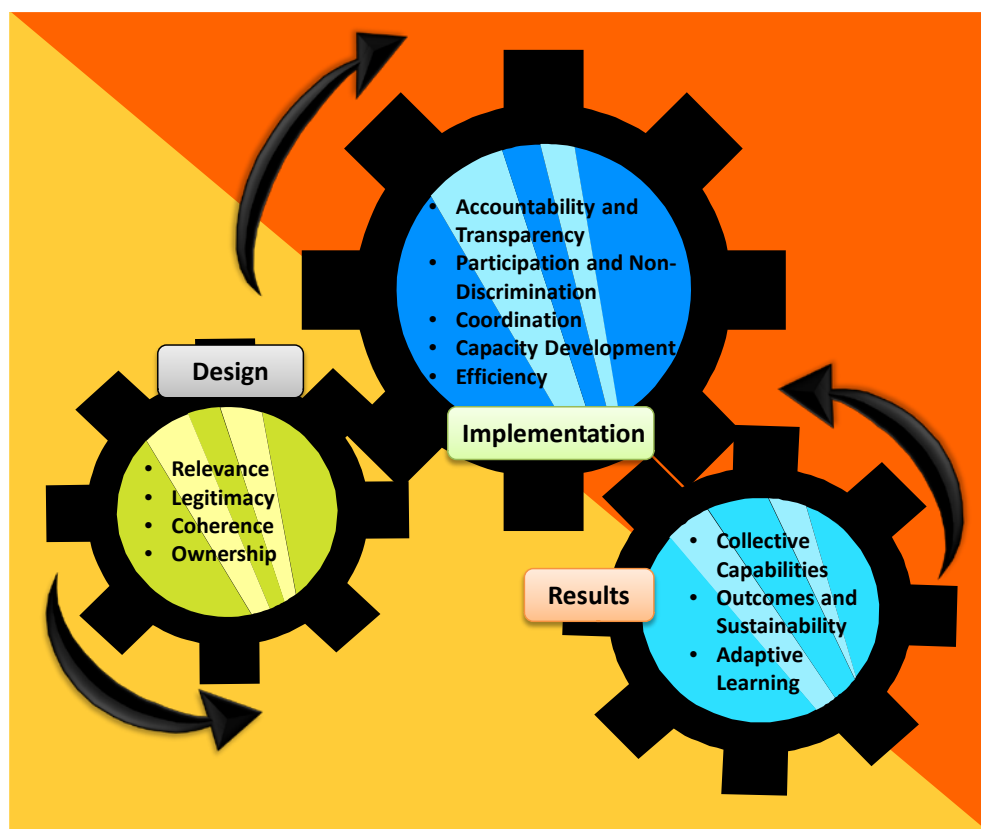
² Funnell, S.C. and P.J. Rogers, *Purposeful Program Theory*, Wiley, London, 2011. And Rogers, P.J. Using Program Theory to Evaluate Complicated and Complex Aspects of Interventions. *Evaluation*, 14(1), 2008, 29-48. See Mayne, J., *Making Contribution Claims*, Presentation to the International Program for Development Evaluation Training, World Bank and Carleton University, 2011. And Leeuw, F.L. Linking Theory-based evaluation and contribution analysis: three problems and a few solutions, *Evaluation*, 18(3), 348-363.

³ See Patton, M.Q., *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use*, Guilford, New York, 2011.

common evaluation criteria and templates across the cases. We were guided by the work of Yin and others on case study research design.⁴

5. **Triangulation:** While the team chose to use its time doing more in-depth work in the case study countries, where the potential for learning was judged to be greatest, the evaluation also involved desk research on disaster risk reduction, the global water programme, other country evaluations, relevant corporate-level evaluations, and SDC-wide spending on governance. The country field visits enabled the team to validate this desk research (e.g., flooding in BiH, water programming in Bolivia and Mozambique). And in turn, the desk studies provided a means of triangulating the country findings to establish how representative they were.
6. **Analytic Framework:** The evaluation utilized an analytic framework for assessing governance cooperation programmes and projects based on eight core criteria that were informed by the OECD aid-effectiveness principles, SDC governance principles, and recent international thinking in the governance field. Depicted in Figure 2, the core criteria were: relevance and legitimacy; coherence and coordination; accountability and transparency; ownership, participation and non-discrimination; efficiency; outcomes and sustainability; adaptive learning; and capacity development. The definitions for each criterion were developed primarily on the basis of OECD definitions. When we developed the criteria, we did not express their relationship to each to other, and to programming, but over the course of the evaluation, we developed a relational and dynamic expression of these criteria that is presented below, and may be useful to SDC in future in developing and checking progress on Theories of Change.

Figure 2: Wheels in Motion: Framework for the Evaluation of Governance Programming and Mainstreaming



Source: E.T. Jackson and Associates Ltd., 2014

⁴ Yin, R.K., Case Study Research: Design and Methods, Sage, Thousand Oaks, 2009.

7. **Exchanges with Other Donors:** A final element in the general approach to this evaluation was a commitment to exchange with and learn from a parallel evaluation on governance being conducted by the Evaluation Unit of the Dutch Foreign Ministry. One important activity in this effort was a joint workshop in The Hague in February 2014, which informed the content of the analytic framework used for the SDC Governance Evaluation, particularly with respect to capacity development and adaptive learning, both influenced by the work of Armstrong.⁵

1.3.2 Data Collection Methods

Several data collection methods were employed in the present study:

1. **File, Document and Broader Literature Review:** The evaluation team reviewed more than 500 files, reports, books and articles associated with SDC's governance activities at headquarters and in the field, and within the broader field of governance and development in both the professional and scholarly literatures. A list of the main documents reviewed is provided in Annex B; additional documents reviewed by the team are listed in the case study reports.
2. **Key Person Interviews:** The evaluation team also interviewed over 300 key persons involved in SDC governance programming and mainstreaming at SDC headquarters in Bern, and at the Swiss Embassies in case study countries. These interviewees included senior management, middle managers, planners, programme officers, policy analysts, statisticians, and others at SDC headquarters, Swiss and national staff at Embassies, representatives of firms and non-governmental organizations (NGOs) that implement SDC's interventions, officials of government partner organizations, and officials of other donor agencies. These interviews were based on a series of open-ended questions, reproduced in Annex B, which also presents a list of persons interviewed at SDC headquarters. In addition, the case study reports list the interviewees engaged in each of the case countries.
3. **Country Case Studies:** Three country case studies were also carried out, by teams of international and national consultants, in Bolivia, Bosnia and Herzegovina, and Mozambique. These teams reviewed programme and project files and documents, and interviewed SDC and other Embassy personnel, implementing Agency representatives, and host-country government officials. The governance activities of all three countries were primarily centred on local governance and municipal services, in addition to other areas (e.g., human rights in Bolivia, mental health in BiH, and social accountability in Mozambique). While this report summarizes and integrates the findings of these case studies, the full reports of this work are attached as Annexes C, D and E.
4. **Field Site Visits:** The evaluation teams for each case study country visited a sample of field sites of in-country governance interventions, meeting with key project players and observing facilities, technologies and systems. Along with the interviews with a variety of stakeholders, these field site visits provided additional information and helped the teams to verify the content and claims of project files and reports.
5. **Other Programmes:** In order to broaden its base of evidence, the evaluation used document review and interviews to examine SDC's governance work in several other countries and regions, including Middle East and North Africa (MENA), Mongolia, Rwanda and West Africa. The evaluation also reviewed the governance dimensions of SDC's Global Programme Water Initiatives and its disaster risk reduction efforts world-wide, and took a special interest in the work of the Decentralization and Local

⁵ Armstrong, J., *Bright Spots: Improving International Capacity Development*, Palgrave Macmillan, Basingstoke, 2013.

Governance Network and SDC's work on fragility and conflict, and on gender equality. In addition, the evaluation team undertook an analysis of SDC-wide spending on governance. Gathering and analysing data on these particular countries, programme themes, and networks enabled the team to triangulate, validate and generally "cross-check" its findings and inform its analysis.

6. **Other Evaluations:** Another important source of data collected and analysed for this evaluation was a group of other evaluations commissioned by SDC, particularly in 2006-2014, at the corporate, regional and country levels. In addition, the evaluation team was informed by the 2013 OECD/DAC Peer Review of Switzerland's cooperation programme.⁶
7. **Core Learning Partnership and Groups:** The four learning groups advising and interacting with the evaluation process—the Core Learning Partnership (CLP) at headquarters and the Embassy-based Core Learning Groups (CLGs) in La Paz, Sarajevo and Maputo—themselves generated new data for the evaluation team as the study proceeded. The CLP met in face-to-face sessions in February, April, June and July 2014. This body also developed an Agreement at Completion statement at a workshop in September 2014. The respective CLGs met on a face-to-face basis in April 2014 and, to provide feedback on draft case study reports, via video-conference in June 2014. In addition to commenting on the Main Report, the CLGs also submitted Management Responses to the cases in September 2014. Also in September 2014, the Core Learning Partnership held a workshop to develop its Agreement at Completion statement for the Governance Evaluation. Overall, by posing key questions to these groups and feeding back findings-in-process, as well as facilitating discussions at workshops and meetings, the evaluation team benefited from new information and insights provided by this combined body of more than 30 SDC staff members. In this sense, these learning groups served as data generators as well as advisors. Annex I lists the members of the four learning groups

1.3.3 Assessment Matrix

The main operational tool for the analytic framework of the Governance Evaluation was an assessment matrix based on the eight core evaluation criteria. This matrix is presented as Annex G. The matrix aimed at creating a rubric for determining the extent to which governance interventions could be rated as either: 1) good to excellent; 2) satisfactory to good; or 3) unsatisfactory to satisfactory. The matrix set out detailed performance statements for each of the core evaluation criteria across the three rating classifications. Note that not all interventions necessarily conformed to all performance statements within a classification. It was also understood that the performance of a given intervention could vary across evaluation criteria. That is, a programme or project may have been rated good to excellent on, say, relevance and legitimacy, but satisfactory to good on coherence and coordination, and only satisfactory on outcomes and sustainability. Using the matrix enabled the evaluation team to examine and assess the performance of individual interventions in a nuanced, as well as common, manner across aid channels and modalities, intervention strategies, levels, sectors and countries.

⁶ The present study reviewed a number of key evaluations including the following: Breard & Associates SARL, Thematic Networks in the SDC, Final Draft, June 9, 2014; OECD, OECD Development Cooperation Peer Review: Switzerland 2013, Development Assistance Committee, Paris, 2014; Sida, L. et al., Evaluation of the Performance of SDC Instruments in Fragile and Conflict-Affected Contexts, SDC, Bern, 2012; Stuart, R. et al, Evaluation of SDC's Performance in Mainstreaming Gender Equality, SDC, Bern, 2009; Arnold, P., Meta-Analysis of Selected SDC Evaluations, Bern, 2009; Knechtli, B. et al, Evaluation of Knowledge Management and Institutional Learning in SDC, Bern, 2008; Khot, S. et al, Independent Evaluation of SDC's Performance towards Empowerment of Stakeholders from the Recipients' Perspective, SDC, Bern, 2006.

1.4 Limitations

Several limitations of the Governance Evaluation are worth noting, as are the steps we took to moderate the effects of these limitations. First, our calculations regarding the level of spending of SDC on governance Agency-wide were affected to some degree by inconsistent coding practices within the Agency (this is itself an issue in the governance sphere that needs to be addressed). To moderate this constraint, we carried out a series of calculations using different datasets and codes, to then be able to triangulate across these calculations. Second, relative to the scale of governance activity supported by SDC Agency-wide, the sample of interventions examined here directly, through field work, was small. At the same time, however, we used desk studies of additional countries, themes and programmes to supplement that sample.

Third, the sample of interventions assessed in the field involved a large component of programmes and projects focused on local governance and municipal services. We reviewed, in the field, fewer interventions aimed at other levels and types of governance. Again, our desk studies expanded the range of governance activities assessed in the evaluation. But we also found, through our analysis of SDC spending on governance, that the governance sub-domain that has received, by far, the largest budget allocation (in bilateral programming at least, which is, in turn, the largest segment of programming within SDC) in both the last and current Dispatch to Parliament has been, in fact, decentralization and local governance.

The final constraint was a general one. The budget and time constraints we faced in the present evaluation meant that there is more detailed analytic work remaining to be carried out on the governance file. Our solution here was to identify a number of steps for further action that could be carried out by SDC in the years ahead. We have set these out in the final chapter of this report.

2 Governance

2.1 Definitions and Debates

In our view, put simply, governance is the exercise of power and authority in the public domain. For SDC, governance is “the way in which power is exercised and applied at different levels.”⁷ For the OECD, governance is “the exercise of political, economic and administrative authority necessary to manage a nation's affairs.”⁸ Both SDC's and the OECD's definitions primarily refer to the level of the nation state, but acknowledge that governance is carried out at the sub-national or local level, at the supra-national, or global, level. There is also a recognition that governance goes beyond state actors since it involves the interaction between the state, civil society, the private sector and citizens. In the case of global governance initiatives, a wide range of international institutions, mechanisms and actors also play key roles.

For its part, SDC has established five principles that should be applied to mainstreaming governance as a transversal theme in development interventions: accountability, transparency, non-discrimination, participation and efficiency.⁹ The Paris Declaration on Aid Effectiveness and subsequent international statements have stressed the importance in governance of coordination and coherence (including harmonization and use of partner-government systems), effectiveness, and outcomes and sustainability.¹⁰ More recently, important debates have focused on the nature of capacity development, understanding

⁷ SDC, Governance as a Transversal Theme: An Implementation Guide, Bern, 2007.

⁸ OECD, Governance Definition, Glossary of Statistical Terms, Paris, 2007.

<http://stats.oecd.org/glossary/detail.asp?ID=7236>

⁹ OECD, Paris Declaration on Aid Effectiveness, Paris, 2015, and OECD, Accra Agenda for Action, Accra, 2008.

¹⁰ SDC, Governance as a Transversal Theme, 2007.

governance to be a dynamic and fluid process but one that also can and should build the organizational capabilities, systems, knowledge and skills of various actors inside and outside government.¹¹ Another line of inquiry has drawn attention to the nature and importance of the process of adaptive learning by institutions at various levels and in different spheres.¹² These debates have informed the construction of the eight core evaluation criteria used in the present evaluation.

At the same time, other commentators have asked critical questions of the governance field. Some research has shown that good governance is not associated with economic growth. Nor is there necessarily a causal relationship between aid and good governance, although aid is found to exert an amplification effect that reinforces the paths countries are already on. Nonetheless, development assistance provided via budget support has, in fact, enabled recipient countries to allocate more public resources to health and education.¹³

2.2 Swiss Interests and Traditions

The current Dispatch for 2013-2016 aims to realize two strategic objectives: solidarity and enlightened self-interest. In pursuing these objectives, Switzerland seeks to project its presence and values into the world. Its political values and traditions, encoded in the Swiss Constitution, include the rule of law and equality and a particular governance system built on federalism and a “bottom-up” state where cantons are strong and federal institutions are relatively weak, on direct democracy, including the frequent use of referenda, and a system of consensus democracy and power sharing where no single winner takes all.¹⁴ While this culture and system is presently under stress, all of these traditions give the Swiss people and institutions, and SDC in particular, a special understanding of and commitment to governance at the local level and how it can be used to shape higher level policies, capacities and results. It is not surprising, therefore, that local governance is the area of governance in which SDC spends most of its funds, and that programming in the local governance sub-domain is of high quality and greatly valued by SDC’s stakeholders, as the present evaluation found.

At the same time, in its official June 2014 Swiss Position on a Framework for Sustainable Development Post-2015, the Government of Switzerland has adopted a comprehensive and coherent whole of government stance which goes well beyond notions of local governance. In addition to explicitly highlighting that “a new transformative agenda for sustainable development must include and make strong reference to human rights, including economic, social, cultural, civil and political rights”, the Swiss statement specifically identifies justice, the rule of law, peace, and the social inclusion, of women, youth, children and disadvantaged groups as core principles and components of the Swiss position. In addition, three out of the 16 thematic areas identified as Swiss priorities relate to core governance principles (that is, thematic area number 9 relates directly to governance, including transparent and accountable and corruption- free local governments; number 10 relates to gender equality and women’s/girls’ rights; and number 11 relates to sustainable peace and inclusive societies).¹⁵

¹¹ Baser, H. and P. Morgan, Capacity, Change and Performance: Study Report, Discussion Paper No. 59B, European Centre for Development Policy Management, Maastricht, 2008.

¹² Armstrong, J., Bright Spots: Improving International Capacity Development, Palgrave Macmillan, Basingstoke, 2013.

¹³ Dijkstra, A.G., Paradoxes around good governance, Inaugural Lecture, 15 March 2013, Erasmus University, Rotterdam.

¹⁴ Linder, W., Swiss Democracy, Palgrave Macmillan, Basingstoke, 2010. An insightful analysis of Swiss political culture is found in Church, C., The Politics and Government of Switzerland, Palgrave Macmillan, Basingstoke, 2004.

¹⁵ Federal Department of Foreign Affairs. Summary: Swiss Position on a Framework for Sustainable Development Post-2015. Bern, Switzerland. June 2014.

2.3 Evolving Needs and Opportunities for Governance Interventions

There is growing awareness in both Switzerland and the international community, especially as they prepare the post-2015 agenda, that a wide range of complex challenges must be addressed in the years ahead in which the role of governance is crucial, including: strengthening institutions of global governance, confronting growing wealth inequality within nations, demonstrating new ways of generating more good jobs, productively engaging the private sector to contribute to better development outcomes, mitigating climate change, managing migration, protecting fundamental rights, supporting states to encourage political freedom and participation, stabilizing and strengthening fragile and conflict-affected states, and, generally, better managing vertical and horizontal complexity.¹⁶ Clearly, to be of optimum use, the practice of governance must respond to these evolving needs and conditions—though the basic principles or core criteria remain relevant and important.

Key Points

- The purposes of the evaluation were learning and accountability.
- The evaluation looked at governance programming, governance mainstreaming, and governance in global cooperation programmes, as well as Disaster Risk Reduction.
- The evaluation used country case studies (Bosnia and Herzegovina, Mozambique and Bolivia), interviews, documentary research, and cross-checked and validated findings internally and with SDC evaluations and those of other donors.
- The evaluation developed eight criteria based on SDC and OECD DAC aid effectiveness principles to assess governance.
- A Core Learning Partnership provided feedback, validation and stimulated learning.
- Governance is defined as the exercise of power and authority in the public domain.
- Swiss values and traditions with federalism and consensus democracy shape and add value to its governance programming, particularly in local governance and devolution.

¹⁶ See World Bank, *Multipolarity: The New Global Economy*. Washington, DC, 2011. Also: Piketty, T., *Capital in the Twenty-First Century*, Harvard University Press, Cambridge, 2014; Also: International Labour Organization, *World of Work Report 2013*, Geneva, 2013; Also: European Centre for Development Policy Management, *Donor Strategies to Leverage Private Sector Investment Using ODA*, SDC, Bern, 2011; Three instruments aimed at assessing responsible corporate performance among multinational enterprises are the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, the OECD Guidelines on Multinational Enterprises, and the UN Global Compact; Also: United Nations, *The Future We Want*. United Nations General Assembly Resolution 66/288, New York, 2012; Also: Intergovernmental Panel on Climate Change, *Climate Change: Impacts, Adaptation, and Vulnerability*, Geneva, 2014; Also: International Organization for Migration, *World Migration Report 2013*, Geneva, 2013; The international civil-society umbrella organization, Civicus (civicus.org), has been active in campaigning for such freedoms for the civil society sector; Several systems have been developed to rate and rank the evolving fragility of states, including the Failed States Index of the Fund for Peace and Carleton University's Failed and Fragile States project; Some scholars have questioned the approaches adopted by development agencies to strengthening governance. In fact, some research shows that good governance is not associated with economic growth. Nor is there necessarily a causal relationship between aid and good governance, although aid can exert an amplification effect that reinforces the paths countries are already on. Nonetheless, development assistance provided via budget support has, in fact, enabled recipient governments to allocate more public resources to health and education. See Dijkstra, A.G. *Paradoxes around good governance*, Inaugural Lecture, 15 March 2013, Erasmus University, Rotterdam, 2013; See also: Armstrong, J., *Bright Spots: Improving International Capacity Development*, Palgrave Macmillan, Basingstoke, 2013.

PART I FINDINGS

Part I of this report summarizes the findings of this evaluation. Findings are reported here for the main components of the study: analysis of SDC spending on governance, the three country case studies—Bolivia, Bosnia and Herzegovina, and Mozambique—and desk research on SDC's governance work in other countries (Mongolia and Rwanda) and regions (MENA and West Africa), Global Programme Water initiatives, disaster risk reduction and global governance. The work of the Decentralization and Local Governance Network (DLGN), and the Political Economy and Development (PED) Network are also discussed in this section, as are fragility and conflict activities. Together, not only do these components illustrate the range and diversity of SDC's governance-related activities, they also afforded the evaluation the opportunity to compare, validate and triangulate results and innovations across a sample of divisions, countries, programmes and projects within the Agency. For each component (where applicable), the findings report on and rate programme results, and also describe implications and areas for improvement. Results, implications and areas for improvement for each component are only summarized in subsequent chapters when they are relevant across governance programming.

3 Spending on Governance Across SDC

The present study employed several methods to estimate the extent of SDC's spending on governance programming and mainstreaming. In interviews in early 2014 with SDC managers at headquarters, we found an informal consensus of opinion that overall spending on governance accounts for about 20 to 30% of the current Dispatch budget for SDC. However, when we analysed several sets of data, it became clear that the 20-30% figure should be seen more as a **floor** than a ceiling. In particular, in some bilateral programmes—such as the country programmes of Bolivia, Bosnia and Herzegovina, and Mozambique—SDC spending on governance accounts for between 40% and 60% of *all* expenditures. While there are certain issues related to the coding of these expenditures, this evaluation has confirmed that SDC-wide spending on governance represents, at a minimum, more than one third of overall Agency spending.

As our working paper in Annex H shows, we carried out several exercises to investigate this question, yielding a number of interesting findings:

3.1 Bilateral Commitments to the South

Bilateral **commitments** to the South made in 2013 for 30 sectors with full or very strong governance content accounted for 41% of all bilateral commitments to the South that year. As Table 2 shows, the largest set of commitments, by far, was made to the decentralization, local governance and democracy sector. At the same time, substantial commitments were made to the health, labour-market, rural-infrastructure, human rights and women's rights, agriculture policy and regulation, agricultural research and innovation, peace building and conflict resolution, post-armed conflict state-building, and policy advocacy on water resources.

Table 2: Technical Cooperation and Financial Aid for Developing Countries in 2013-2016 – Sectors with the Highest Bilateral Commitments to Governance

	Sector	Commitments (CHF Millions)
1	Decentralization, Local Governance and Democracy	97.3
2	Health System Strengthening	45.0
3	Labour Market Development	42.6
4	Rural Infrastructure	33.0
5	Human Rights, Women's Rights	32.7
6	Agriculture Policy, Regulatory Framework	31.7
7	Agriculture Research & Innovation Systems	25.7
8	Peace Building, Conflict Resolution	20.6
9	Post Armed Conflict, State-Building	19.2
10	Water Resources, Policy Advocacy	18.5

Source: SDC, 2014

Using the Agency's broader Policy Marker coding convention for the same set of data, 73% of all bilateral **commitments** were for policy-related interventions that usually worked through government institutions. Again, by far the largest set of commitments was made to the decentralization, local governance and democracy sector. Looked at through this lens, other significant areas of commitment were agriculture, drinking water/WASH, vocational training, primary health care, multi-sector interventions, rural infrastructure, human rights and women's rights, and education policy.

3.2 ODA Disbursements for All Bilateral Programmes

Looking at SDC's official development assistance (ODA) **disbursements** for all bilateral programmes across 13 governance-related sectors (consistent with the Organisation for Economic Cooperation and Development (OECD) coding practices), annual expenditures on these sectors grew from about CHF 137 million in 2010 to CHF 197 million in 2013, the first year of the new Dispatch to Parliament. Assessing this same set of **disbursements** data, cumulatively for the period 2010-2013, it was once again found that by far the largest area of expenditure was decentralization, local governance and democracy, especially in the Western Balkans, West Africa, East and Southern Africa, South Asia, and Latin America, areas where other governance interventions are also concentrated. Human rights and women's rights was also a prominent sector for disbursement, particularly through institutional partnerships and in Europe and the Mediterranean (see Table 3).

Table 3: SDC ODA Bilateral Disbursements – Top Sectors, 2010-2013

	Region	Sector	Disbursements (CHF Millions)
1	W Balkans	DLGD*	51.6
2	W Africa	DLGD	27.8
3	E/S Africa	DLGD	27.3
4	S Asia	DLGD	26.7
5	L America	DLGD	25.7

	Region	Sector	Disbursements (CHF Millions)
6	E Asia	Gov-Gen**	24.1
7	L America	Gov-Gen	21.7
8	W Balkans	Gov-Gen	21.2
9	Ins Partnerships	HR/WR [¥]	19.2
10	E Asia	DLGD	18.0
11	Europe & Med	HR/WR	17.4
12	Commonwealth of Independent States	DLGD	16.5
13	S Asia	Gov-Gen	14.4
14	E/S Africa	Gov-Gen	13.7

Source: SDC, 2014

* Decentralization, Local Governance and Democracy

** Governance-General

¥ Human Rights/Women's Rights

Examining SDC's ODA **disbursements** for all bilateral programmes, this time coded by policy markets for "good governance" (using the OECD coding definition), for the years 2012 and 2013, these expenditures accounted for 30% of all expenditures in 2012 and 39% in 2013. While these data are only for two years, they nonetheless lend further support to the findings that spending on governance has risen in the current Dispatch period compared to the last one, and that SDC's spending on governance accounts for more than one-third of all spending.

We did not calculate governance spending through multilateral cooperation. SDC spends more than CHF 550 million per year on multilateral development cooperation.¹⁷ Thus, it is a significant component. Moreover, governance is an essential part of this effort, in two respects. First, by their very missions the United Nations agencies and international financial institutions receiving these funds from SDC aim to strengthen, at multiple levels, policy and institutions in the public interest. Second, SDC representatives work as members of the boards or funders' groups of the multilaterals to improve the governance of these agencies and institutions themselves. Our view, therefore, is that a large percentage of multilateral spending by SDC could reasonably be coded as direct governance, or governance related. Estimating in detail the spending patterns on governance through the multilateral channel is important work for SDC for the future.

3.3 Comparing SDC and SECO Spending on Governance

We also looked at the role of the State Secretariat for Economic Affairs (SECO) in spending on governance. Reviewing SECO's ODA **disbursements and commitments** for 45 governance-related sectors, substantial growth in spending in this area was evident, showing an increase from CHF 113 million in 2010 to CHF 193 million in 2013. As Table 4 shows, for 2013, by far the largest area of commitment by SECO was to budget support, followed by water supply, public financial management, sustainable global supply management, and waste water treatment.

¹⁷ According to SDC's 2013 Annual Report, the Agency spent CHF 567 million on multilateral cooperation in 2012, and CHF 553 million in 2013. See SDC, Annual Report 2013: Swiss International Cooperation, Bern, 2014. <http://www.sdc.admin.ch/en/Home/Documentation/Publications/Annualreports>

Table 4: SECO ODA Spending on Governance – Sectors with the Highest Commitments in 2013

	Sector	Commitments (CHF Millions)
1	Budget Support (Four Countries)	98.0
2	Water Supply	49.6
3	Public Financial Management	38.8
4	Sustainable Global Supply Management	32.2
5	Waste Water Treatment	27.3
6	Business Entry, Operations	13.4
7	Trade and Environment	12.5
8	Hazardous Waste	9.2
9	Financial Sector	8.8
10	Trade/Environmental Social Standards	6.4

Source: SECO, 2014

Annex H provides a full list of the codes used in this exercise.

Table 5 compares spending on governance by **SDC and SECO**, using the ODA disbursement data from the foregoing exercises. Calculated in this way, it is notable that not only do both agencies record similar growth patterns over the four years from 2010 to 2013 (with a somewhat more pronounced growth pattern for SECO), but they arrive, in 2013, at almost identical levels of spending on governance. The fact that both agencies spend significant amounts of their overall budgets on governance-related activities is not surprising. However, that they committed an equivalent quantum of funding to this area at the onset of the current Dispatch period is of importance. For one thing, this confirms that Switzerland makes robust use of both of these cooperation instruments to pursue its development goals, particularly those related to state-building, policy development and institutional strengthening. For another, at this common level of spending, SDC and SECO need to ensure that their efforts are coherent as well as coordinated.

Table 5: Trends in Spending on Governance by SDC and SECO – ODA Disbursements for 2010-2013

Year	SDC (CHF Millions)	SECO (CHF Millions)
2010	136.6	112.9
2011	110.9	141.7
2012	141.2	153.2
2013	197.2	193.4

Source: SDC, SECO, 2014

3.4 Coding Issues

Of course, there is more work to do in calculating the quantum and patterns of spending by SDC on governance programming and mainstreaming, as well as that by SECO. One key limitation on the SDC system involves **coding**. Generally, the quality of data is better for ODA data that the Agency codes using OECD/DAC coding conventions than the “raw” data from SDC’s SAP system. Yet, even for the ODA data, coding criteria are not consistently applied across programmes or even within programmes, and suffer from inconsistent interpretations. Currently, there is no specialist in governance who is assigned to be “on call” to advise Agency statisticians and, when there are questions, to examine and confirm individual coding decisions relating to governance programming and mainstreaming. This is a Quality Assurance issue, first and foremost, and also a Knowledge Sharing issue—as well as an issue of governance in a domain and network sense. In our view, a governance specialist should be assigned to this role on an ongoing basis in order to improve the quality and consistency of coding practices and thereby the quality of the data.

3.5 Support for Governance-Related Work

Finally, there is the more pressing organization-wide issue of **how governance is supported** more generally across SDC. The spending-analysis exercises reported here indicate that SDC spending on governance programming and mainstreaming exceeds one third of the overall budget of the Agency. These exercises also underscore the central nature of governance as a core tool, and an increasingly important one at that, in achieving the results of the current Dispatch to Parliament. However, in Agency-wide terms, we find that SDC’s investments in its own capacity to deliver effective governance programming is inadequate to ensure optimal results. Indeed, the impressive results we report on in subsequent sections of this report have been realized in spite of this underinvestment, not because of it.

True, some policy and programming support is spread across the SDC organizational matrix, not only in the three governance-related networks studied in this Evaluation (i.e., the Decentralization and Local Governance, Conflict and Human Rights, and the now disbanded Political Economy and Development Network – see Chapter 8), but also within SDC’s sister thematic networks, global cooperation programmes, Quality Assurance, Knowledge Management and other units. However, this type of support remains fragmented and disproportionately small relative to the budgetary and programmatic importance of governance. This is clearest in the case of DLGN, which has been coordinated with less than two person-years (a third team member was being hired in the latter half of 2014), but which is attempting to provide an advisory role across SDC in support of effective programming valued at about CHF 100 million over 2013-2016. While there are strengths associated with the matrix system, and (as our case studies, especially, show) much good work has been carried out in this area, nonetheless, this level of resourcing for central coordination and management of the DLGN has been wholly inadequate. Support for the governance-related work of other networks, SDC-wide and regional, has been similarly modest and insufficient, as well. At the same time, there has been insufficient coherence and strategy in SDC’s governance work overall.

4 Bolivia Case Study

4.1 Overview

Governance is at the heart of Swiss cooperation in Bolivia. As one of three pillars (Decentralisation and Human Rights, Climate Change Adaptation, and Employment and Income) of SDC's 2013-2016 Country Strategy for Bolivia, governance constitutes 20% of SDC's Bolivia Country Strategy whose financial commitments total CHF 150 million. Along with gender equality, governance is also a cross-cutting theme, as well as being at the core of SDC-Bolivia's overarching objective to "contribute towards changes that will ensure continued reduction in poverty and reduced inequality in Bolivia"—a process which, by definition, involves influencing institutional arrangements and public policy. As such, our evaluation team estimates that, at a minimum, a third of SDC's budget in Bolivia is allocated to governance-related work.

This case study examines three governance programmes in Bolivia: two related to human rights and justice, and a third within the sub-area of decentralized service delivery. Together, these three projects constitute all of SDC-Bolivia's governance portfolio. The objective of that portfolio is that local services for poor and vulnerable Bolivians improve and that their rights be realized in the process. The fourth initiative studied is part of the Bolivia Country Strategy's Climate Change Adaptation pillar and was assessed from a governance mainstreaming perspective. SDC's 2013-2016 Bolivia Country Strategy targets the Andean Highlands (*Altiplano*) where the majority of Bolivia's poor live. The evaluation team visited the four projects studied in La Paz and the highland departments of Chuquisaca and Cochabamba where SDC has had a strong historic presence.

The relevance, ownership, participation and inclusion of the programme are strong, and SDC is respected for its social marketing and its inclusion of women and youth. Efficiency and coherence could be improved by increasing geographic focus, by improving linkages between project partners and sub-components, and by phasing out hands-on Swiss management and implementation, all of which tend to elevate transaction costs. Collaboration with other donors and leveraging additional funding has been a successful strategy. Capacity development would be strengthened if it addressed the application of skills. Valuable frameworks and tools exist for governance and gender mainstreaming, but knowledge-sharing on lessons learned, higher level and cutting-edge results could be much more systematic; so too could adaptive learning, in areas such as risk analysis and mitigation, in particular.

4.2 Results

The evaluation team found that SDC's governance work in Bolivia demonstrates strong performance on most assessment criteria and that SDC is generally "doing the right things." SDC is specially recognized for its long-term commitment, adaptability to changing Bolivian governance priorities, and political tolerance. Using a "triangular approach," SDC has successfully worked with state, civil society and international actors at different levels to build Bolivian capacities and networks, as well as to carry out strategic policy dialogue and social marketing campaigns to catalyse broader policy changes. Through this interactive process of building social capital, or *concertación* in Spanish, SDC has fostered strong ownership and empowered Bolivian actors (see Box 1 at the end of this section for an example of the successful application of this approach). However, performance has been uneven in terms of coherence and efficiency. Amid growing pressures for disbursement and demands for financial probity, SDC has had difficulty using country systems or shifting towards full aid harmonization in the area of governance; and governance mainstreaming, results reporting and communications need to be further systematized. Table 6 rates SDC's governance performance in Bolivia against the core assessment criteria employed in the present evaluation.

Table 6: Performance against Evaluation Criteria – Bolivia

Assessment Criteria	Rating	Rationale
Relevance and Legitimacy	Good-Excellent	SDC-Bolivia is widely recognized for its long-term and respectful governance approach, including its alignment to changing Bolivian governance priorities and willingness to tackle tough reform issues (such as justice) which other donors are reluctant to work on.
Ownership, Participation and Non-Discrimination	Good-Excellent	By focusing on poor and vulnerable beneficiaries and insisting on local counterpart funding and community participation and oversight, SDC-Bolivia has made useful contributions to local governance and grassroots development involving women, youth and indigenous groups.
Accountability and Transparency	Good-Excellent	SDC-Bolivia has helped establish public access to public information systems and supported effective social marketing campaigns as means of promoting governance accountability and transparency in Bolivia.
Efficiency	Satisfactory-Good	Its ability to leverage donor and recipient government funding and the dynamism of Bolivian partners explain the cost-effectiveness of SDC's governance work in Bolivia. Yet, there is evidence that the dispersion of projects, the vast array of partners involved and the use of an Office of Project Management has tended to increase transaction costs and administrative burden.
Capacity Development	Good	SDC-Bolivia complements concrete and more immediate benefits with longer-term individual and institutional capacity-building processes in all of its governance efforts. What has proven more difficult is moving from "training" towards actual "skills application" or building "collective capabilities."
Outcomes and Sustainability	Good	SDC-Bolivia has shown that it is possible to translate modest investments in local innovations into higher-level governance impacts. However, limited use of country systems or Bolivian implementing entities has limited long-term sustainability and Bolivian ownership.
Coherence	Uneven	In response to lessons learned and in order to better align with Paris Aid Effectiveness principles, SDC-Bolivia has developed larger and more comprehensive governance initiatives. Yet, a tendency towards complex projects with limited synergies between sub-components or partners has made it difficult to adopt truly programmatic approaches.
Coordination	Good	SDC-Bolivia has significantly ramped up coordination and joint policy dialogue with fellow donors but with the exception of the Human Rights Ombudsman's Office (DDP), has still to make the leap towards genuine aid harmonization.
Adaptive Learning	Satisfactory-Good	SDC-Bolivia has pioneered promising governance and gender equality mainstreaming frameworks/tools. But unless know-ledge-sharing and dissemination is further systematized, adaptive learning within and beyond the Bolivia Country Office will not reach its full potential.
Overall Rating	Good	

4.3 Areas for Improvement

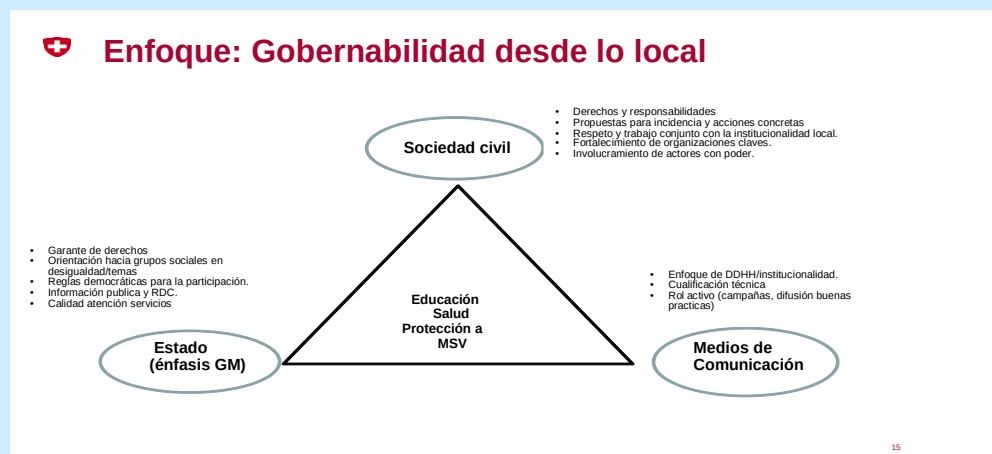
The evaluation team identified several areas for improvement that should be considered by SDC in Bolivia. These include:

1. Further focusing the reach and coverage of SDC-Bolivia's governance work;
2. Enhancing programmatic coherence and synergies within and between projects;
3. Carrying out ongoing risk analysis and mitigation;
4. Consciously using country systems (including at the sub-national level) and moving towards genuine aid harmonization;
5. Continuing to pursue multi-donor policy dialogue efforts; and
6. Exploring non-traditional alliances such as South-South cooperation or stronger links with Latin American think tanks.

In terms of governance and gender mainstreaming, the promising frameworks and tools developed by the Bolivia Country Office (COOF) should be further systematized and applied. In the final analysis though, technical tools are no substitute for strong senior-level commitment and investment in governance expertise and networks, as well as for clear corporate direction, organizational incentives and systems conducive to governance and gender equality mainstreaming. Given the plethora of governance success stories and social marketing techniques pioneered by SDC in Bolivia, there is a strong case to be made for enhanced results reporting, knowledge-sharing and the development of a Latin American Communications Strategy to showcase SDC's governance achievements.

Box 1: The Municipal Democracy Support Program (PADEM) Success Story

Within the *Program for Local Service Delivery* (PMS) coordinated by SOLIDAR Suisse, the *Support to Municipal Democracy* (PADEM) Project is noteworthy for its “triangular approach”. The first element involves modest funding of innovative civil society and local governance efforts through open contests which further reward those initiatives with the potential to be scaled up or replicated (e.g., INTEREDES was comprised by bringing together NGOs, businesses, the police, municipal service-delivery entities and councillors from the municipalities of Sacaba, Tiquipaya, Vinto, Colcapirhua, Cercado, and Quillacollo in Cochabamba to combat violence against women. With modest seed funding from a PADEM contest, INTEREDES managed to safeguard municipal human resources and investment for the proper function of *Integrated Municipal Legal Service Centres* [SLIMS] to assist victims of family violence. The network shared their experience in a roving “fair” and carried out a wider public education campaign to create wider awareness about the GoB’s newly approved *Law to Guarantee Women a Life Free of Violence* [Law 348]. The second element calls for the provision of technical assistance to municipal governments that have shown a commitment towards increased social public spending and multi-stakeholder planning and consultation (e.g., with seed capital from PADEM, the Health Service of Tiquipaya Municipality purchased three motorcycles to reach remote health posts, while longer term technical assistance enabled health officials, the AMDES, and the Mayor’s Office bring together 50 actors/sectors to develop the first *Municipal Plan for Health* [POA] in Cochabamba). The final element of this triangular approach entails building broad-based networks capable of carrying out targeted lobbying and mounting creative multi-media campaigns which build social capital, generate public awareness and influence public policy change (i.e., *concertación*). For example, PADEM’s fictitious radio character “Dra. Edilicia,” a dowdy but avid crusader for women’s rights, has caught the imagination of Bolivians who tune in to listen to her educational commentaries about women’s rights, while PADEM-sponsored TV spots use famous Bolivian actors, singers, and politicians to transmit the message that a “macho man never hits a woman.” The ads have proven to be effective social marketing instruments which not only prompted the Mayor of Cochabamba to wear a T-shirt denouncing violence against women, but have influenced municipal decisions to ring-fence public spending geared towards protecting women’s and children’s rights.¹⁸ PADEM’s successes do not come easily. Although all of its development efforts directly benefit communities and citizens in some form (e.g., through the provision of IT equipment to schools, coordination of municipal planning processes, or training on women’s rights), only 20 out of 100 PADEM initiatives produce higher-level national or policy-level impacts and these require long-term commitment and gargantuan coordination efforts. Yet, when facilitated effectively and when PADEM’s far-reaching networks and alliances strategically focus on producing major policy change, their broader-level governance impacts can be significant.



¹⁸ PADEM. Proyecto para la Mejora de los Servicios Municipales (PMS).SOLIDAR-Suisse, La Paz, Bolivia, April 2014.

5 Bosnia and Herzegovina Case Study

5.1 Overview

Overall, the team found that SDC's work in governance in Bosnia and Herzegovina (BiH) is innovative, of high quality and is achieving meaningful results, especially in the areas of local governance and water services. The Swiss approach—characterized by long-term commitment, dedicated and skilled staff and partners, respect, neutrality, mutuality, policy dialogue, multi-level interventions, and reflective practice—is much appreciated by local stakeholders. SDC in BiH has also proven very effective at responding to natural disasters as it did during the floods of late Spring 2014 (see Box 2 at the end of this section). Moreover, Swiss funding in these areas attracts significant matching funds from local governments and downstream investments from external donors and investors.

However, while SDC interventions in the domain of Local Governance and Municipal Services in BiH generally demonstrate strong performance on most assessment criteria, performance is uneven in terms of coherence and sustainability, reporting on outcomes needs improvement, and programmatic knowledge too often remains implicit and not systematized. Although governance is a cross-cutting theme in all domains of the BiH Country Strategy, performance on governance mainstreaming in domains like Health and Employment and Income, while innovative and aligned with government priorities, is also uneven. Finally, the integration of gender equality measures in governance interventions is generally not systematic or visible.

5.2 Results

Overall, governance is at the heart of Swiss cooperation in Bosnia and Herzegovina. The evaluation team estimates that at least 60% of the Swiss cooperation budget in BiH is allocated to governance, with the bulk of that targeted for local governance and municipal service, and the rest spread across the Employment and Income and the Health domain, as well as the Migration Partnership (MP) Initiative. Over the past decade, a series of projects in the Local Governance and Municipal Services domain has used geographic focus, continuity, partnership, vertical and horizontal engagement, and adaptive learning to produce some impressive results, including:

- widely adopted methodologies for municipalities in integrated local development planning and water sector planning and management;
- nearly 50 local development plans and ten water, environment and sanitation plans;
- municipal decrees and cantonal and entity-level laws on utilities, water and waste;
- entity level (Federation of Bosnia and Herzegovina) draft law on local development planning and management, concept for local development funds in both entities (established in Republika Srpska);
- creation of AquaSan, a state-level network on water and sanitation;
- incubation of local technical expert groups (three firms and a government unit) of local governance and water and waste professionals;
- inter-municipal cooperation, often across ethnic lines, on water-basin management, and on waste management and flood control;
- considerable financial leverage through downstream local and foreign grants, loans and other financing made possible by the preparation by municipalities of strong local development and water, solid waste and sanitation plans.

In the Health domain, among other things, SDC has supported the area of mental health through the preparation and rollout of an **integrated case management approach**,

involving psychiatrists, nurses, social workers and occupational therapists working as a team, rather than in a hierarchy. Within the MP Initiative, SDC and the Federal Office of Migration (FOM) jointly funded the first mapping of the BiH **Diaspora in Switzerland**, estimated to number 60,000. These figures will serve as a basis for providing support to returnees and facilitating investment flows into the economy in close collaboration with the Swiss Ministry for Human Rights and Refugees (MHRR).

Table 7 rates the performance of SDC's governance programming in Bosnia and Herzegovina against the core evaluation criteria employed in the present study.

Table 7: Performance against Evaluation Criteria – Bosnia and Herzegovina

Criteria	Ratings	Rationale
Legitimacy and Relevance	Good-Excellent	Programme closely matches priorities of state and entity level policies. Swiss Cooperation is highly regarded for its continuity, practical results and policy dialogue.
Ownership, Participation and Non-Discrimination	Good-Excellent	Programme is based on these principles. Strong and consistent engagement with all entity groups, and good cross-entity cooperation facilitated. Gender equality is mainstreamed unevenly, though with some gains.
Accountability and Transparency	Good-Excellent	Programme is based on these principles. Good use of municipal budget system and requirement to demonstrate matching funds contribution. Higher levels of government more opaque. Regular monitoring and evaluation of interventions.
Efficiency	Good	Productive incubation and use of local consulting firms to implement later phases of projects. Support to municipalities to attract downstream infrastructure and other investments from external donors and investors.
Capacity Development	Good-Excellent	In multi-phase, well-resourced local governance projects, verifiable gains in strategic planning, job classifications, attraction of downstream investments, local professional expertise, horizontal linkages through networks and policy initiatives.
Outcomes and Sustainability	Satisfactory-Good	Important outcomes too often buried in reporting on outputs and activities. Permanent local professional capacity built in project areas. Local political rotation, and national-level elite capture, political gridlock and high unemployment undermine sustainability.
Coherence and Coordination	Good-Excellent	Programme is internally coherent and well-coordinated across projects and with other donors. Good coordination with SECO, but still could be improved.
Adaptive Learning	Good	Adaptive learning is most evident across phases within projects and in local alliances across projects. Good scaling up from local to regional networks on water and on governance. There is a need for greater systematization of knowledge and tools.
Overall Rating	Very Good	

5.3 Areas for Improvement

The evaluation team highlighted several areas for improvement that should be considered by SDC with respect to its governance work in BiH. These include SDC:

1. Playing a more visible leadership role in BiH;
2. Extending its work above and below the municipality;
3. Monitoring and reporting on the financial leverage on Swiss funds;
4. Systematizing its knowledge and projecting it outwards;
5. Communicating more effectively to Swiss Parliament and the general public;
6. Refocusing on integrating gender equality into governance;
7. Linking local and global analysis and action on climate change, disaster risk reduction, governance and livelihoods;
8. Accelerating economic interventions that promote business and employment growth;
9. Harnessing the power of the BiH Diaspora in Switzerland; and
10. Resetting the SDC-SECO relationship.

Work in most of these areas is already underway.

Box 2: Unprecedented Flooding-Climate Change, DRR and Governance

In May 2014, unprecedented torrential rains flooded parts of Serbia and north and central parts of Bosnia and Herzegovina. Authorities estimated that three months' worth of rain fell in just two days—the worst rainfall episode in 120 years. In BiH, 100,000 homes were damaged and as many as one million residents were left without clean water, with nearly 1,500 persons displaced to collective shelters. The flooding also dislodged mines from the war 20 years ago, adding a new threat to the local population already facing the risk of contaminated land and water from the thousands of livestock that died in the floods.¹⁹ The European Bank for Reconstruction and Development (EBRD) estimates the costs of the damage in BiH alone to be US \$1.8 billion. The European Union has committed large-scale financial aid and sent civil protection experts to assist. Private donations for relief have been raised across the globe, including Switzerland. SDC has also reallocated some of its existing funds, and committed additional funds, for recovery purposes.²⁰

The Swiss Embassy/SDC has provided emergency support through Swiss experts, two helicopters, and small-scale action funds, as well as participating in coordination meetings to gain a full overview of the damage and needs on the ground. SDC is also providing additional financial support to ongoing projects to respond to emergency and recovery requirements. For its part, the SDC-United Nations Development Programme's (UNDP) Integrated Local Development Project (ILDP) has focused on ten of the most affected municipalities in its programming area, including Prijedor, Doboj and Zenica. ILDP moved quickly to carry out a rapid needs assessment

¹⁹ Euractiv. EU Committed to Helping Flooded Serbia, Bosnia and Herzegovina. May 20, 2014. <http://www.euractiv.com/sections/global-europe/eu-committed-helping-flooded-serbia-bosnia-and-herzegovina-302236>

²⁰ SwissInfo. Swiss increase aid to victims of Balkan floods. May 23, 2014. http://www.swissinfo.ch/eng/politics/Swiss_increase_aid_to_victims_of_Balkan_floods.html?cid=38646014
In the wake of this disaster, Switzerland mobilized on several fronts: The Foreign Ministry committed CHF 500,000 immediately for emergency assistance in BiH. SDC's Humanitarian Aid Unit delivered water purification equipment and clean water to the area, and bolstered its technical expert team in the Balkans. Swiss organizations—including the Swiss Red Cross, churches and the fundraising arm of the Swiss Broadcasting Corporation—allocated more than CHF 3 million for relief efforts in BiH.

and provide the ten municipalities with supplies and equipment to disinfect and dry out public and private buildings.²¹ The project is now considering how it can support medium- and longer term recovery actions with these partner localities.

While the municipalities in this region of BiH had in recent years cooperated on water-basin management and flood protection measures, through Municipal Development Project (MDP) and ILDP, the extreme nature of this disaster overwhelmed much of that work in a matter of days. Now, because of flood damage to local government facilities, systems and records, the affected government offices cannot provide citizens with even basic services, such as identification documents or vehicle registrations. Moreover, the destruction of the facilities and inventories of most businesses in the area means that there is a looming employment crisis, as well.²² In fact, in some areas, cash transfers and cash-for-work are critical to the coping strategies of the local population. Clearly, in BiH and Serbia today, it is urgent that the international community, working with local institutions, take rapid, large-scale and bold action on all fronts.

This event dramatically underscores the importance of the nexus of climate change, disaster, governance and livelihoods—and why development agencies like SDC must organize themselves to work at these issues in a coordinated and integrated way, in real time, at multiple levels, from the local to the global, deploying all of their tools: emergency and humanitarian assistance, disaster risk reduction, policy analysis, local and national governance strengthening, and economic and business development.

6 Mozambique Case Study

6.1 Overview

Governance is thoroughly mainstreamed in SDC's Mozambique programme: The Cooperation Strategy for Mozambique asserts that local governance is at the core of Swiss Cooperation, contributing to all of its outcomes. SDC's local governance programming aims to improve service delivery; strengthen decentralization and district and municipal governments; strengthen local communities' organization and ability to demand public accountability; strengthen Civil Society Organizations (CSOs) as independent organizations promoting public debate on accountability and community benefit from natural resources. See Box 3 at the end of this section for various examples of active citizen engagement with the state. SDC's local governance budget for 2012-2016 is CHF 39 million, or 24% of total Swiss planned commitments. All governance activities comprise CHF 88.6 million, or more than 54% of total planned spending.

6.2 Results

The evaluation team found SDC's programming in local governance to be highly relevant, well-conceived, collaborative, and quite effective. SDC is well respected for Switzerland's history of working with Mozambicans, and for its long-term programme commitments to development initiatives of both government and civil society. The Agency has relatively modest financial resources, but has built credibility, productive relationships, experience and significant practical knowledge through its support for local governance and decentralization.

The projects reviewed show actual and potential progress on the core challenge of building the local structures of the state and a democratic political culture. Most of these achievements are short-term results of project activities. They are changes that are especially important to the people involved, and mark progress towards medium or long-term outcomes. The challenge is to consolidate and extend changes already achieved.

²¹ Swiss Embassy, The Aftermath of Floods in Bosnia and Herzegovina: Lasting Damages to Livelihoods and Service-Delivery, Article submitted to the DLGN Newsletter, June 5, 2014, Sarajevo.

²² Swiss Embassy, The Aftermath of Floods in Bosnia and Herzegovina: Lasting Damages to Livelihoods and Service-Delivery, Article submitted to the DLGN Newsletter, June 5, 2014, Sarajevo.

Table 8: Performance against Evaluation Criteria – Mozambique

Criteria	Ratings	Rationale
Legitimacy and Relevance	Good-Excellent	Programme closely matches priorities of both Government of Mozambique (GoM) and civil society. Swiss Cooperation is highly regarded by national leaders.
Ownership, Participation and Non-Discrimination	Satisfactory	Programme is based on these principles. Gender equality (GE) receives uneven attention within citizens' participation, however: projects implemented by non-government organizations show more focus on GE and better results than those of public agencies.
Accountability and Transparency	Good-Excellent	Programme is based on these principles. SDC's approach and information is accessible to collaborating and implementing organizations.
Efficiency	Satisfactory	No major problems noted, nor outstanding achievements.
Capacity Development	Good	Institutional and community development are critical to Local Governance. SDC has an informed approach to capacity development, but among programme participants, the conception of capacity is uneven, and some project logical frameworks have serious problems. A more comprehensive approach is required, and more systematization of SDC's knowledge.
Outcomes and Sustainability	Satisfactory-Good	Reporting on Outcomes needs improvement. Sustainability is addressed across the programme, but government and especially CSOs have uncertain prospects because they depend on the actions of other countries and other organizations, notably multinational corporations.
Coherence and Coordination	Good-Excellent	Programme is internally coherent, and well-coordinated with GoM, other donors, and CSOs.
Adaptive Learning	Good	Adaptive learning is integral to the programme, with long-term commitments, pilots, and adaptive phasing. The recommendation for more systematization of SDC's knowledge reflects the potential of the programme.
Overall Rating	Good	

6.3 Areas for Improvement

The evaluation team identified five areas for improvement, the last three of which include SDC as a whole:

1. Systematizing its governance knowledge in order to use it more effectively in Mozambique.
2. Establishing and implementing a more precise approach to capacity development, especially within institutions.
3. Using information and communications technology, especially video (including, but not exclusively, participatory video) to convey lessons, models, partner profiles and achievements to internal and external publics. The Mozambique programme has already begun this practice.
4. Designing and launching a global governance initiative which would include the key issue of managing natural resources for community benefit. Governance and

management of natural resources for community benefit is a global issue. SDC's programming in Mozambique offers a base of knowledge strong enough to inform and support action by SDC as a whole.

5. Clarifying and strengthening policy coherence and coordination with State Secretariat for Economic Affairs (SECO), especially on extractive industries and resources. SDC and SECO already work closely together in Mozambique, offering a model for both organizations at the corporate level.

Box 3: Examples of Active Citizen Engagement with the State

Securing community members' rights to land

Fifty men and women, representatives of thirty-six community associations near a district capital in Cabo Delgado province, spoke of what they had gained from registering their land:

1. Our community associations are legally recognized and empowered.
2. We know our rights to use our community land, and we have security for our land.
3. We have much better knowledge of nutrition, food, and malnutrition.
4. We have experience of teamwork, and we have experience of negotiating with the local authorities to register and demarcate our land.

Community development councils – participation and accountability

Members of two communities near another district town in Cabo Delgado presented reports on the work of their consultative councils (CCs):

1. Each CC numbered some 30 members, a majority of whom were men; one of the two Presidents was a woman.
2. These village-level CCs are the base level of a hierarchy of CCs extending to the district. Each CC sends one man and one woman to the next level up.
3. Water is a major issue; both communities had water and sanitation committees. The WatSan committees maintain the community water points. Residents' fees cover maintenance costs. The sums are not large, but they are significant: One WatSan Committee reported a positive current balance of approximately US\$500 in the account. (This, from a population of 2,100 people.) Twelve people made up the WatSan Committee, six women and six men.
4. Other committees are created to handle specific development issues: agriculture, forest resources, health, education and so on.
5. Speakers—usually a school-teacher—presented written reports on annual work plans and outputs. Neatly organized on flip-charts, they highlighted achievements such as “3 new classrooms built”, or “1 new water point installed”.
6. Activities planned for the coming year reflected ongoing demands and negotiations: More classrooms; access to the national power grid; more water points for a growing population.

Readiness to engage citizens

Conversations with local public authorities revealed a readiness among both elected officials and staff members to engage with citizens who were taking an active part in planning and monitoring the implementation of local development initiatives. We spoke with young people with university degrees who were working in district offices to support public engagement, and we spoke with elected officials who were confident and candid about the value of this kind of dialogue. **Such sentiments, if they can be nurtured and strengthened, can only encourage the growth of a democratic political culture and responsive and accountable local public institutions.**

7 Other Regions and Countries

7.1 Middle East and North Africa

7.1.1 Overview

The two main components of the MENA Division are the Middle East and North Africa Programs. The United Nations estimates that in 2012 alone, around two million Syrians were internally displaced and over half a million fled to neighbouring countries. In response to the severity of the Syrian crisis, SDC's Official Development Assistance (ODA) expenditures in the Middle East and North Africa have increased significantly. In 2013, SDC's development cooperation in the Middle East and North Africa was CHF 44.9 million. In addition, the State Secretariat for Economic Affairs (SECO) disbursed CHF 19 million, predominantly in Egypt and Tunisia, that same year. Notably, annual Swiss commitments to humanitarian assistance to the region have grown markedly in recent years, rising from CHF 15 million in 2011, to CHF 25 million in 2012, to CHF 39 million in 2013.²³

Our review of MENA centred on the Middle East component of SDC's work in the region.²⁴ In the Middle East, SDC's assistance focuses on Syria, as well as on neighbouring countries such as Iraq, Jordan, and Lebanon. The region has not only been deeply affected by the Syrian crisis, but also by insurgencies in Iraq and, very recently, the Israel-Gaza conflict. Top programming priorities include meeting the needs of Palestinian refugees and of refugees and internally displaced persons from Syria. The programme aims to promote access to basic services, to improve livelihoods, and to strengthen disaster risk reduction. Serving the basic human needs of five million people, the United Nations Relief and Works Agency (UNRWA) is a major partner in the region, as are international organizations such as the International Committee of the Red Cross (ICRC), the United Nations Development Programme (UNDP) and other agencies. Key Swiss government partners are the Human Security Division (HSD), the Federal Office for Migration (FOM) and the Federal Department of Defence. SDC has been praised for its overarching Strategic Framework for the Middle East which has a strong governance thrust focused on peace-building, state building and economic development and uses a comprehensive aid approach which combines mix of modalities, including diplomacy, humanitarian aid and development cooperation.²⁵

7.1.2 Results

Swiss aid helped 100,000 people in need during the Syrian crisis in 2013.²⁶ Among the governance-related results reported by SDC's Middle East Programme prior to the Syrian crisis, were:

- Improved capacity of service-providing institutions, particularly: UNRWA's project management and fundraising systems; the United Nations High Commissioner for Refugees' (UNHCR's) ability to coordinate assistance to Syrian refugees; improved management and delivery of services on the part of the Department of Palestinian Refugees in the Government of Jordan; and the creation of a non-governmental organization (NGO) trust to serve as a coordinating platform for 32 NGOs. The Syrian

²³ SDC, 2013 Annual Report, Table 6 (SDC) and Table 7 (SECO). Also see www.sdc.admin.ch/en/Home/Countries/Near_and_Middle_East/Near_East_Iraq_Jordan_Syria_Lebanon_Occupied_Palestinian_Territory

²⁴ In North Africa, SDC, SECO, the Directorate of Political Affairs and FOM work together to assist Tunisia, Egypt, Libya and Morocco to advance democracy and human rights, economic development and job creation, and migration and protection of people at risk. In 2011, in light of political events in Tunisia and Morocco and conflict in Libya and Egypt, Switzerland's Federal Council authorized an intensification of assistance in North Africa, nearly three-quarters of which was ear-marked for economic development.

²⁵ Sida, L. et al, Evaluation of the performance of SDC instruments in fragile and conflict-affected contexts. Bern, Switzerland, May 2012.

²⁶ SDC, 2013 Annual Report, 2014.

crisis halted capacity building with the Syrian General Administration for Palestine Arab Refugees.

- SDC contributions that enabled UNRWA to provide basic services and assistance to 11,000 refugees, using gender-based approaches, as well as greater access to refugees in Lebanon, Jordan and Syria to water and solid waste services.
- Support to a self-help shelter rehabilitation project in Lebanon, via a secondment arrangement with UNRWA that has generated strong community participation.
- Support to a cash programme for 2,400 poor families in northern Lebanon who hosted Syrian refugees has enabled 20,000 Syrian refugees to have a roof over their heads without having to move to large refugee camps.
- In addition to integrating DRR into national development plans, the establishment of a full-fledged Disaster Risk Reduction and Preparedness system in Jordan, and, with UNDP assistance, a national action plan prepared for a similar system in Lebanon.
- In the Middle East, SDC has also collaborated closely with fellow development actors such as the Swedish government and an independent group of Indian experts to strengthen regional dialogue on issues of water and security.
- In Gaza, SDC sponsored a training programme for young people implemented by UNRWA where 71% of the 700 young persons trained found work with the private sector, predominantly in construction companies. Such training and job-creation efforts have proven effective at easing the transition from short-term emergency assistance towards longer-term development cooperation and sustainability.
- A general track record by SDC of speed, responsiveness and a partnered as well as a whole of government approach in its work under crisis conditions.²⁷

7.1.3 Implications

The sudden crisis in Syria and growing humanitarian needs posed major challenges to the international community and Switzerland, especially since the deteriorating security situation has prevented aid workers from directly accessing citizens in need. At the same time, regional policy dialogue on broader and longer term development issues were found to be difficult to initiate because of the weak roles and capacities of governmental institutions.²⁸

Going into more detail, a recent evaluation of this Regional Programme concluded, among other things, that:

- The programme has an unmanageably large number of small projects to administer; it should scale back the number and increase the size of its interventions.
- The programme has a tendency to talk about outcomes but reports mainly on outputs.
- Sustainability requires intensive cooperation with selected partner institutions to build their capacities, in spite of, as in the case of UNRWA, their “heavy bureaucracy and partly non-innovative staff.”
- Based on the experience of the cash-for-hosting programme in Lebanon, which is being replicated by other actors (Poland and UNHCR), the programme should actively

²⁷ SDC, Annual Reports for 2011, 2012 and 2013; See also SDC, Mid-Term Review of the Cooperation Strategy Iraq, Jordan, Lebanon and Syria 2010-2012, Bern, 2012.

²⁸ SDC, Mid-Term Review, 2012.

plan for the rolling out and scaling up of successful and innovative interventions, by SDC itself or by other actors.²⁹

7.1.4 Areas for Improvement

Several areas of improvement would seem to be appropriate here. First, the experience of this programme responding to the Syrian crisis, rapidly, with an increased budget, is worthy of further analysis, perhaps in the form of a case study. How to be responsive and use partnerships and yet also create a portfolio of interventions that is also manageable, is the central task in this region—as it is in many conflict-zones and crisis situations. An equally pertinent challenge is that of providing rapid and predictable international humanitarian assistance in a coordinated manner, while at the same time building local resilience and strengthening (rather than undermining) national institutions and capacities. As evident in the results highlighted above, in the Middle East, Switzerland has proven adept at working in a collaborative manner, using comprehensive aid approaches and promoting initiatives that help bridge the gap between humanitarian and development assistance. Through webinars, knowledge products and tools, SDC staff and partners should be made further aware of strategies and tactics for responding to a crisis while still looking ahead to fostering longer-term development under more stable conditions.

A second area for improvement is to systematize what is known from this programme and others about how to successfully embed Disaster Risk Reduction (DRR) in national development plans and in a national DRR system. Third, similarly, there is an opportunity and a need to further systematize and spread the knowledge relating to how to scale up or replicate (sideways) innovative models, systems and projects, especially in fragile and conflict-affected areas. Such an effort, in this case, could involve the regional programme, the Humanitarian Assistance Unit, Knowledge Management and Quality Assurance.

7.2 Mongolia

7.2.1 Overview

With strong links to the west and a high-growth economy propelled by the mining industry, and proximity to both China and Russia, Mongolia has become a favourite partner-country of western donors. In SDC's view, "Mongolia's greatest development challenge [is] to transform the benefits of the mining boom into equitable, inclusive and sustainable development for its entire population."³⁰ Now 15 years old, SDC's programme in Mongolia has focused on rural income and employment, natural resource management, and governance, especially in improving access to public services and increasing the capacities of local governments and communities. Projects have also involved disaster risk reduction initiatives. For the current Dispatch period of 2013-2016, SDC is concentrating its resources on agricultural development for food security and better livelihoods; vocational education and skills training for youth and adults; and strengthening good governance and civil society, particularly reforms for decentralization, direct democracy and civic participation. For 2013-2016, the governance domain has a budget of about CHF 27 million.

The prime programming vehicle for its governance work currently is Phase I (2012-2015) of the **Governance and Decentralization Programme** (GDP), which supports political, fiscal and administrative decentralization.³¹ With a budget of about CHF 7.6 million, GDP

²⁹ Spirli, G., W. Graf, J. Al Hussein and D. Kessler, Evaluation Regional Program for Iraq, Jordan, Lebanon and Syria, 2010-2014, Evaluation Report, Evaluation and Corporate Controlling Division, Bern, February 17, 2014.

³⁰ SDC, Welcome to the Swiss Cooperation Office Mongolia! February 2014.
<http://www.swiss-cooperation.admin.ch/mongolia/>

³¹ SDC, Swiss Cooperation Strategy Mongolia-2013-2016, Bern, 2013.

implements four components: policy support and research (with multiple counterparts); strengthening public financial management at the sub-national level (with the Ministry of Finance); fostering civic engagement at the sub-national level (with the Office of the President); and bringing public services to citizens' doorsteps (with the Cabinet Secretariat). The main targets groups for GDP are citizens (male and female) at the sub-national level, including disadvantaged and isolated groups; local governments; and central government.

7.2.2 Results

The Mongolia Country Programme can point to some strong results, especially in working with local government bodies and with civil society groups, as the following indicates:

- The first two years of the **Governance and Decentralization Programme** saw a number of notable achievements. In addition to serving as a useful funding mechanism to the local governance sector, GDP has been very active in working on the demand side with civil society organizations in participatory budget monitoring and planning, for example, particularly with respect to government procurement.³²
- SDC has engaged a diverse group of **partners** with a range of capacities to implement various components of the GDP, including the World Bank, UNDP, Asia Foundation, Mercy Corps, National Academy of Governance, and Institute of Direct Democracy.³³
- SDC has supported the capacity building of 120 NGOs and the design of an associated formal training program.³⁴
- SDC-supported projects have opened channels for citizen participation in local planning, local development project selection, and local energy efficiency initiatives.³⁵
- SDC has promoted more accessible, transparent public services, and a new legal framework for service delivery. One innovative instrument used to achieve these objectives has been the **one-stop-shop**, or OSS, whose piloting and rollout SDC has supported since 2007.³⁶ Based on a model SDC helped to develop in Vietnam, the one-stop-shop is a way for citizens and businesses to efficiently access government services without suffering from lengthy procedures and delays or having to resort to bribery. Customers are provided with a guide to the services of the OSS and what documents they need to bring.
- By late 2011, it was estimated that some 3.8 million customers, two-thirds of whom were women, had used the services of the OSS system. It was also estimated that customers realized a 70% savings in time, and 90% of them reported being satisfied with the OSS services. Today, all districts across Mongolia and several cities use the OSS to deliver public services efficiently and in an accessible manner. And there is a mobile version of the OSS model that has been tested, as well.
- An ongoing phase (2012-2015), as a component of the GDP, is focused on consolidating the system, rolling it out to more cities, making OSS services even more

³² Particip GmbH, Governance and Decentralization Programme: Outcome Evaluation, Mongolia Programme, SDC, 2014.

³³ SDC, Governance and Decentralisation Programme, Fact Sheet, Ulaanbaatar, September 2013.

³⁴ SDC, Annual Report: Swiss Agency for Development and Cooperation in Mongolia – 2013, Bern, 2014.

³⁵ SDC, Annual Report 2013: Mongolia, 2014.

³⁶ SDC, One-Stop-Shops Project, 2013.

http://www.swiss-cooperation.admin.ch/mongolia/en/Home/State_Reform_Local_Governance_and_Civic_Participation/Governance_and_Decentralisation_Programme/One_Stop_Shops

accessible to vulnerable groups, further simplifying its procedures, and more widely testing and refining the mobile OSS model.³⁷

- A 2014 evaluation found that one-stop-shops located in urban areas and municipalities have improved the client service orientation, visibility and transparency, and therefore accountability, of government service providers. It also observed that these jurisdictions possess the critical mass of population and sufficient local revenue necessary for their OSS operations to potentially become self-sustaining.³⁸

7.2.3 Implications

The 2014 GDP evaluation raised a number of issues regarding the design and operations of that programme. First, the review found that a number of the goal statements for GDP components were overly ambitious or unrealistic. Second, it found that, in general, GDP provided a funding mechanism for local governments and promoted civil society demands for better local services, but that it has not made much progress on the supply side of local governance in terms of political, administrative, fiscal and legal decentralization. Third, in terms of reporting and focus, it found that GDP and SDC emphasized activities and outputs rather than higher level outcomes, especially those on the supply-side. Finally, the evaluation found that GDP played the role of gap-filling among a number of donors (where “everyone funds everything”) rather than using its funding to reduce or remove specific bottlenecks in the local governance system.³⁹

For its part, the OSS initiative has faced a number of challenges. Support was needed from within the central government as well as from the local governments involved, and ensuring that support took considerable effort. Furthermore, in general, the capacity to respond to citizen demands channelled through the OSS or other means still rests with the central government. So, that part of the system remains incomplete. Moreover, it is not clear whether sparsely populated areas can actually sustain the operations of an OSS, or whether the mobile OSS model is viable. Evaluators who recently reviewed GDP concluded negatively in both cases.⁴⁰

The OSS project has demonstrated an impressive capacity to innovate, test, learn and adjust as it has proceeded forward. Some efforts worked, and some did not. Models and systems had to be tested, interrogated and refined before being replicated or scaled up, and even then required improvements. The substance of this adaptive learning process was encoded in the design of each subsequent phase.

One final observation is necessary here. While the work on these and other local level governance and civil society initiatives is innovative and represents real gains, the balance of decision-making power still remains in the hands of political elites, the cities (especially the capital of Ulaanbaatar) and private sector interests. The work of supporting the fair distribution of the benefits of Mongolia’s economic growth continues.

7.2.4 Areas for Improvement

The recent evaluation of the **Governance and Decentralisation Programme** has recommended that the design of Phase II strike a better balance between supply-side and demand-side work to advance decentralisation and local governance in Mongolia. It also recommends GDP becoming a single, integrated programme embedded in a key unit of the Government of Mongolia. Moreover, it recommends that SDC focus its funding on

³⁷ SDC, Bringing Public Services to Citizens’ Doorsteps, One-Stop-Shops, Fact Sheet, Governance and Decentralization Programme, Ulaanbaatar, September 2013.

³⁸ Particip GmbH, GDP Outcome Evaluation, 2014.

³⁹ Particip GmbH, GDP Outcome Evaluation, 2014.

⁴⁰ Particip GmbH, GDP Outcome Evaluation, 2014.

areas not supported by other development partners, and that there be a clear separation of responsibilities in the local governance field on the part of external donors.⁴¹

More generally, one interesting additional area for improvement may be for SDC to work with other SDC country programmes affected by mining to develop new strategies for strengthening the **negotiation leverage** of citizens, agriculturalists, civil society groups, and local governments vis-à-vis the interests and power of central governments and the mining industry. Mozambique is an example of a potential partner in such an exchange or linkage. In addition, global information and analysis on specific commodities and corporations could add value to such an exchange.

Another area for improvement is the pooling of the Mongolia experiences in **scaling up innovations** in local service delivery (OSS) and disaster risk reduction, particularly the insurance scheme, with those of other countries. As SDC staff and partners in other countries also know, the scaling up process can be long, complex and, often, unpredictable. SDC staff should be exposed to case studies and tools that can help them initiate, navigate and adjust scaling up processes. Experts in the scaling up process, from inside or outside SDC, could be made available for counsel and coaching on a responsive basis, as well.

7.3 Rwanda

7.3.1 Overview

Rwanda is one of three priority countries (along with Burundi and the Democratic Republic of Congo (DRC)) for SDC in Africa's Great Lakes Region programme. With its main field office in Kigali, and an annual bilateral budget of about CHF 38 million, the regional programme focuses on four areas: access to basic services, local economic development, protection of civilians, and the strengthening of democracy. The Human Security Division and the Defence Department are also engaged in Burundi and in the DRC. With respect to Rwanda, SDC has worked there for more than 50 years. Following the 1994 genocide, substantial humanitarian aid has been provided in the context of international emergency aid and reconstruction efforts in Rwanda, Tanzania and eastern DRC. However, from the early 2000s onwards, in the wake of the various peace accords, SDC's support was primarily directed to development interventions.⁴² In particular, from 2003 to 2012, SDC supported a major Peace and Decentralization Programme in Rwanda.

7.3.2 Results

As SDC representatives told the evaluation team, the Peace and Decentralization Programme achieved some solid results: "At the technical level, the results were positive: improved access to public services, construction/rehabilitation of community infrastructure, capacity building of elected district representatives and technicians."⁴³

Moreover, the programme was the testing ground for an innovative approach to capacity building called FORMADIS. This approach involved civil society and the private sector and included needs assessment, training, design, training implementation, and monitoring and evaluation of training outcomes. By 2012, FORMADIS was rolled out by the Ministry of Local Government to all 30 districts in the country as a key human resources strategy for the Ministry.

⁴¹ Particip GmbH, GDP Outcome Evaluation, 2014.

⁴² SDC, The Great Lakes Region, Bern, No Date.

http://www.deza.admin.ch/en/Home/Countries/Eastern_and_Central_Africa/Great_Lakes_Rwanda_Burundi_Democratic_Republic_of_Congo

⁴³ This account was provided to us in May 2014 through a memorandum from SDC staff who had worked on the Peace and Decentralization Programme.

In the latter half of the programming period, however, the intervention faced serious challenges. As the SDC representatives recalled: "...the top-down nature of decentralization and the existence of parallel decision-making/accountability procedures parallel to the formal local authority channels and, ultimately, the fact that decentralization actually contributed more to strengthening the control of the central government at the local level"—and this was a fundamental problem. "This challenged our initial hypothesis," they said.

"Given the significant risk of 'instrumentalizing' our support to the decentralization process, as well as the extreme sensitivity of Rwandan issues in Switzerland, it was decided in 2012 to put an end to the Peace and Decentralization Programme and its support for the decentralization policy in Rwanda."

7.3.3 Implications

One important implication of this experience is that sometimes central governments can find ways of using decentralization as a cover for recentralizing their power. In this case, a parallel political patronage system was the vehicle for the central government to exert its influence over local authorities even as the same central government promulgated what appeared to be a robust decentralization policy. (In our case study research for this evaluation, we also observed the governing political parties in Mozambique and Bolivia use their political networks and influence, in different ways, to reassert centralized control in a context of ongoing (and often successful) decentralization. Our further observation here is that these are dynamics to which SDC staff and partners must be alert; and they need to be provided with the training and tools to respond appropriately and fluidly, as conditions evolve on the ground.)

Another interesting implication of the case of Rwanda was that, the more difficult and complex local conditions became in the field, the more a Whole of Government approach was necessary and useful for Swiss cooperation. We heard accounts from SDC staff, for example, of the important role played by the Swiss Ambassador based in Nairobi and the head of cooperation based in Kigali, together, in making representation to the Rwandan government on issues of contention. While this joint development-diplomacy effort was not ultimately able to halt the parallel recentralization process, it did provide SDC with higher level diplomatic access through which to convey its messages.

7.3.4 Areas for Improvement

The main area for improvement suggested by the case of decentralization in Rwanda is the need for new tools and training to support SDC staff and partners in navigating and adjusting, and in some cases pivoting, when conditions inhibit or sabotage decentralization or local-government programming. Diagnostic tools, guides and case studies conveyed through webinars, workshops and conferences should be part of this effort.

The content for this knowledge-management and human resource development initiative should be drawn directly from field experience. Our study has shown that there are many ways in which central governments can exert their control over decisions at the local level while still ostensibly supporting decentralization. Among these ways are using parallel political patronage networks, appointing to leadership and management positions of state institutions only supporters of the governing party (or ethnic group), or crafting legislation that subordinates local decision-making processes on critical issues to those of the central ministries and agencies. Such tactics should become the content for the knowledge products and learning activities proposed here.

7.4 West Africa

7.4.1 Overview

Focusing on four priority countries—Benin, Burkina Faso, Mali and Niger—SDC's West Africa Division aims to reduce poverty through basic education, rural development and local public administration.⁴⁴ In the sphere of governance, the division supports interventions that: promote demand-driven local public services; mobilize local resources for local economic development (better cost recovery, taxation systems); strengthen the local state; and boost cross-border trade for wealth and job-creation. The division also operates a regional governance network for West Africa that facilitates knowledge exchange. In recent years, the region has been obliged to deal with drought, disease and, in Mali, political instability and armed conflict.

7.4.2 Results

The West Africa Division of SDC reports notable achievements, particularly in local governance, which represents a large percentage of its budget for the region:

- Over the past 15 years in **Niger**, working with mayors and local authorities, SDC has financed infrastructure, training and administrative support to some 400 water projects that will, by 2015, provide water services for 230,000 citizens. The programming vehicles for this work are the Local Investment Support fund and the Local Governance Support Programme.
- In **Mali**, SDC supports decentralized, sector-based budget programmes to improve access to basic services and infrastructure in medium-sized cities. For example, in Koutiala, in central Mali, the Programme for Urban Social Development funded spatial planning for better connectivity between the city and surrounding rural communities. In turn, this spawned users' associations, farmers' cooperatives and a joint group of communities within the city. Increased socio-economic activity improved food security.
- In **Burkina Faso**, SDC worked with the national government to support the construction of the central market in Fada N'gourma. The market, which is run by a management board of the local town council, merchants and trade unions, produces revenues from sales that are used to pay off construction costs and maintenance and to contribute to a community development fund. The market employs 1,300 merchants (25% are women) and generates CHF 50,000 in municipal tax revenues, and community projects have resulted in over three kilometres of municipal roads, a school, housing, and a parking area for commercial vehicles.
- In **Benin**, SDC supports the training of women municipal councillors. In the department of Borgou, where 16 of the country's 66 women councillors are based, elected women officials carried out 15 micro-projects that have helped local women raise their incomes through market gardens, and promoted schooling for children, including girls—all helping women councillors assert their leadership and credibility.⁴⁵
- The West Africa Division has also identified strategies for promoting local government finances. One such strategy is to provide local governments with on-budget financial support rather than grants outside the general intergovernmental transfer scheme. Supporting local governments to become eligible for borrowing is another strategy, though sound administrative and finance practices by the municipality must be supported, as well. Another strategy is to support intergovernmental fiscal transfer schemes, though they are difficult to design and implement.⁴⁶

⁴⁴ SDC, West Africa, Undated. http://www.sdc.admin.ch/en/Home/Countries/West_Africa

⁴⁵ These results are drawn from SDC, Local Public Governance in Western Africa: Developing the Countries from the Grass-Roots Up. Africa Brief, October 2012.

⁴⁶ SDC, Support for Sustainable Local Government Finances, Bern, No Date.

- Finally, SDC runs a Regional Governance Programme managed by the Regional Governance Advisor based in Mali. The regional programme comprises three core components: local economic development, cross-border local service delivery and citizen participation; and cross-border cooperation at the local level. All three components utilize a governance approach to advance democratization and decentralization processes at the country level, while at the same time promoting regional collaboration and financing mechanisms. The regional programme has proven particularly effective in bringing critical local governance issues to the table in regional fora such as the *Union économique et monétaire ouest-africaine* (UEMOA) and the Economic Community of West African States (ECOWAS).

7.4.3 Implications

To be sure, working at the local level can yield meaningful results. Nonetheless, there are challenges. First, municipalities are often not adequately empowered by their central governments. Second, in infrastructure projects, dominant groups can capture most of the benefits. Third, it has not been easy to scale up support for capacity building of local governments. Finally, governments in the region seem to be unaware of the potential of achieving backward and forward linkages through local projects.⁴⁷

In a broader political and security sense, the case of Mali is interesting. Even five years ago, donors were praising Mali as a stable and prosperous success story. Since then, however, North-South internal tension and political instability and armed conflict in the north have placed this nation firmly on the list of fragile states. The lesson here is that this change can occur very rapidly, and that donors like SDC must be ready to adjust their programming to accommodate the new reality—which SDC has done. The Agency is aware of the need to utilize conflict-sensitive programme management in this context, coordinate with other Swiss actors (Human Security Division [HSD], Defence, etc.) and also to work closely with other external donors, both bilateral and multilateral.

7.4.4 Areas for Improvement

Given the situation in Mali, it would be useful for West Africa Division and its regional governance network to work with the Conflict and Human Rights Network and the Decentralization and Local Governance Network (DLGN), to develop new regionally based tools for conflict-sensitive governance interventions, particularly at the local level. It would also be instructive for the rest of SDC if the West Africa Division and the DLGN were to deepen their analysis and guidance on strategies for promoting sustainable local-government finances. Finally, the West African regional network on governance could benefit from additional resources to engage staff and partners in the region on a more regular and sustained basis.^{48,49}

⁴⁷ SDC, *Aperçu des orientations et priorités de la Division Afrique de l'Ouest en matière de Gouvernance publique locale*, Bern, 2013.

⁴⁸ Now, with the Ebola epidemic wracking Liberia and Sierra Leone, and threatening the region, the cross-cutting issue of governance in the health sector has come to the fore.

⁴⁹ For comparative purposes, for an excellent assessment of the activities, expertise, weaknesses and opportunities associated with the governance work of SDC's Southern and East Africa Division, see Meyer-Bisch, B., *Governance Sector OSA-Overview, Synthesis and Perspectives*, SDC, Bern, 2012.

8 Networks

8.1 Decentralization and Local Governance

8.1.1 Overview

The Decentralization and Local Governance Network (DLGN) is one of SDC's most active Agency-wide networks.⁵⁰ The overall objective of the network is "to accomplish sustainable state reforms in the field of local governance and decentralization... by enhancing the impact and effectiveness of SDC support programmes and related policy dialogue." The DLGN's mandate is that of an advisory, coordination, and knowledge-sharing role rather than an operational or decision-making one. Its lines of action include linking policy and grassroots, offering policy and analytical guidance, and providing access to knowledge, especially on lessons learned or best practices that can contribute to improving competence. The DLGN works on key topics, especially: democratization; local governance (including citizen participation, non-discrimination, transparency and accountability); administrative, political and fiscal decentralization; and power sharing mechanisms for peace building. The network is coordinated by the Focal Point for Democratization, Decentralization and Local Governance, who is based in the Western Balkans Region programme, supported by a small team.

8.1.2 Results

Among the results of the network to date are:

- At SDC headquarters, some 10-15 core members of the DLGN meet on a bi-weekly basis, and are increasingly involved in planning, overseeing and adjusting the network's work programme.
- A larger network membership has been built across all regions and many countries in which SDC operates. Of a membership of about 200 in 2013, up slightly from the previous year, about 125 are based in the field with both Swiss Cooperation Offices and partner organizations. Still only one third of members are based in the South, with two-thirds based in west and east Europe (including Switzerland). In terms of gender, 43% of DLGN members are women, while 57% are men.⁵¹
- Additional human resources to manage the network; as of early 2014, the DLGN was supported by 210% programme capacity (including a full-time coordinator and programme officer) and 60% administrative capacity. A third programme staff person was to be engaged in the second half of 2014. A Western Balkans officer also contributes some of her time on visual methods to the network.
- A content-rich website with share-web functionality is the prime working tool for the network but Face-to-face meetings of the network have been organized in India (2009), Bosnia and Herzegovina (2011) and Egypt (2013).
- The network has provided representation on some international bodies promoting democracy, decentralization and local governance in development policy and practice. But DLGN's global role goes beyond representation. The Network has contributed substantively to research on the measurement of governance results (with DFID-UK), as well to discussions about innovative decentralized and local governance practices within the OECD/DAC's Governance Network (Govnet). Most recently, DLGN carried out advocacy in New York to mainstream governance issues in the post 2015 Sustainable Development Goals (SDGs) and played a key role in ensuring justice,

⁵⁰ Decentralization and Local Governance Network, Website, 2014.

<http://www.sdc-decentralization.net/en/Home>

⁵¹ Focal Point Democratization, Decentralization and Local Governance, Annual Programme 2014, Bern, 2014.

human rights and the need for transparent and accountable institutions featured prominently in the Swiss position on the post 2015 agenda.⁵²

- The network has helped connect international think tanks and governance experts from entities such as the International Institute for Democracy and Electoral Assistance (IDEA) and the Institute of Development Studies (IDS) at the University of Sussex with major Swiss civil society organizations like Swisspeace, as well as with governance experts in specific regions, such as Latin America.
- The Focal Point has collaboratively produced an ambitious but focused programme of activities for DLGN for 2014.⁵³
- Engagement with other governance-related networks, such as Conflict and Human Rights.
- Aggregation, classification and accessibility of knowledge products, tools, cases and other documents on key topics of interest to SDC staff and partners working in the DLG sphere. A good example here is the area of domestic resource mobilization by local governments. The network is able to drill down into data from specific cases, such as those of the Sharique Local Governance Programme and the Non-lending Policy and Technical Assistance Project in Bangladesh, and also bring forward its own LernBuch on SDC Support for Sustainable Local Government Finances.⁵⁴

8.1.3 Implications

In our view, one of the important implications of the DLGN experience to date is that the more human resource capacity a network has, the more it can do for its members. And, in turn, those members can enhance programming and results. This is a very basic point, but it is one worth emphasizing.

At the same time, however, certain tasks must be prioritized and others deferred. The network is asked by SDC and its members and external allies to do more, but it has finite resources, notwithstanding the improvements. One such area that has not received sufficient attention, primarily because of limited human resources, is engagement with international policy dialogues and working groups on decentralization and local governance. Engaging with multilateral agencies on this theme, or on broader state reform and state building issues, takes time.⁵⁵

Another more programmatic implication is that there is an appetite among SDC staff and partners for on-the-job learning and coaching both in general and on specific topics. DLGN has built a list of external experts and also is aware of potential coaches and instructors among its own members.

8.1.4 Areas for Improvement

In our view, the DLGN is a very successful network within the SDC organizational matrix. It has benefited from dedicated leadership and an energetic team, as well as committed core members, and solid management interest and support. With stronger senior management support, corporate direction, a broader mandate and more resources, it could do even more. In fact, it could be the appropriate platform for building a centre of expertise and accountability for a broader conception of governance within SDC. We return to this possibility in this report's final section on priorities for change.

In the area of international policy, DLGN could be provided with further resources and opportunities to not only engage in policy dialogue at the global level, but also to connect

⁵² Summary: Swiss Position on a Framework for Sustainable Development post-2015, Bern, 2014.

⁵³ Annual Programme 2014 of the Focal Point.

⁵⁴ DLGN, SDC Support for Sustainable Local Government Finances, SDC, Bern, 2012.

⁵⁵ See again the Annual Programme 2014 of the Focal Point Democratization, Decentralization and Local Governance.

such dialogue to the national and local levels. Indeed, the most useful international policy work is informed by very granular experience gained in municipalities and countries. Further, DLGN is an excellent and complementary resource for global cooperation programmes on water and other topics, and would be equally effective working with new global cooperation programmes on, say, natural resource development, corruption and financial flows, and related issues.

At the regional level, the potential exists to invest in regional governance experts and to better support expand regional governance networks which already exist in regions such as the Balkans and West Africa to other regions.

SDC would equally benefit from investing resources to ensure that critical justice and rule of law issues, which currently receive only limited attention, can be adequately addressed by the DLGN and the Conflict and Human Rights Network. There is also a need, identified elsewhere in this report, to bring together the actors, knowledge and experience of the cluster of issues relating to natural disasters, climate change, disaster risk reduction, governance and livelihoods. DLGN could work with other networks, programmes and specialists in climate change, Disaster Risk Reduction (DRR), humanitarian assistance, and economic development to develop knowledge products and tools for SDC staff and partners. How to diagnose emergency and development needs in the wake of an extreme climate event like severe flooding, and how to support local-government systems to aid in the recovery, are all issues that could be dealt with in such an effort.

8.2 Fragility, Conflict and Human Rights

8.2.1 Overview

With an estimated 1.5 billion people living in fragile and conflict-affected areas around the world, the scale and volatility of this issue continue to be of concern to the international community.⁵⁶ A significant challenge from a development perspective is that fragility and poverty tend to be mutually reinforcing. This may largely explain why, according to the World Bank's *2011 World Development Report*, not one developing country experiencing conflict has yet achieved a single Millennium Development Goal. From a governance perspective, fragility is a major concern because the functioning of the state is often severely impaired in fragile and conflict-affected areas and their volatility and problems can easily spread and drag down neighbouring countries and regions.⁵⁷

SDC calculates that half of its 30 priority countries were considered fragile and that Switzerland spent 28% of its Official Development Assistance in fragile states in 2012.⁵⁸ Additionally, in 2013 Switzerland committed itself to increasing its support to fragile and conflict-affected areas by up to 20% by 2016.⁵⁹ According to the Organization for Economic Cooperation and Development: "A state is fragile when it is unable or unwilling to perform the functions necessary for poverty reduction, the promotion of development, protection of the population and the observance of human rights."⁶⁰ For SDC: "Furthermore, the governments of these countries are unable to develop constructive and interactive relations with the population and society... Fragility, poverty and violence thus form a vicious circle: when state structures are weak and it is no longer possible to guarantee basic social, economic and legal services or security, conflicts often escalate. However, this vicious circle can be broken through the development of legitimate

⁵⁶ International Dialogue on Peacebuilding and State Building, Homepage, No Date.
<http://www.pbsbdialogue.org/>

⁵⁷ World Bank, 2011 World Development Report; See also Sida, L. et al, 2012.

⁵⁸ Sida, L. et al, 2012.

⁵⁹ SDC, 2013 Annual Report.

⁶⁰ SDC, Fragile states – poverty, instability and violence, (Reference to OECD quote in text), Undated.
http://www.sdc.admin.ch/en/Home/Themes/Engagement_in_fragile_contexts_and_prevention_of_violent_conflicts/Characteristics_of_fragile_contexts

institutions and an active civil society.”⁶¹ SDC “helps its partner countries strengthen their state structures, thus enabling them to better fulfil their human rights obligations.”⁶² Hence, human rights are a critical element in strengthening governance in fragile and conflict-affected contexts.

8.2.2 Results

While working in such areas brings many challenges, SDC can point to an array of achievements and innovations in this field, including:

- Supporting an active Conflict and Human Rights Network which has supported SDC efforts to build a set of accessible tools for managers and officers for fragility, conflict-sensitive programming, special conflict analyses, and human rights protection and advancement;
- Commissioning a wide-ranging independent evaluation of SDC's work in fragile contexts, published in 2012.
- Strengthening key human rights institutions, such as the Ombudsman's Office in Bolivia and supporting Bolivian non-governmental agencies which promoted the adoption of a strong human rights based approach in the 2009 Constitution for the Plurinational State of Bolivia;
- Continuing to work with local-level and regional government structures during episodic conflict (in Mozambique) and post-conflict tension (in Bosnia and Herzegovina);
- Working with the Rwandan government to support decentralization and civil society until the central government's authoritarianism and recentralizing tendencies made this work non-viable;
- Staying engaged and adapting its governance, infrastructure and social inclusion programming during the period of armed conflict in Nepal, including chairing joint donor initiatives such as the Nepal Peace Trust Fund;
- In the Middle East and North Africa, using a variety of aid modalities and coordinated thematic strategies to contribute to peacebuilding and refugee well-being;
- Engaging with a wide range of capable global partners specializing in fragile states, peace building, small arms, human rights and other areas.
- Helping to set up and supporting the UN-World Bank Trust Fund to enhance organizational learning and collaboration in fragile contexts;
- Joining, supporting and contributing to key international networks, notably the DAC's International Network on Conflict and Fragility,⁶³ and the International Dialogue on Peacebuilding and State Building;
- Enabling, supporting and signing the post Busan New Deal on Engagement in Fragile States in 2011; and
- Continuing to lever national improvements in human rights through the use of international instruments and agencies, such as the Universal Declaration of Human

⁶¹ SDC, No Development Without Human Rights, Bern, Undated.

http://www.sdc.admin.ch/en/Home/Themes/State_and_Economic_Reforms/Human_Rights

⁶² SDC, Fragile States-Poverty, Instability and Violence, Bern, Undated.

http://www.sdc.admin.ch/en/Home/Themes/Engagement_in_fragile_contexts_and_prevention_of_violent_conflicts/Characteristics_of_fragile_contexts

⁶³ “The International Network on Conflict and Fragility (INCAF) was founded in 2009 in order to help improve international responses to the most challenging development settings and to chart results. It brings together experts from governments and international organizations on issues of peace, security, governance and development effectiveness” See the network's website at http://www.sdc-conflict-and-humanrights.ch/en/Home/Fragile_and_Conflict_Affected_Situations_FCS/Partners_and_Links/INCAF

Rights and the Universal Periodic Review of the UN Human Rights Council. Significant Swiss efforts in this respect include establishing a National Action Plan for the implementation of UN Security Council Resolution 1325 on Women, Peace, and Security and the related reporting system. This process was led by the Ministry of Foreign Affairs' Human Security Division, with SDC making important contributions to the Plan's implementation through the use of a human and women's rights approach.

8.2.3 Implications

As a general approach, SDC has been guided by, and has helped to contribute to, the **OECD's guidelines** for working in fragile contexts. Box 4 presents these guidelines.

Further, as the Conflict and Human Rights Network states, an approach that is coherent, comprehensive and complementary, and uses a Whole of Government framework involving development, diplomacy and defence, is appropriate in fragile and conflict affected areas. More specifically, the following elements are important:

- Analysing, understanding and adapting to specific fragility contexts and conditions;
- Strengthening national ownership and both national and local-level institutional and capacity development;
- Responding in a timely, coordinated and flexible manner to the evolving situation in the partner country;
- Strengthening mutual accountability of partner countries and international actors;
- Providing long-term and predictable international assistance;
- Reducing the burden of aid management on partner country capacity;
- Making efficient use of limited resources and avoiding duplication and funding gaps;
- Increasing both crisis preparedness and response capacities;
- Improving and deepening our joint learning and application of lessons learned.

Box 4: OECD Principles for Working in Fragile Contexts

1. Take context as the starting point
2. Do no harm
3. Focus on state-building as the central objective
4. Prioritise prevention
5. Recognise the links between political, security and development objectives
6. Promote non-discrimination as a basis for inclusive and stable societies
7. Align with local priorities in different ways in different contexts
8. Agree on practical coordination mechanisms between international actors
9. Act fast...but stay engaged long enough to give success a chance
10. Avoid pockets of exclusion

Source: SDC, OECD

Finally, SDC's **long-term commitment** to the countries it works in is itself a major asset and advantage. Local partners respect SDC's continuity, mutuality, flexibility, adaptability and pragmatism in working in fragile and conflict-affected areas.

Despite its considerable results and assets in this area of work, an independent 2012 evaluation of the performance of SDC instruments in fragile and conflict-affected contexts concluded that SDC still needed to develop a coherent policy and strategy specifically for fragile and conflict-affected areas, to adopt a better coordinated whole of government approach in conflict situations, and to generally be more proactive in directly addressing the root causes of conflict and engaging in high-level policy dialogue, as opposed to merely addressing basic human needs or playing a service delivery function in fragile and conflict-affected areas.⁶⁴

⁶⁴ Sida, L. et al, 2012.

8.2.4 Areas for Improvement

As noted in an independent performance evaluation of SDC's mechanisms in fragile and conflict-affected contexts, SDC "has the right mixture of approaches, good instincts operationally and has the potential to play a valuable role in the international system" when it comes to working such contexts.⁶⁵ At the same time, there are several areas that could benefit from improvement, including: anchoring the concepts of fragility, conflict and human rights in the broad definition of governance for SDC as a whole; additional resources to coordinate knowledge product development and exchange lessons learned from programming within the Conflict and Human Rights and other governance-related networks; updating of some of the guides and tip sheets on fragility and conflict, and tools for a human rights-based approach, and especially tools and cases from and about specific regions (e.g., Latin America); access by cooperation offices to a wider pool of experts in human rights, fragility and conflict, again emphasizing regional expertise; closer links between global cooperation programmes and national programmes aimed at reducing the effectiveness of illegal flows of capital and arms that support local conflict; and improved coordination and coherence with SECO, Human Security Division and other Swiss actors in fragile and conflict-affected areas. And, finally, the possibility should be explored of SDC stepping up its actions, funding and visibility in its work with international networks, particularly INCAF, the International Network on Conflict and Fragility and the Dialogue, to play a more catalytic leadership role in the lead up to the implementation of the New Deal and post-2015 agenda.

8.3 Political Economy and Development

8.3.1 Overview

In the evaluation team's view, understanding and utilizing a critical analysis of power and influence among development stakeholders are essential skills and tasks for effective development interventions. The Political Economy and Development (PED) Network provided expertise and tools in this area, but no longer exists as a network at SDC. In recent years, advisors with PED expertise have been made available through a partnership between the Institute of Development Studies and DLGN. Nonetheless, the Agency faces some basic questions here: What value does the PED area add to SDC's work? To what extent is this area of knowledge important to SDC's future governance activities? And what form should it take organizationally?

8.3.2 Results

During its tenure, the PED Network and its advisors produced valuable tools for applying power, influence and stakeholder analysis to the project management cycle, especially in project design and implementation. One tool that continues to be made available, and used by staff, is Stakeholder Analysis and Mapping, which provides a method for visualizing power relations among actors and their existing and potential influence for or against new policies, reforms, democracy and rights. It has been applied to interventions involving watershed management, public financial management, and participatory budget planning.⁶⁶

While the PED Network no longer exists at SDC, its tools and expertise on political economy and power relations in the development process have been absorbed and made available by DLGN and on the Learning and Networking site, in particular.⁶⁷

⁶⁵ Sida, L. et al, 2012.

⁶⁶ PED Network, Tool 1: Stakeholder Analysis, SDC, Bern, 2011.

⁶⁷ The Stakeholder Analysis tool is available on both the DLGN and Learning and Networking sites.

There is no question that PED expertise and tools have been viewed as valuable, and used extensively, by some country programs. A good example is that of Bolivia, where a comparative study found that “SDC Bolivia analyses power relations and exclusion mechanisms through the instruments and methodology of ‘political influence.’”⁶⁸ Our own case study of Bolivia’s governance work confirms the importance of this type of analysis in informing not only the design of individual projects, but also the evolution of that program as a whole over time.

More recently, there has been an effort by the PED experts at the University of Sussex, Institute of Development Studies (IDS) to provide more updated guidance to SDC staff on political economy and power analysis, to “help identify the decisive actors for producing meaningful change as well as those blocking it.” Among other things, this guide links PED analysis to theory of change at the project level especially, and advises integrating the tool into the project management cycle.⁶⁹

Moreover, demand for the application of PED analysis in other areas is still evident. For example, a recent post on SDC’s Gender Equality Network site highlighted a webinar on the political economy of violence against women, where power relations are in operation on many levels and in multiple forms, with destructive results.

8.3.3 Implications

Two observations are relevant here. First, most major development agencies employ a form of political economic analysis not only in the spheres of governance and social policy, but also in the spheres of the economy and business. A recent scan of donor practices, including those of the UK Department for International Development (DFID) and the United States Agency for International Development (USAID), shows that such analysis is being applied in the design and implementation of international development interventions promoting economic and private sector reforms.⁷⁰

Second, given the globalized character of “wicked” governance challenges—examples here include elite capture, corruption, illicit financial flows, commodities trading, natural resource development, and arms trading, to name only a few—it may be time for PED to “raise its game” to the global level. That is, stakeholder analysis tools should be capable of assessing the power and influence of actors at the global, national and local levels in order to fully understand and address these problems. This is especially true in the economic sphere. High unemployment and underemployment are the result of a mix of actors, forces and policies operating at the global, national and local levels. Any serious attempt to address these blockages to the distribution of development benefits, and therefore to democracy and good governance, must be informed by stakeholder and power analyses at all of these levels. To date, these tools have focused on national and local actors. In SDC’s governance activities of the future, there needs to be a global dimension, as well.

8.3.4 Areas for Improvement

In the evaluation team’s view, knowledge and tools for political economy analysis remain pertinent to SDC’s governance work. We further believe that the current locus for this expertise and tools, within DLGN and the Learning and Networking site, is appropriate. At the same time, PED analyses represent an opportunity for increased collaboration with SECO on economic governance and political economy issues of common interest. There

⁶⁸ Byrne, S., P. Fendrich, P. Arnold and A. M. Acosta, Four Case Studies on the Experience of SDC and its Partners in Supporting Socially Inclusive Local Governance, SDC, Institute of Development Studies, DLGN and InterCooperation, Bern, 2011.

⁶⁹ Acosta, A. M. and J. Pettit, Practice Guide: A Combined Approach to Political Economy and Power Analysis, Discussion Note Prepared for SDC, Bern, 2013.

⁷⁰ Rao, S. Political Economic Analysis for Economic and Private Sector Reforms, Applied Knowledge Services, University of Birmingham, Birmingham, 2013.

is no compelling case to reconstitute a separate PED network. However, there is a strong case, in our view, for an updating of the guidance and tools in this area to incorporate a global dimension into stakeholder and power analysis. SDC's own global cooperation programmes would benefit from an explicit use of such analyses in charting their forward directions and interventions. In addition, both SDC and SECO have much to gain from enhanced knowledge sharing on PED issues.

9 Thematic Programming

9.1 Global Programme Water Initiatives

9.1.1 Overview

For more than four decades, SDC has worked with partner countries to ensure supplies of drinking water and sanitation services. In 2012, the Agency allocated CHF 140 million worldwide to water-sector activities, a substantial portion of its programming budget.⁷¹ Established to advance water security in the global agenda, the Global Programme Water Initiatives (GPWI) manages a budget of nearly CHF 40 million and a portfolio of more than 50 ongoing projects, and has attracted over 400 members to its network.

GPWI aims to:

1. ensure that the post-2015 Sustainable Development Goals (SDGs) include a dedicated goal on water, with measurable targets and indicators;
2. influence global policy dialogue on Integrated Water Resource Management, emphasizing gender inclusion and access for the poor;
3. advocate at the global level for improved and equitable access to basic water services and efficient water use for agriculture; and
4. maintain and strengthen the expertise and voice of Swiss players in the water sector and position Switzerland at the forefront of international action on water challenges.⁷²

9.1.2 Results

While GPWI is a relatively young programme, it is already making its presence felt. Some examples of notable results to date are worth highlighting. They show effective interventions in global policy forums, operational programmes, and institutional cooperation:

- As of mid-2014, water is positioned prominently as SDG 6 (secure water and sanitation), in the draft post-2015 Sustainable Development Goals. This outcome is not, of course, fully attributable to GPWI, but the fact is that through the programme, Switzerland has made a tangible contribution to this global process.⁷³
- GPWI has successfully promoted integrated water resources management (IWRM) as a core concept and approach in global water policy dialogues and processes.

⁷¹ Within SDC's total budget of CHF 1,658.7 million for that year, this investment in water-sector activities accounts for 8.4% (Federal Department of Foreign Affairs/FDFA and Swiss Agency for Development and Cooperation/SDC, Annual Report 2012, Swiss International Cooperation, "Statistics 2012", Table 2, p. 9) The total of CHF 140 million is cited in: SDC, Factsheet Global Programme Water Initiatives, Swiss Federal Department of Foreign Affairs FDFA, January 2013. The section "Key Figures" states: "Total SDC investments in this area were CHF 140 million." SDC's Bilateral expenditure on water in 2012 amounted to just over CHF 100 million, a figure exceeded only by expenditures on agriculture and rural development at slightly more than CHF 115 million. "Statistics 2012", Graph 5, p. 21.

⁷² SDC, Strategic Framework 2013-2017-Global Water Programme Initiatives, Bern, 2014.

⁷³ Swiss Confederation, Swiss Position Paper on Water in the Post-2015 Agenda, Bern, Draft, December 20, 2013. "Water is at the core of sustainable development," this paper argues. Its analytic basis is provided by the framework for GPWI, and it highlights the "nexus targets" between water and health, energy, food, and energy and food together.

- GPWI has also contributed to the development of new concepts and platforms on water and security, by taking to the global level the Blue Peace framework for trans-boundary water cooperation, an initiative which the programme had supported on a regional basis in the Middle East.
- The Blue Peace model of water diplomacy has been developed and refined by the Blue Peace Cooperation Council of leaders in the Middle East, and has since been taken up and adapted in Bangladesh, Pakistan, and in Central Asia.
- GPWI has also positioned the Human Right to Water and Sanitation (HR2WS) beyond the WASH (Water, Sanitation and Hygiene) policy discourse at the global level.
- Another initiative supported by the programme, in concert with Helvetas Swiss Inter-cooperation, has been the creation of the Water Integrity Network (WIN). WIN has a strong orientation to water governance, seeking to raise awareness on water corruption, encouraging coalitions to promote solutions to water corruption, promoting the use of diagnostic tools, and building its own capacity to enhance water integrity.
- Operational initiatives with a strong community orientation have included training local officials in Colombia, Vietnam and elsewhere to reduce their “water footprint”; successful hand washing campaigns were supported in Burundi and Zimbabwe; and projects promoting water for family agriculture and scaling up small irrigation in West Africa, Asia and Central America.
- GPWI has built solid partnerships with international organizations like UN-Water, the Joint Monitoring Programme of World Health Organization and UNICEF, Sanitation and Water for All (a global partnership), the Global Water Partnership, the World Water Council, the Water and Sanitation Programme of the World Bank, the Water Supply and Sanitation Collaborative Council, the Rural Water Supply Network, the International Secretariat for Water, and others. SDC also has a seat on the boards of many of the multilateral institutions on this list, ensuring a Swiss presence within both the governance and the operations of these agencies.”
- The programme has also developed strong working relationships with Swiss organizations, including the water sub-group of the federal interdepartmental Sustainable Development Committee, the Blue Peace DFAE Group, AquaSan (a community of practice), and the Swiss Water Partnership.

9.1.3 Implications

It is clear from GPWI's work to date that support to the water sector can yield replicable innovations. For instance, humanitarian aid developed and applied rapid water disinfectant solution after the Pakistan floods. In another case, new international standards (ISO) were developed in the practice of the Water Footprints methodology.

At the same time, working in the water sector presents real challenges. The programme reports that balancing water demand with constant water availability—while avoiding intra- and inter-state conflicts—is a major challenge. So too is finding ways of facilitating effective trans-border water cooperation. A further challenge has been to mainstream the Water Footprints approach with cooperating governments and institutions. Finally, and perhaps most important, the global and local requirement to ensure access to adequate, clean water for all who need it remains a permanent challenge.

Apart from the programmatic implications it offers, the Global Programme Water Initiatives is itself a model for other SDC governance programming. Its comprehensive design, its multi-sectoral and integrated programmatic strategies that it employs, the clarity of its plans and targets, the broad-based partnerships and multi-level coalitions that it builds, and the ambitious policy influencing goals that it pursues to impact global water security commitments and national policies and approaches—these all could have analogues in

other thematic areas or sectors. Moreover, GPWI's "way of working" is itself a model in whole of government of Switzerland collaboration. GPI's success in breaking down vertical silos both within and beyond SDC is laudable. By collaborating closely with Swiss diplomats and the political divisions of the Department of Foreign Affairs at all levels on initiatives such as hydro diplomacy and Blue Peace, GPWI has established the value added of Swiss policy coherence and engagement. In addition, working across SDC themes and departments; fostering ongoing learning and knowledge-sharing through a vibrant network and periodic peer review processes; and creating a Blue Thematic Career Path within SDC—these are all best practices directly pertinent to effective governance mainstreaming within SDC. In this sense, GPWI is an instructive and generative model as well as a promising operational instrument for governance mainstreaming. (See Box 5)

**Box 5: The GPWI's Blue Diamond Advantage: Local Action,
Swiss Know-How and Global Influence**

Water is both a common good and fundamental human right. It is at the core of sustainable development and critical for human survival. Without adequate regulatory frameworks or negotiation mechanisms to manage water resources within and between countries, systemic failures in water governance can rapidly undermine our human security, livelihoods and ecosystem. Through the use of a multi-sectoral, multi-level, pro-poor and integrated approach, SDC's Global Programme Water Initiatives (GPWI) is making significant contributions to global water governance and security. GPWI is built around four main objectives: attaining water security as defined by international development commitments; promoting global policy dialogue on the need for integrated water resource management (IWRM), global water cooperation, and improved water access by the poor; increasing the efficient use of water for agriculture; and tapping into Swiss know-how and projecting a Swiss voice on global water security debates. With a budget of CHF 40 million, a portfolio of more than 50 ongoing projects, and an impressive network of public-private, academic and civil society partnerships at all levels, GPWI has, in a short time, become a technological pioneer, effective "connector", and an influential voice in global water issues.

GPWI has been productive, and its achievements numerous and diverse. Globally, GPWI enabled Switzerland to play a catalytic role in advocating for a dedicated Sustainable Development Goal on water (SDG 6) in the post-2015 agenda. GPWI has also helped enhance the credibility of the *Sanitation and Water for All Alliance* put forward through the political commitment of Ministers of Finance; it has explicitly linked water to security issues through the *Global Blue Peace Initiative* in the Middle East; and it has fostered greater synergy and collaboration within global water governance platforms such as the *Global Water Partnership*, the *Water Integrity Network*, the *International Secretariat for Water*, and the *World Water Council*. In parallel, GPWI has promoted greater Swiss engagement in global water debates through mechanisms such as the *Swiss Water Partnership* and the *AGUASAN* Community of Practice. Particularly noteworthy though are the various Swiss innovations which GPWIs have brought forward as means of finding new governance solutions to difficult water security and management challenges. For instance, the use of the Water Footprint Methodology, combined with the formulation of new laws, ISO standards, and Green Growth Strategies are helping countries track and conserve water resources; the iMoMo initiative is permitting water user associations to utilize the latest smartphone technologies to provide water flow measurement data; safe wastewater reuse in agriculture, and improved water management by extractive industries are advancing sustainable rural development practices; and new business models such as the Water Benefit Credit mechanism and payment for watershed services are promoting mutual responsibility for managing water resources.

At the same time, GPWI has become a trailblazer within SDC itself. By building powerful coalitions of Swiss bilateral and multilateral partners, working closely with Swiss diplomats and the political divisions of EDA, by fostering Agency-wide collaboration across SDC's thematic areas and global, regional and humanitarian departments, and by developing an impressive network of over 400 members (*RésEAU*), GPWI has shown that it is possible to break down vertical silos and work in a manner that brings together a wide range of Swiss institutions and development actors. By incorporating external accountability mechanisms such as bi-annual peer reviews by external experts, GPWI has demonstrated the benefits of building in incentives for ongoing learning and knowledge-sharing to promote continuous improvement and innovation.

Finally, by building up a cadre of 16 water specialists stationed in Bern, as well as in several regions, and introducing a “Blue Thematic Career” within SDC, GPWI has established that investing in an internal “centre of competence” can, to a significant extent, enhance SDC’s value-added impact and influence. Together, these good practices offer valuable lessons for effective governance programming and mainstreaming within SDC more generally.



9.1.4 Areas for Improvement

Two areas for improvement are evident. The first centres on GPWI itself; the second is a broader issue within SDC, but one in which the expertise and prominence of GPWI may be a resource for the Agency as a whole.

1. **A programme review of GPWI:** The Global Programme Water Initiatives appears to be operating quite effectively. Both the Programme and SDC as a whole would benefit from a programme review midway through the current Dispatch period, between 2015 and 2016. Such a review could usefully assess progress toward planned targets, what is working and what is not, and identify any necessary adjustments to the design of the programme. Because it is a complex and ambitious enterprise, whose lessons are relevant for other global cooperation programmes, it merits a review looking both backward and forward.
2. **Strengthening SDC’S understanding, strategies and tools for responding to the intersecting challenges of water, humanitarian assistance, and governance:** Evidence from country programmes highlights the critical confluence of water, humanitarian assistance, and governance. At both global and country levels, extreme natural disasters involving water, such as the flooding in Bosnia and Herzegovina in May 2014, underscore the need for SDC to better understand how to “pivot back” to emergency and humanitarian assistance and multiple aid modalities after a prolonged period of relatively calm development cooperation. The nexus of issues and strategies relating to natural disasters, disaster risk reduction, governance and livelihoods needs to be better understood, and tools made available to SDC staff and partners so that they are well prepared when such disasters strike. This nexus appears within multiple levels of governance within a country—national, regional and municipal—and the state institutions which have benefited from SDC-supported capacity building also are obliged to shift into emergency mode to provide services to citizens, including water and sanitation services, in the recovery process.

9.2 Disaster Risk Reduction

9.2.1 Overview

Recognizing that the incidence and severity of natural disasters have increased in recent years, the Swiss Agency for Development and Cooperation has devoted more resources and effort to disaster risk reduction (DRR). In 2010, for example, these events claimed 300,000 lives, affected as many as 200 million people worldwide. In fact, each year natural disasters cause US \$150 billion in damages and economic losses. The Agency's basic goal in this work is: "Less damage in terms of human and economic losses and less endangered livelihoods from future natural events." Working through humanitarian, regional and global modalities, SDC pursues this goal through three activities: prevention, response and recovery. Climate change is seen by SDC to be of special importance as a cause of a growing number of natural disasters and a focus for adaptation by families and state institutions. Furthermore, in DRR: "Success is possible only by means of a joint effort encompassing national and local authorities, private sector entities (particularly the insurance sector), civil society, international organizations and the general public."⁷⁴

9.2.2 Results

The results achieved by SDC in the field of disaster risk reduction have been diverse and innovative:

- Support of an ongoing, in-house SDC network on DRR. This network aims to support members in making development and humanitarian efforts disaster-resilient and integrating risk reduction into the design of strategies, programmes and projects." These activities require risk awareness; knowledge of existing natural hazards and vulnerabilities; thematic and technical competencies; and the delegation of responsibilities to the local level (decentralization).⁷⁵
- Development of an online platform on DRR providing news items, conference notices, documents and tools, and other resources to DRR Network members, other SDC staff, and SDC's partner organizations.⁷⁶
- In Haiti, the Humanitarian Unit of SDC has worked with local and national stakeholders to design, build and test models for seismic and storm-proof schools, which have now become approved prototypes by the state.
- In Tajikistan, SDC supported the setting up of a national seismic monitoring system to inform settlement decisions, infrastructure planning and the setting of standards for earthquake proof buildings.
- In Central America, Swiss humanitarian rapid-response experts complemented the development of risk maps, territorial planning and the development of drought-resistant plants.
- In Nicaragua, municipalities have integrated hazard-mapping technologies into planning processes.
- In Honduras, civil-protection shelter islands and early warning systems were successfully tested and recommended by government for all communities.

⁷⁴ SDC, Disaster Risk Reduction: A decisive step towards sustainable development, Bern, Undated. http://www.deza.admin.ch/en/Home/Themes/Disaster_risk_reduction_emergency_relief_and_reconstruction/Disaster_Risk_Reduction

⁷⁵ SDC, DRR Network, Bern, Undated. <http://www.sdc-drr.net/nw>

⁷⁶ SDC, DRR Platform, Bern, Undated. <http://www.sdc-drr.net/>

- In Bolivia, SDC strengthens the national DRR system by working with municipalities on integrating DRR and climate change adaptation into municipal and land use plans, with poor farmers encouraged to use agro-ecological practices to reduce the impact of climate change, and with national government and other stakeholders aiming to rollout a national agricultural insurance fund to transfer and share the risk borne by farmers in regions of high climate risk.⁷⁷
- In Bosnia and Herzegovina, several projects on local governance and water services promoted inter-municipal (and often inter-ethnic) cooperation on flood control measures; in the wake of the extreme flooding of BiH and Serbia in Spring 2014, municipalities and implementing agencies were key players along with SDC's Humanitarian Unit experts in developing a recovery plan for affected areas.
- At the international level, Switzerland has played an important role in the United Nations International Strategy for Disaster Reduction (UNISDR), and its associated Hyogo Framework for Action. In 2012-2013, Switzerland was the seventh leading donor to the UNISDR (behind the European Union, Sweden and the World Bank, about even with Germany, and ahead of Japan, The Netherlands and the United States). In 2014, 12 United Nations agencies prioritized DRR in their work plans for 2014-2017, indicating that the Strategy is making an impact.⁷⁸
- In recent years, US\$10 million has been invested in activities aligned with the Hyogo Framework for Action (see Box 6).

Box 6: SDC Priorities Aligned with the Hyogo Framework for Action

- 1) Ensure that DRR is a national priority and local priority with a strong institutional basis for implementation
- 2) Identify, assess and monitor disaster risks and enhance early warning
- 3) Use knowledge, innovation and education to build a culture of safety and resilience at all levels
- 4) Reduce underlying risk factors
- 5) Strengthen disaster preparedness for effective response at all levels

Source: SDC

9.2.3 Implications

While these and other achievements and innovations have been impressive, DRR efforts are also challenging. There is complexity and volatility in the context and among the actors on the ground. It is often difficult to argue for preventive measures when there are many other pressing priorities facing national and local governments. After reviewing its work in the DRR space, SDC is shifting to more of a focus on livelihoods, better energy supply or other direct benefits that would promote broader and more sustainable local participation in the work.

At the same time, much has been learned about what works. Capacity development has helped achieve DRR policy objectives in Tajikistan and Nicaragua, for example, and by improving response capacities at the national level (Georgia and Peru) and the local level (Armenia). Local ownership has been found to be critical to the success of DRR projects. And particular risk reduction initiatives tailored to the local context and needs—cyclone shelters in Bangladesh and structural flood prevention in Tajikistan are two examples here—have proven to be effective.⁷⁹

⁷⁷ SDC, Disaster Risk Reduction Programme-Bolivia, La Paz, Undated.

http://www.sdc-drr.net/system/files/FS%20Bolivia%20DRRP%202010-2014_1.pdf

⁷⁸ United Nations International Strategy for Disaster Reduction, Geneva, Undated www.unisdr.org/

⁷⁹ SDC, Disaster Risk Reduction in International Cooperation: Switzerland's Contribution to the Protection of Lives and Livelihoods, Bern, 2011; and SDC, Effectiveness of SDC's commitments in Disaster Risk Reduction, Internal Technical Report, Bern, 2010.

Finally, two observations are of special significance for the present evaluation. First, it is clear that most DRR initiatives work through government systems. They are, in essence, governance interventions which are often technical in nature, but also involve policy and institutional capacity building. Second, there are many examples where SDC has supported DRR projects that have worked with local governments and tested models and technologies in localities before being adopted for use in national systems. This approach is common to many governance interventions supported by SDC.

9.2.4 Areas for Improvement

We are not aware of any recent independent review of the disaster reduction work of SDC across the Agency and its various channels and modalities. As the post-2015 agenda is firming up, driven to a large extent so far by a strong commitment to environmental sustainability, and with extreme climate events apparently increasing in frequency and severity, it is an appropriate time for SDC to commission such a review. In particular, it would be important to examine how and to what extent more recent DRR initiatives have shifted their focus to livelihoods, energy supply or other direct benefits, and what difference such a shift may have made to the results achieved.

There is also an opportunity to strengthen the knowledge exchange and tools between SDC staff and partners working in disaster risk reduction and those working in decentralization, local governance and democracy. What lessons, tools, guidelines, cases and webinars, for instance, could be shared and help strengthen practitioners on both sides, and those who already do both?

9.3 Gender Equality

9.3.1 Overview

Gender equality is both itself a central cross-cutting issue and an important indicator of human rights and non-discrimination. With equality embedded in the Swiss Constitution, and Switzerland having ratified the United Nation's Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), SDC has long been committed to the promotion of gender equality inside its own organization and in the countries in which the Agency works. With an active Gender Equality (GE) Network, where rich exchanges occur online and Face-to-Face (F2F), plus a set of solid mainstreaming tools, SDC continues to correctly be seen as a leader in this field. As the Network recognizes, in order for gender equality to be achieved, "inequalities have to be identified and challenged, basic conditions have to be improved and models to eliminate inequalities have to be developed and evaluated."⁸⁰ SDC staff are provided with a set of instruments to advance gender mainstreaming, including a gender equality toolkit.⁸¹ Officers are also encouraged to use a GE checklist for gathering contextual data for Credit Proposals, designing and planning interventions, and reporting for quality-assurance, knowledge-management and statistical purposes.⁸²

⁸⁰ Gender Equality Network, Gender Mainstreaming, Undated.

http://www.sdc-gender-development.net/en/Home/Instruments_Methods/Gender_Mainstreaming The June 2014 Face to Face conference of the network focused on gender, land rights and the rural economy, and was by all accounts a stimulating and productive event.

⁸¹ SDC, Gender Equality, Undated.

www.sdc.admin.ch/en/Home/Themes/Gender_Equality/General_and_thematic_tools

⁸² SDC, Gender Equality Checklist, Undated.

http://www.sdc-gender-development.net/en/Home/Instruments_Methods/Gender_Equality_Checklist

9.3.2 Results

In the case study countries reviewed for this evaluation, gender equality approaches and results were found to be uneven. Some projects demonstrate high-quality and thorough GE mainstreaming approaches, but, for others, GE seems to be marginal, even invisible.

To be sure, there are governance interventions that can be considered best-practice with regard to gender equality. For example:

- In Bolivia, the recent GE mainstreaming work of the Rural Economic Development Services Program (PROSEDER) has included the building of training tools in close consultation with beneficiaries and takes into account women's time constraints and the importance of engaging both women and men;
- In Bosnia and Herzegovina, the UNDP-implemented Integrated Local Development Project (ILDP), that builds the strategic planning capacity of municipalities, is rightly recognized for embedding GE mainstreaming in its logical framework, outcome statements and operations, and is used as a case study for training SDC partners;
- In Mozambique, the PROGOAS programme, implemented by an NGO, includes a specific results target dedicated to women's participation in planning and monitoring the use of public resources in the water sector, and have integrated gender parity into their WatSan committees as a key enabler of women's participation.

However, juxtaposed to such high performing interventions, other governance projects could accurately be termed as "gender blind." Such projects do not integrate GE mainstreaming into either their designs, or results targets, even though, in most cases, they are strongly in favour of local ownership, participation and non-discrimination. Consequently, their GE results are partial, fragmented and episodic, at best.

Why is this happening? SDC as a whole and most SDC staff embrace GE as an important value and policy objective and the Agency has generally supported the development of GE analytical tools, exchanges and networking. At the same time, inside SDC, two key pieces are missing: First, senior management has not, in recent years, conveyed a clear statement affirming the importance—and binding nature—of SDC policies related to achieving significant results in gender equality mainstreaming. Second, there is no common definition of what constitute meaningful gender equality results, or common results targets and indicators across programmes and initiatives that would permit institution-wide assessment of progress in this important thematic area. Because outside SDC, conservative forces associated with machismo in Latin America or fundamentalism in the Middle East, for instance, continue to reinforce patriarchy and anti-women attitudes and practices, it is more important than ever that SDC take steps now to accelerate and enforce gender mainstreaming throughout the Agency.

9.3.3 Implications

The best results for gender equality in governance-related interventions have been achieved when project designs actually embed GE mainstreaming targets, principles and practices, where there is GE expertise and commitment on the ground in Embassies and partner organizations, and where partner organizations are also institutionally committed to GE mainstreaming.

At an SDC-wide level, there is a need for common targets or indicators across programmes and initiatives against which overall progress on gender equality could be assessed. This is an issue that was raised in the 2007 Empowerment Evaluation and the

2009 Gender Evaluation, both of which emphasized that gender mainstreaming cannot be accomplished on an ad hoc or “add-on” basis within either projects or programmes.⁸³

9.3.4 Areas for Improvement

Looking ahead to the post-2015 agenda, the international community has placed gender equality for women and girls among the top five Sustainable Development Goals to be achieved by 2030.⁸⁴ Indeed, Switzerland's own position on the post-2015 agenda identifies gender equality as a high-priority stand-alone goal. And GE mainstreaming will be essential for other core SDGs to be met, particularly those related to poverty, hunger, education and health. For its part, SDC is well-positioned to play the roles, in concert with its peers, of steward and animator of the gender equality goal. To do so, the Agency's leadership must re-energize its focus on GE mainstreaming, clarify its conceptual guidance in this area, and then develop and implement a common set of gender-equality measures that can be aggregated and compared across the Agency and ideally across other agencies involved in Swiss cooperation, including the State Secretariat for Economic Affairs and the Federal Office for Migration.

9.4 Global Governance

9.4.1 Overview

Global governance is broadly defined as “concrete cooperative problem-solving arrangements” and “the complexes of formal and informal institutions, relationships, and processes between and among states, markets, citizens and organizations, both inter and non-governmental through which collective interests on the global plane are articulated.”⁸⁵ Instead of being based solely on international relations among governments, global governance embraces a much broader range of actors. These include individuals and clubs, enterprises, NGOs, civil society groups, syndicates, networks, think tanks, credit ratings agencies, private military and security companies, and transnational criminal networks.⁸⁶ SDC's Global Cooperation Programmes Directorate manages a portfolio of programmes which touch on aspects of global governance, including water, climate change, food security, and migration and development. The Directorate also represents SDC in policy dialogue with UN agencies and international financial institutions; carries out research and analysis; as well as knowledge and learning activities on global issues for SDC as a whole.⁸⁷ SDC's total budget in the global cooperation domain is significant: it is estimated to total more than CHF 550 million annually for multilateral development cooperation alone. Currently, however, the Directorate does not manage a programme on global governance *per se*. The prominence of governance issues in the June 2014 Swiss position on the post-2015 agenda opens a unique window of opportunity for Switzerland to substantially increase its ODA investments but to “go beyond aid” by playing a coherent and proactive whole-of-government role in addressing governance challenges at the local,

⁸³ Khot, S., S. Joshi and M. Dhamankar, SDC's Performance Toward Empowerment of Stakeholders from the Recipients' Perspective, Evaluation 2007/1, Evaluation+Controlling Division, SDC, 2007. http://www.deza.admin.ch/ressources/resource_en_152746.pdf; and Stuart, R., A. Rao and J. Holland, Evaluation of SDC's Performance in Mainstreaming Gender Equality, Evaluation 2009/1, Evaluation+Controlling Division, SDC, 2009. http://www.deza.admin.ch/ressources/resource_en_177196.pdf

⁸⁴ United Nations, Proposal for Sustainable Development Goals: Outcome of United Nations General Assembly Open Working Group on Sustainable Development Goals, Sustainable Development Knowledge Platform, June 2014. <http://sustainabledevelopment.un.org/focussdgs.html>

⁸⁵ Weiss, T. and R. Thakur, The UN and Global Governance: An Idea and Its Prospects, Indiana University Press, 2006, cited in Schläppi and Töpperwien, 2014, Study on Good Global Governance-Preliminary Input, 2014.

⁸⁶ Schläppi and Töpperwien, 2014.

⁸⁷ SDC, Directorate Global Cooperation, Bern, 2014.

http://www.sdc.admin.ch/en/Home/About_SDC/Organisation/Global_Cooperation

national and global levels within the framework of the Federal Council's Sustainable Development Strategy 2016-2019.⁸⁸

9.4.2 Results

The Directorate has managed its portfolio of sector- or thematic-based programmes, such as GPWI, with success, achieving important results and enabling Switzerland to exert influence disproportionate to its size and political-economic weight on certain policy files. At the same time, however, it is evident that SDC is **not** engaging in some key sectors or issues that can impede or enable the success of development cooperation on the ground in SDC partners' countries. Let us examine, for example, the cluster of issues related to resource extraction and commodities trade. Global markets for commodities, especially in China, drive the extraction process. Large private sector actors in mining, commodities trade, and finance exert influence on national governance, both in their own societies and in developing countries. International flows of capital target specific investments for the benefit of distant investors, not local communities. The "playing field" is not level, and the interests of local citizens, farmers and workers—economic, social and environmental—can be marginalized. We saw this in our case study on Mozambique, and it is an ongoing concern in Mongolia. While SDC knows how to strengthen local civil society and national and local governments, to be more effective it also needs to—and *can*—participate more actively in global research and policy dialogue to contribute to more responsible and sustainable extractive practices.⁸⁹

Corruption is a second issue, often closely related to the first. All three of the in-depth country case studies carried out for the present evaluation found corruption to be a "wicked problem" that facilitated elite capture of wealth and political power by the dominant political class (and party), limiting both democratic development and a more equitable spread of economic and social benefits to the population. Clearly, corruption is a global issue, as funds that are captured through bribery, fraud and other means are channelled to international havens, sometimes facilitated by organized criminal networks.⁹⁰

Thirdly, there is the issue of conflict. Financial flows—often illicit ones—are directed by warlords and criminals to buy weapons and pay private armies to engage in armed conflict in numerous regions, countries and districts across the globe. These forces ignore the rule of law, destabilize and impoverish communities, and subject local populations to sustained violence and suffering. To put it simply, fragility is financed through international networks.

Effective action on any of these three issues is beyond the reach, leverage and capability of most individual governments. Any progress in constraining or reversing the worst abuses will require initiative by individual governments, to be sure, but will rest primarily on negotiated collective cooperation. It is worth affirming that select global initiatives of this kind are supported by and in turn would reinforce Swiss foreign policy. They would safeguard Swiss interests, promote Swiss values, and assert the country's commitment to the rule of law, universality, neutrality, solidarity and responsibility. Indeed, such strategic initiatives would help expand Swiss global presence and engagement for improved global governance. SDC could build on encouraging headway made on these issues in the recent past. At the same time, Switzerland would need to address policy coherence across Swiss positions and agencies, and to balance divergent interests.⁹¹

⁸⁸ Summary: Swiss position on a framework for sustainable development post-2015, Bern, 2014.

⁸⁹ Switzerland is represented on the Extractive Industries Transparency Initiative by SECO.

⁹⁰ Eight years ago, SDC made a public commitment to work against corruption. See SDC, Fighting Corruption: SDC Strategy, Bern, 2006. Corruption remains a key factor undermining and blocking the results of SDC governance interventions at the local and national levels.

⁹¹ Schläppi and Töpferwien, 2014.

9.4.3 Areas for Improvement

Pilot programmes in global governance: There is an opportunity for the Global Cooperation Programmes Directorate to work with networks, geographic programmes and units across SDC which are related to governance, aiming to develop stronger linkages with and add value to local and national cooperation programmes. Using the same global programming approaches it uses for sector-based programmes—research and analysis, policy dialogue, international networking and partnerships—SDC should support up to two pilots of new strategic global governance cooperation programmes on issues such as illicit financial flows, corruption, weapons purchasing and sales, or commodities and extractives. These pilots should test effective ways and means of working closely with in-country governance programs, be reviewed, and then, if they demonstrate positive results, be converted into permanent programs within the global cooperation programmes Directorate. These pilots and any resulting follow-on programmes would require meaningful human and financial resources.

PART II ANALYSIS AND CONCLUSIONS

10 Analysis and Conclusions

10.1 Overview

This section of the report analyses findings and conclusions for SDC governance programming and both governance and gender mainstreaming across the programmes reviewed here. The core of this cross-programme analysis focuses on the three country case studies of Bolivia, Bosnia and Herzegovina and Mozambique, where our fieldwork permitted more granular research. At the same time, we also draw on findings from the other country and thematic programmes for which we conducted desk studies and make comparisons with other SDC commissioned evaluations. We begin by summarizing five major conclusions, and then present, in greater detail strengths and areas for improvement.

First, spending on governance programming and mainstreaming accounts for more than one third of all of SDC's expenditures. In some bilateral programmes, spending by SDC on governance can range from 40% to 60% of all expenditures. Indeed, policy development and institution building, especially in the state sector, are at the centre of most of the Agency's work. "Governance is everywhere," the team was often told. Yet, there is no central point of coordination of SDC's governance work, and the financial and human resources to support this work have been fragmented and inadequate.

Second, SDC is a strong performer in dedicated governance programming. In general, SDC is doing the right things in governance, for the right reasons, in the right ways. We documented impressive innovations and results in areas such as local governance and democracy, municipal water and waste systems, national models and systems for disaster risk reduction and global water policy. Through long-term commitment, respectful partnerships, animation of policy dialogue, piloting proof-of-concept initiatives, and adaptive learning, SDC plays an influential role at the local and country levels, and, in some fields, at the global level, as well. We rated SDC's performance here, overall, as good to very good (see Table 9, below).

Third, SDC spending on governance programming can lever significant matching and downstream funds from other sources. This is especially true in the sub-domain of local governance and municipal services, where we identified some projects that had stimulated additional downstream loans and grants from national and external agencies worth 10 to 20 times SDC's original contribution to the intervention. Even more modest

leveraging factors, especially from central governments and municipalities themselves, promote sustainability.

Fourth, SDC's performance on governance mainstreaming is solid but not optimal. SDC staff and partners are working hard to strengthen government systems and citizen participation in health, agriculture, climate change, peace-building and other sectors where governance is a transversal issue. However, efforts have been hampered by inadequate senior management attention to the mainstreaming agenda, and insufficient systematization of good-practice knowledge. For its part, the DLGN devotes much of its energy to generating buy-in and a coherent approach to dedicated governance programming. However, promoting governance mainstreaming and global governance issues goes beyond the Network's current mandate. SDC does not currently have an adequate response to strengthening its performance in these latter two areas.

Fifth, in the years ahead, SDC can play a catalytic role in governance internationally. SDC has shown its capacity in the GPWI initiative, which could be replicated on other selected governance issues where SDC has expertise and programming depth. SDC can play a leadership role in shaping and implementing the governance dimensions of the post-2015 agenda. There is an opportunity for the Agency to build on its strengths in decentralization, governance and democracy; its traditions of accountability, transparency and participation; its use of human-rights-based and conflict-sensitive approaches; and its proven ability to test and scale up programmes, models and other innovations that work.

The intensive work our team carried out in the three case study countries permitted us to rate governance work in those countries against our eight core criteria.

Our team's ratings of SDC's performance on our core evaluation criteria highlight the strengths as well as the weaknesses or outstanding issues associated with SDC's approach. To this end, Table 9 permits a comparison of the ratings of the governance work of each country for the eight criteria. The table shows that, **across the three countries, SDC performs very well in terms of: legitimacy, relevance, accountability and transparency, ownership, participation and non-discrimination. However, at the same time, case study performance was found to be uneven or weaker on other evaluation criteria, such as coherence, coordination, efficiency, outcomes and sustainability, capacity development, and adaptive learning.**

Table 9: Comparing Evaluation Criteria Ratings across SDC Case Study Countries

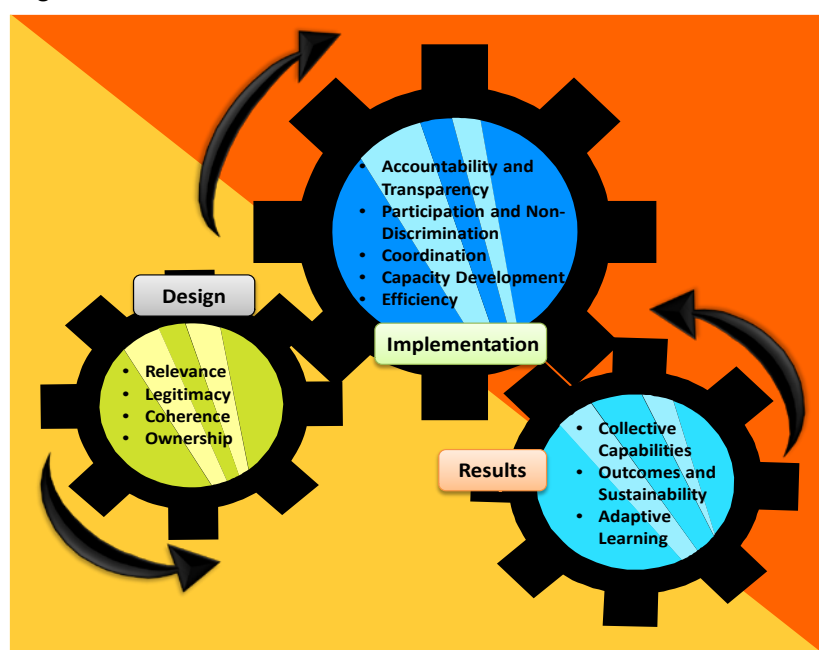
RATINGS			
Core Criteria	Bolivia	Bosnia and Herzegovina	Mozambique
Legitimacy and Relevance	Good-Excellent	Good-Excellent	Good-Excellent
Ownership, Participation and Non-Discrimination	Good-Excellent	Good-Excellent	Satisfactory
Accountability and Transparency	Good-Excellent	Good-Excellent	Good-Excellent
Efficiency	Satisfactory-Good	Good	Satisfactory
Capacity Development	Good	Good-Excellent	Good
Outcomes and Sustainability	Good	Satisfactory to good	Satisfactory-Good

RATINGS			
Core Criteria	Bolivia	Bosnia and Herzegovina	Mozambique
Coherence and Coordination	Uneven Good	Good-Excellent	Good-Excellent
Adaptive Learning	Satisfactory-Good	Good	Satisfactory-Good
Overall Rating	Good	Very good	Good

10.2 Overall Conclusions – Strengths

In this section we discuss in more detail the strengths that this evaluation has found in SDC's governance work. To assist in this discussion, we reintroduce the analytic framework that the evaluation team used for this evaluation.

Figure 3: Wheels in Motion: Framework for the Evaluation of Governance Programming and Mainstreaming



Source: E.T. Jackson and Associates Ltd., 2014

Relevance, Legitimacy and Coherence

This evaluation has found that, across challenging contexts, SDC has consistently shown commitment, persistence, flexibility, activity and adaptability. Indeed, **the over-arching cross-programme finding is that SDC's governance work is, on the whole, "good". In general, we can say that SDC is doing the right things in governance, for the right reasons, and is doing them in the right ways.** The Agency's work across the three case study countries has been especially strong in the area of local governance and municipal services, particularly water supply. It has used these local governance projects to spark vertical change in policy and systems at higher levels as well, though this work is challenging. But SDC has also performed well in other areas, such as disaster risk reduction (BiH and Bolivia) and social accountability through civil society (Mozambique and Bolivia). Finally, it can be observed that the global and cross-border dimensions of governance and development are evident in all three country case studies, although in

different ways, such as migration issues (in BiH) and commodities and mining interests (in Mozambique and Bolivia).

SDC's special expertise in and effective approach to local governance and municipal services are also evident in Niger, where 400 water projects have been supported through mayors and local authorities, and in Burkina Faso, where SDC has supported, in a small city, a locally run, self-sustaining market that in turn funds roads, a school and a housing project. SDC's work with municipalities on disaster risk reduction is exemplified by the integration of hazard-mapping technologies into local-government planning processes in Nicaragua, which are especially alert to the local risks of global and regional climate change. Finally, the broad engagement and varied programme of the Decentralization and Local Governance Network in supporting SDC's work in this field is further evidence of the priority accorded to this sub-domain, which is also the focus of much of the Agency's spending on governance programming.

SDC has excelled, in particular, **in adapting its programming to changing national (and international) governance contexts and priorities**; in systematically piloting innovations before scaling them up or sideways; in **leveraging additional resources** and **convening various actors**; and, in some cases, in using creative social marketing campaigns to bring about broader policy and attitudinal changes.

The elements of this approach were most apparent to the evaluation team in the field in Bolivia, BiH and Mozambique. However, our desk research confirmed that many of the elements of this model have been deployed in diverse SDC settings. In Mongolia, for instance, the Agency has tested, refined and improved its one-stop-shop service delivery model for local governments. In Rwanda, the FORMADIS training methodology for local government staff was adopted for the whole country. In Disaster Risk Reduction (DRR), other SDC-supported innovations have been adopted by national governments, including, for example, Haiti (earthquake- and storm-proof school design), Honduras (civil protection shelters and early warning systems) and Jordan (full-fledged national DRR system).

The variety of governance programming illustrates SDC's capacity to respond to context. While each of the three case study countries examined here have been shaped by unique histories, cultures, economics and politics, they also exhibit certain similarities or parallels. For one thing, over the past 15 to 20 years, all three countries have made halting progress on key national indicators, such as their ranking on the Human Development Index, income per capita, and perceptions of corruption. Indeed, currently, high unemployment, especially among young people, regional and ethnic competition and tension, and rural-urban disparities are among the challenges the three countries share. Furthermore, high levels of corruption and the politicization of government institutions are also common features. Finally, notwithstanding the efforts of SDC and other donors, along with their local-government partners, the forces seeking the recentralization of government resources and decision-making are resurgent, particularly in Bolivia and Mozambique.

Similar contextual factors are at work in the other countries reviewed here. Uneven progress on human development, endemic corruption and widespread youth unemployment are also characteristics of the countries in the Middle East and West Africa. So is the dominant power of central government. In Rwanda, government recentralized through patronage networks even while it was claiming to decentralize. Added to this is the factor of volatility, demonstrated with the sudden shift from stability to instability in Mali and the rapid onset of the crisis in Syria.

Yet, over time, SDC has built and continuously adapted an **approach to governance programming that is distinctive, and generally effective**. Box 6 sets out the common features of this approach as found in the three case study countries. With its decentralized structure and experienced staff, SDC is well positioned to not only implement this approach, but to continuously review and adapt it. The Agency's programmes and networks support this effort.

**Box 7: Common Elements in SDC's Approach to Governance
in the Case Study Countries**

- Working at the macro, meso and micro levels to gain synergies
- Strengthening public and civil society institutions, promoting citizen participation and fostering linkages among the three spheres
- Promoting ownership and alignment with country development priorities
- Combining concrete, shorter-term benefits with longer-term capacity development, alliance-building, and policy dialogue processes, building social capital, or *concertación*
- Scaling up innovations and reforms from the micro to the meso and macro levels
- Increasing donor coordination
- Focusing themes and developing fewer and larger programmes
- Strengthening field presence and country-level expertise
- Moving towards results-based management and reporting, as well as contextual analysis
- Adopting a Whole of Swiss Government ("Integrated Embassy") approach

In addition to **replication of innovations** on a vertical path, from micro to macro, SDC also **disseminates innovations** horizontally, at the country level. One prominent case is that of the Global Programme Water Initiatives (GPWI) taking the Blue Peace framework for trans-boundary water cooperation from the Middle East to Bangladesh and Pakistan.

Moreover, this approach is well appreciated by SDC's partners, including host governments, implementing firms and non-governmental organizations (NGOs) and foreign donors. In both Nicaragua and Mali, for example, SDC has supported programme based approaches and provided budget support at the local level to initiatives involving multiple development actors. In fact, the Agency's long-term commitment to partner countries, its respectful approach, and its track record of achieving practical results on the ground have helped it build a stock of assets. These include: legitimacy, credibility, recognized expertise in local governance and democracy, an ability to work at all levels of government, with civil society and other donors, and skilled staff committed to this methodology.

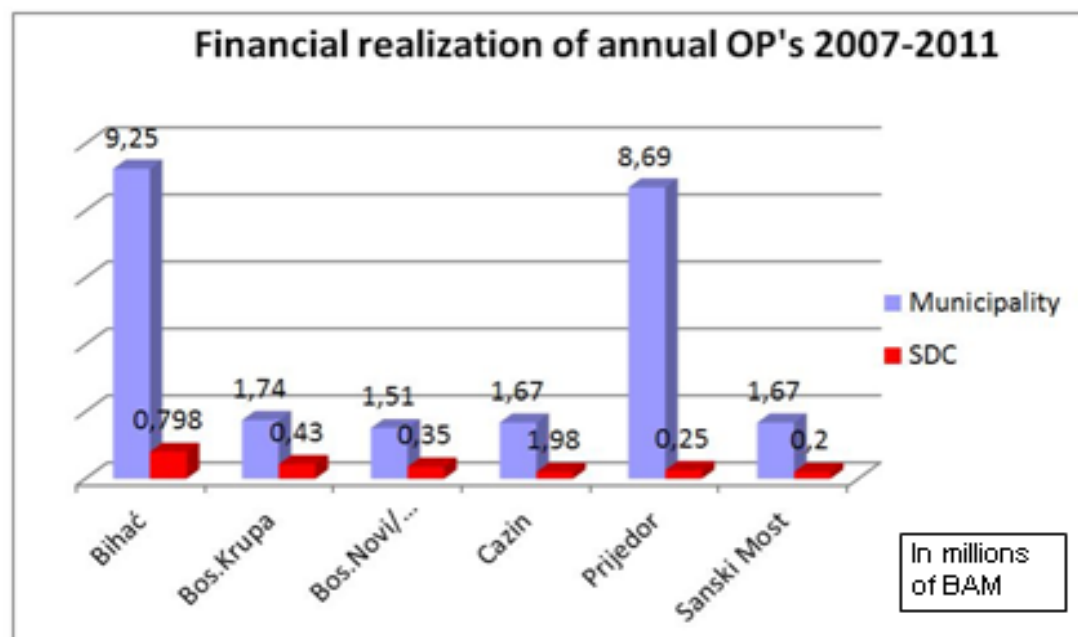
The prime expressions of this positive track record of performance are found in the **promising governance outcomes** produced by SDC interventions. The Bolivia, BiH and Mozambique country programmes have all achieved positive governance outcomes and demonstrate best practices worthy of further dissemination, especially in the area of local governance. Examples include PADEM in Bolivia's effective application of the "triangular approach" and building social capital; AquaSan in BiH; and the ITC Foundation in Mozambique, to name only three. Positive governance outcomes also include, for instance, the self-sustaining market in Burkina Faso, the growing network of one-stop-shops in Mongolia, and Jordan's national DRR Preparedness system. In addition, SDC has been quite effective at mainstreaming the principles of Aid Effectiveness, and its own Governance principles, into its interventions' activities and results.

Promising governance outcomes have also been achieved at the global level. The work by the GPWI to establish water as a dedicated post-2015 SDG target has so far succeeded. And SDC's leadership in and support to DRR efforts world-wide have

reinforced the Hyogo Framework for Action, which in turn has levered many more international contributions. Global cooperation programmes that, like GPWI, use clear, results-oriented work plans, work through multiple and varied partners at different levels, and try to add value to and be informed by country programmes, can achieve good results.

An important insight from the case study research is that **SDC spending on governance programming can lever, or stimulate, additional national and international funding that advances both outcomes and sustainability.** Indeed, leverage on SDC spending on governance is a significant outcome in itself, though it is a story that is not communicated often enough by the SDC. In Bosnia and Herzegovina, the GOV-WADE project tracked downstream grants and loans from local and national government and external agencies for water programmes and infrastructure. These follow-on investments were the result of strong operational plans developed by partner municipalities for the water sector, with SDC support. Figure 4 illustrates the leveraging power of SDC funds in this case.

Figure 4: Downstream Financing Contributions, GOV-WADE Project



Source: Una Sana Consulting

Across the SDC portfolio, there are other examples of leveraging in governance interventions:

- In Bolivia, disaster risk reduction activities in one project stimulated a 30% increase in municipal and regional investments;
- In Bangladesh, SDC-supported projects at the sub-national level influenced the country level, contributing to an 11% increase in funds transfer from central government to district governments; and
- In various countries, SDC project support has been intentionally used to incubate self-sustaining foundations (Mozambique, Bolivia), technical units or consulting firms (BiH), or private funds (Bolivia).

The leveraging and sustainability outcomes of Swiss cooperation in governance are too often “buried” in reporting on outputs and activities. SDC should, and can, do a better job not only in tracking and documenting these outcomes, but also in reporting on them. This conclusion was replicated in other evaluations we reviewed (OECD, Networks Evaluation). Indeed, more could be done to communicate these stories to various

stakeholder groups in Switzerland (citizens, the media, Parliamentarians) and abroad (peer donor agencies, international bodies). This area would lend itself to video clips (e.g., profiles of high performing mayors and organizations) and social media dissemination, as well as more formal, print-oriented knowledge products. This effort should be taken up by Decentralization and Local Governance Network, Embassy governance teams, regional governance teams and networks, governance-related international networks, perhaps coordinated by Knowledge Management.

10.3 Overall Conclusions – Areas for Improvement

At the same time, however, the programmes reviewed here also indicate that there is a broad set of **performance challenges** faced by SDC's in-country governance programmes. Among these are: translating individual capacity building (e.g., training programme) into collective capabilities (at the organizational and policy levels); scaling up efforts to achieve long-term institutional and policy reform; focusing and adjusting programming scope, coverage, components and partners; monitoring and reporting on outcomes (as opposed to inputs, activities and outputs); systematizing, disseminating and communicating best practices and lessons; moving toward the deeper use of country systems; moving from donor coordination to fuller harmonization; enhancing the Swiss Whole of Government approach through better coordination and coherence with the State Secretariat for Economic Affairs and between SDC's geographic, global and humanitarian channels.

Programme Design

More specifically, the case studies and the desk studies suggest that there are certain **programme design issues** that deserve attention, notably:

- The understanding of capacity development is imprecise and under-conceptualized.⁹² In a number of cases, capacity development conflates training of individuals with applying skills or behaviour in a real-world context.
- Some theories of change are overly ambitious or have unclear connections between medium-term and long-term results. The 2012 Fragile States Evaluation noted that SDC has no theories of change specifically targeted to fragile and conflict contexts.
- As the present evaluation found, and as other evaluations have also noted, there is a need for clearer **reporting on achievable, medium-term outcomes**. Too often programme or project-level results statements within Country Strategy logic frameworks (log frames) are set too high, or are too general to really be feasible (see OECD, Gender). And project level reporting is too often about outputs and activities (Middle East Regional Programme Evaluation). In this context, the evaluation found that the shift from output to outcome indicators to monitor progress is an area that needs reinforcement in governance programming, and it may be useful to work on this on an agency-wide basis to support country-level design and implementation. Further, there is a need to further systematize learning, especially within regions and countries (Meta-Analysis) and do more to promote a learning culture across SDC (OECD). As the 2014 Networks Evaluation pointed out, results-based metrics can help track knowledge management progress.
- The 2009 Meta-Analysis of Selected SDC Evaluations also urged the Agency to think through, more carefully, the **scaling up** of initiatives, as well as the phasing out process. Greater commitment to, and planning for, scaling up were also recommended by the 2014 Middle East regional programme evaluation.

⁹² For example, FAO has a useful framework for conceptualizing capacity development. See <http://www.fao.org/capacitydevelopment/the-three-dimensions-of-the-fao-capacity-development-framework/en/>

- Some theories of change rely too much on a simple dualism of supply and demand, when other factors are also driving or blocking results; and
- Theories of change are not always accompanied by explicit assumptions or a clear identification of enabling conditions and constraints, and nor are they always accompanied by stakeholder and risk analysis and mitigation strategies that are reviewed and updated during implementation.

It is well understood by SDC staff and partners that conditions on the ground can change very quickly, due to economic events, political actions or natural disasters. Cases in point here are Mali, Syria and BiH. This volatility and (sometimes) unpredictability are strong arguments in themselves for creating and then continuously adjusting theories of change for programme and project interventions that are precise, realistic and address risk explicitly.

To address these design issues, it may be useful to make systematic use of the 'wheels in motion' framework (Figure 1, Introduction) as a common point of reference.

Programme Implementation

The present evaluation found many positive examples of SDC using on-budget support with local governments but not using national level **country systems**. Other evaluations see advantages (OECD) and disadvantages (the 2007 Empowerment Evaluation) with using country systems, and we found this, as well. Several evaluations argued that SDC should move beyond hands-on service delivery to tackle more challenging governance and fragility issues and take on **greater risk** (Fragile States). Along with its hands-on approach is a technocratic and administratively intensive system that imposes undue **transaction costs** on partners (OECD, Meta-Analysis). In the implementation process, SDC should focus more on systematic **scaling up, leveraging** and alliances (Empowerment and other evaluations).

SDC needs to develop systems and procedures to accurately **track and monitor spending** on cross-cutting issues like governance, as this evaluation found, and gender, as the Gender Evaluation found.

According to this evaluation and the recent Networks Evaluation, SDC should also **strengthen the thematic networks**, including the strengthening of regional networks and of regional thematic expertise. Both governance-related and other networks should be encouraged to plan jointly, receive training and improved tools, and be led by better supported Focal Points who can work more closely with relevant line managers. An important role of these networks is to improve the professional skills of its employees, including in higher-level policy dialogue (Fragile States, Meta-Analysis, Gender Equality). In addition, SDC has developed numerous guidance instruments (strategies, guidelines, planning cycles, tools), but they are of varying quality and their sheer number makes it difficult for them to be binding.

Impact

This evaluation found a need for SDC to lever **higher-level policy and systems change** in the field of governance, which other studies (Meta-Analysis, Fragile States) also found.

While there is evidence that Swiss engagement at the micro-meso levels has a bearing on the policy agenda within a country, there is little evidence of national issues being turned into **effective global policy dialogue**. In our view, in the governance sphere, this requires greater joint action by global cooperation programmes and regional cooperation.

Governance Mainstreaming

With regard to governance mainstreaming, the three country cases and the desk studies provide evidence that SDC has been quite effective at mainstreaming both the Paris Aid Effectiveness and SDC Governance principles in the water sector and in disaster risk

reduction, in particular. However, the quality and systematic nature of governance **mainstreaming within other sectors—such as Health or Employment and Income—has been uneven and generally not as effective as SDC's performance in governance programming *per se*.**

Governance mainstreaming has been hindered by the lack of:

- Clear direction from SDC senior management with respect to its commitment to, and the importance of, governance mainstreaming;
- A locus of accountability and oversight at SDC headquarters and in the field for governance mainstreaming efforts;
- A clear and shared SDC-wide governance framework, strategy, targets, and indicators that could guide and track governance mainstreaming;
- Organizational incentives (and sanctions) for governance mainstreaming;
- SDC-wide clarity and guidance on definitions and criteria for coding practices, planning, implementation, monitoring and evaluation and staff performance aimed at giving impetus to governance mainstreaming;
- Time, financial resources and specialized personnel dedicated to governance mainstreaming within the relevant programmes, networks and Embassies.

Gender Mainstreaming

The effective mainstreaming of **gender equality** (GE) is, among many other things, a pre-requisite for full ownership, participation and non-discrimination in interventions involving governance programming or where governance is also a cross-cutting issue. In compliance with SDC policy, the 2013-2016 country strategies for Bolivia, BiH and Mozambique each treat gender equality as a cross-cutting theme. However, our fieldwork suggests that, in practice, the **results of GE mainstreaming in governance programming are, at best, uneven**. To be sure, in some governance interventions, gender equality is mainstreamed in a thorough manner. But in other interventions, the gender dimension is almost invisible.

SDC has developed numerous GE policies, strategies, indicators, tools and success stories, and benefits from an active Gender Equality Network. However, operationally, there are few resources dedicated to GE mainstreaming on an SDC-wide basis, for the Network, within programmes and within Embassies. Nor are there tangible reporting pressures or incentives in place to oblige programmes to report on their GE mainstreaming results. Consequently, the exercise of gender mainstreaming is rendered essentially “voluntary.” This was an issue that concerned the 2009 Gender Evaluation, and, five years later, it is still an issue.

Knowledge and Communications

The case and desk studies also show that there is rich, field-based knowledge of innovations and success stories in both governance programming and governance mainstreaming that could be systematized, disseminated and applied more broadly within and across countries, programmes and networks. Despite some experiences with creative social marketing (Bolivia and Mozambique) and participatory video (BiH), local Cooperation Offices have not sufficiently developed their communications strategies, products, messages and audience targets in areas of governance programming and mainstreaming. There are opportunities to promote knowledge and communications much more effectively. Knowledge sharing on governance within regions (e.g., East and Southern Africa, Latin America, Western Balkans) pays dividends in stronger programmes and projects and even better connectivity within country programmes.

Investing in specialized analyses and training increases the understanding of contextual challenges and enables the tapping of a fuller breadth of knowledge (e.g., Monitoring of Development Relevant Trends [MERVs], conflict-sensitive analysis, stakeholder and beneficiary analyses, application of “Do No Harm” frameworks).

Coordination and Integration

There is more work to do on the Swiss **Whole of Government** approach, as noted in the OECD review. While this evaluation documented real gains in coordination between SDC and other Swiss actors, as the Fragile States evaluation observed, most Swiss country strategies are still more a combination of multiple organizational mandates than a single expression of Swiss intent. One of the most coordinated country strategies this evaluation found was that of Bosnia and Herzegovina, though even there the SDC-SECO relationship could be better coordinated, though other evaluations pointed to the difficulty of doing this. Further, there must be additional effort made within SDC to better coordinate between the Agency's regional and global programming.

PART III PRIORITIES FOR CHANGE

Part III of this report focuses on the future. First, there is a discussion of the development cooperation framework—both Swiss and international—and the multipolar context that will frame and influence SDC's work over the next 15 years, and the strategic governance programming choices SDC has an opportunity to make. This is followed by a section on the risks of inaction by SDC. These sections set the stage for the final section of this part of the report, which identifies priorities for change.

11 Strategic Orientations

While all strategy is about the future, any viable plan for SDC's governance work going forward must build on the demonstrated strengths of the past and present. As this evaluation has shown, there are many such strengths. But strategy is also concerned with weaknesses, threats and opportunities, all of which must also be considered. This section sets out key factors that SDC could utilize in building a longer term strategic plan for governance.

Development Cooperation Commitments: There are two types of development cooperation commitments that matter to SDC. First and foremost is the **Dispatch to the Swiss Parliament** on international cooperation that covers each four-year term of the federal government. Implementing the current Dispatch for 2013-2016 successfully is the immediate priority.⁹³ This evaluation has shown how pivotal governance programming and mainstreaming are to the achievement of the current Dispatch's objectives. It has also shown that, in terms of volume of spending, a significant proportion of the SDC and the State Secretariat for Economic Affairs (SECO) budgets are allocated to governance for the current period. In a very real sense then, governance can be seen as a prime component of the core business of the development cooperation activities of both agencies.

Looking ahead to, say, 2030, there will be four more Parliamentary Dispatches that will express Switzerland's development cooperation plans, setting out a division of labour between SDC and SECO, and providing funding through Switzerland's key credit frameworks for development. Although it may not be enough to ensure that overall funding for the Swiss aid programme will remain robust, as long as there are two Federal Councillors—those for SDC and SECO—on the Federal Council advocating for the aid

⁹³ SDC, Dispatch on Switzerland's International Cooperation in 2013–2016, Bern, 2013.
http://www.sdc.admin.ch/en/Dossiers/Message_2013_2016

budget, there will likely be much greater support for maintaining adequate foreign aid funding levels.⁹⁴ The deeper the development programme is anchored in Swiss traditions and culture, as well as interests, the stronger public support will be for its funding. In the case of local governance and democracy especially, these linkages are solid and well-recognized. Improved communications on the results of this work would further strengthen these linkages.

The second type of development cooperation framework that is relevant here is that of the international community's post-2015 agenda. As of mid-June 2014, a broad partnership of actors coordinated by the United Nations had set out 17 sustainable development goals (SDGs) and associated results indicators to drive this agenda through to 2030.⁹⁵ While these SDGs, set out in Table 10, are articulated in perhaps an overly ambitious fashion (they are expected to be achieved, everywhere, for all, by 2030), they do, in fact, signal important characteristics of the development challenges, and solutions, that have been identified by multilateral, bilateral, civil society, philanthropic and private-sector actors for the coming years. These characteristics include the global nature of most development issues, the importance of the environment and eco-systems, and the centrality of inclusion—of equality of opportunity for all. Moreover, even though only one of the SDGs refers directly to governance *per se*—see SDG 16, on peaceful and inclusive societies, the rule of law, and effective and capable institutions—it is also clear that effective governance at multiple levels will be crucial to achieving all of the other SDGs, from ending poverty and hunger to addressing climate change and protecting and restoring eco-systems and biodiversity. In other words, governance is a central feature of this agenda, both as an end and as a means.

Table 10: Proposed Sustainable Development Goals to be attained by 2030

Proposed Sustainable Development Goals to be Attained by 2030	
1) End poverty	11) Inclusive and sustainable cities and human settlements
2) End hunger	12) Sustainable consumption and production patterns
3) Healthy life	13) Actions at all levels to address climate change
4) Equitable and inclusive quality education	14) Conservation of marine resources, oceans and seas
5) Gender equality for women and girls	15) Protection and restoration of terrestrial ecosystems, and halt biodiversity loss
6) Secure water and sanitation	16) Peaceful and inclusive societies, rule of law, effective and capable institutions
7) Access to affordable, sustainable energy services	17) Strengthen global partnership for sustainable development
8) Inclusive and sustainable economic growth, and decent work for all	
9) Sustainable industrialization	
10) Reduce inequality within and among countries	

Source: United Nations, June 2, 2014

⁹⁴ These are the Federal Councillor for the Federal Department of Foreign Affairs, responsible for SDC, and the Federal Councillor responsible for the State Secretariat for Economic Affairs.

⁹⁵ In early 2013, Switzerland (in a group with France and Germany) was one of 30 founding members (including individual countries and clusters of countries) of the UN Open Working Group that was mandated to do further work on the SDGs (http://www.un.org/ga/search/view_doc.asp?symbol=A/67/L.48/Rev.1&Lang=E) In June 2, 2014, the Working Group issued its Zero Draft document of 17 SDGs as a working document. <http://sustainabledevelopment.un.org/focussdgs.html>

In mid-2014, the Swiss position on the post-2015 agenda was approved by the Federal Council. Advocating for stand-alone goals on health, gender equality, and peace and inclusive societies, Switzerland also affirmed its commitment to the transversal themes of disaster risk reduction, sustainable consumption and production, and promoting the economic benefits of migration. Strong in-country and global governance structures, systems and policies, involving all actors—government, civil society, the private sector—will be essential to achieving these goals.⁹⁶

Multipolar Global Context: Furthermore, any strategic orientation on SDC's governance work must recognize the particular global context in which these two types of frameworks will be implemented. As the recent initiative by the nations of Brazil, Russia, India, China and South Africa (BRICS) to set up their own development bank exemplifies, the next 15 years and beyond will continue to be characterized by multi-polarity in both geo-political and economic terms.⁹⁷ And, while these new economic powers and others have experienced some economic setbacks, their trajectory nonetheless remains positive and their influence in world affairs continues to grow. Indeed, by 2050, when the world is projected to be inhabited by nine billion people, India is expected to challenge the United States to become the world's second largest economy behind China.⁹⁸ In addition, there is a second tier of new economic powers—among them Korea, Indonesia, Mexico, Turkey, Saudi Arabia, and later Nigeria—that are likely to play more prominent roles in the future; in some ways, they are already doing so.⁹⁹

Alongside these trends are the efforts of the western donor countries to cope with and overcome their own domestic macro- and micro-economic challenges. Continuing high unemployment, especially among young people, and rising income inequality, are among the economic factors driving political discourse and movements in the West, and shaping (and downsizing) aid programmes in a more self-serving direction. Accordingly, the emphasis in recent years among major western donor agencies supporting the private sector to play a more decisive role in development is often more about enhancing Northern rather than Southern business capacity and success. In this sense, some western nations are trying to align their aid programmes more explicitly to serve domestic economic interests.

All of this has implications for stability, fragility, conflict and human rights. Fragmented political power, ethnic division, global supply chains of weapons and other supplies, corruption in politics and trade on the part of new powers like China and Russia, the relentless drive for commodities to serve Chinese and western markets, and a host of other factors provide a context characterized by heightened economic competition, civil conflict, terrorism, environmental destruction, mass migrations and the abuse of human rights. Twinned with extreme climate events—flooding, hurricanes, tsunamis—a world which has produced stunningly sophisticated technologies has also become volatile, unpredictable and dangerous.¹⁰⁰

⁹⁶ Federal Department of Foreign Affairs, Summary: Swiss position on a framework for sustainable development post-2015, Bern, 2014.

⁹⁷ Deutsche Welle, BRICS nations launch new development bank, July 14, 2014. <http://www.dw.de/brics-nations-launch-new-development-bank/a-17779926>, and Lewis, J.T. and P. Trevisani, BRICS put money behind their rhetoric, The Wall Street Journal, July 16, 2014. <http://online.wsj.com/articles/brics-agree-to-base-development-bank-in-shanghai-1405453660?KEYWORDS=lewis+Trevisani>; (On multi-polarity and the new economic powers, see World Bank, Multipolarity: The New Global Economy, Washington, DC, 2011. http://siteresources.worldbank.org/INTGDH/Resources/GDH_CompleteReport2011.pdf

⁹⁸ PwC Economics, World in 2050, Delhi and London, 2013. http://www.pwc.com/en_GX/gx/world-2050/assets/pwc-world-in-2050-report-january-2013.pdf

⁹⁹ See World Bank, Multipolarity, 2011 and PwC Economics, World in 2050, 2013.

¹⁰⁰ A useful international initiative in the area of conflict and fragility is the International Dialogue on Peacebuilding and Statebuilding, of which Switzerland is a founding member; more than 40 countries and ten multilateral organizations participate. <http://www.pbsbdialogue.org/>

Two Strategic Options: Against this backdrop, the basic strategic question is: what role does Switzerland wish to play in the years ahead? This evaluation has found that SDC has demonstrated a range of important strengths that can be built upon to position Switzerland to play a leadership and catalytic role in promoting effective governance and sustainable development around the world. These strengths include, among others, proven capacities in local governance, direct democracy, non-discrimination, transparency and accountability, fragility, conflict, and human rights. They also include a commitment to long-term engagement in partner countries, respect for partner actors, flexible implementation processes and adaptive learning. And SDC has demonstrated its ability to bring together a diversity of actors, to promote policy dialogue, and to assume the risks of testing proof-of-concept and piloting innovations. Moreover, Switzerland is widely perceived to be a non-aggressive, peace-seeking actor, and that too, is an asset. The area of local governance and local democracy—which is deeply ingrained in Swiss political culture and law, and where SDC’s track record is strong and investment is significant—could be a natural focus for expanded investment and influence by the Agency within and across countries.

In our view, there are two broad strategic options available to Switzerland and to SDC. Both options assume SDC making short-term improvements in the way it does its governance work, in order to optimize the results of the current Parliamentary Dispatch. The **first option** is **to maintain its present role** as an actor among many others on the global scene, generating innovations and influence in key governance niches internationally and focusing its efforts primarily on strengthening the outcomes it achieves at the local and national levels. The **second option** is to take steps **to play a more assertive, visible and influential role** globally by enhancing engagement in select strategic areas where there is a strong interplay between national/local level and global issues, thereby extending what SDC is learning from experience on the ground into its international engagement efforts, and vice-versa.

There is a strong case to be made for both options. However, it is our view that, overall, in the current conjuncture, the world needs more Switzerland. SDC should consider stepping forward to play a more explicit, public, systematic and catalytic role in the post-2015 agenda. The nature of development challenges and solutions in the years ahead lend themselves to SDC’s advantages as an agile, flexible actor with proven strengths at the local and national levels. In order to play such a leadership role, though, SDC would need to deepen and widen its capacities in governance programming and mainstreaming at the global level, and to effectively link its expanded global activities to work at the local and national levels.

The Risks of Inaction: Although SDC’s performance in governance programming is strong, and its work on governance mainstreaming is solid, there also remain real challenges and obstacles to optimum performance. Indeed, senior management should be aware that there are real risks associated with choosing to **not** take action. These risks cluster around three issues: development outcomes, reputation and human resources.

First, in terms of **development outcomes**, ineffective governance mainstreaming in the health sector, for instance, could result in slow and inadequate partner-country responses to disease epidemics, like Ebola; lives could be lost. Or anti-corruption measures that don’t track and disrupt illicit financial flows could allow corrupt and criminal elites to continue to exploit their institutions and citizens, undermining democracy and progress. These examples illustrate the risks of underperformance in governance to successful and sustainable development outcomes.

Second, such failures on the development front could open SDC to **reputational risks**. One of the most important assets Switzerland has as a small country (and SDC as a small donor) is its well-earned reputation for strong and effective development interventions. Lack of organizational capacity and leading-edge knowledge in governance main-

streaming in particular could result in a diminishing of SDC's reputation among peers and partners alike.

Finally, there are risks related to **human resources**. The main threat here is the large number of managers and specialists expected to retire in the next few years and to take their long experience and deep tacit knowledge in governance programming and mainstreaming with them out the door. In fact, this trend is already well underway. If SDC is not able to effectively train and build competencies in governance for the world of the future among its new cohort of employees, it will be obliged to cope with the combined effects of both development-related and reputational challenges.

12 Priorities for Change

Governance will be one of the most important challenges—and solutions—in the post-2015 era. In the current conjuncture, the world needs more Switzerland. SDC has a corporate responsibility, and the opportunity, to play a more assertive, visible and influential role. To take on such a leadership role, however, SDC needs to deepen and broaden its capacities in governance programming and mainstreaming at the global level and effectively link its expanded global activities to its geographic cooperation efforts at the local and national levels.

In the view of the evaluation team, therefore, SDC should consider:

- 1. Through its Management Board, issuing a clear statement that governance programming and mainstreaming are Agency-wide priorities for both the current Parliament Dispatch and the Parliament Dispatch for 2017-2020.**

SDC staff and partners are seeking a clear signal from senior management of the Agency that governance is recognized as central to the Swiss cooperation programme and to Switzerland's contribution to the post-2015 agenda of Sustainable Development Goals. This statement should also affirm the anchoring of governance as a priority in Swiss values, law and political practices.

To implement the statement, senior management should consider allocating additional budgetary and human resources to the various specialists, teams, networks and programmes providing support to SDC's governance activities. In light of the major investment SDC makes every day around the world in governance programming and mainstreaming—at least one third of its budget—it is appropriate for senior management to consider increasing the budgets and dedicated time of personnel within SDC who support this area of work. This includes SDC-wide networks that are governance-related—i.e., an expanded DLGN, and the networks for Conflict and Human Rights, and Gender—as well as regional governance advisors and networks in the Western Balkans, West Africa, East and Southern Africa, South Asia and Latin America.

- 2. Designating a single unit for SDC-wide coordination of support to all types of governance programming and mainstreaming**

Given the central importance of governance programming and mainstreaming in SDC's work, and the large percentage of the Agency's budget that is spent on governance, it seems important that a single, substantially resourced unit within the organization oversee, steward, support and strengthen both programming and mainstreaming in this field. This should and can be done within SDC's current matrix organizational structure. The most appropriate place to start, in our view, is with the Focal Point for the DLGN, and to engage other governance-related networks (particularly Conflict and Human Rights, and Gender), in building an appropriate unit for this purpose.

- 3. Clarifying, updating, renewing and systematizing the knowledge base underlying SDC's governance work**

Governance infuses almost everything SDC does. It is a prime strategy, and indeed perhaps **the** prime strategy, for achieving the objectives of SDC's programmes at all levels. Looking ahead, SDC must consider both external and internal factors. Conditions and challenges in the world at large have changed; the international community is embarking on a new, post-2015 agenda; SDC is facing a large number of both retirements and new recruits; and, in spite of its strengths, there are gaps and weaknesses in SDC's governance work.

It is the right time, therefore, to carry out a purposeful and robust renovation and strengthening of all facets of SDC's governance programming and mainstreaming. The range of tasks necessary here include, among others, updating the definition and concept of governance, improving data coding, creating a mentoring system, and offering the option for staff to build careers specializing in governance. A fuller list of steps SDC should consider taking here include:

- Updating the definition and conceptual guidance on governance programming and mainstreaming, including clarifying the concept of capacity development, and integrating the important dimensions of global governance, economic governance, fragility and conflict, gender, human rights, and disaster risk reduction;
- Commissioning internal work to update the definition, policies, guidance and tools, including results targets and indicators, on governance for SDC staff and partners. This includes work to review, update, systematize and disseminate a wide range of methods and tools for governance programming, especially those that are generated and used within regions;
- Designating a single authority within the Agency to work with the SAP database and Official Development Assistance (ODA) coding processes to determine a consistent set of coding definitions and statistical interpretations with respect to various forms and aspects of governance programming and mainstreaming;
- Setting up a larger system of coaches and mentors in governance programming and mainstreaming on which newer staff can call for advice;
- Collecting experiences and methods in supporting governance programming in fragile contexts, low-income countries and middle income countries, respectively;
- Devoting special studies and publications to the financial-leveraging factors and results, and cost-benefit analyses, of governance interventions;
- Creating new guidance instruments for the design, implementation and modification of governance interventions in light of the particular interaction among natural disasters, climate change, disaster risk reduction, governance and livelihoods;
- Developing pathways for SDC staff to pursue a career specializing in governance; and
- Developing a series of awards for high performance and innovation in governance programming and mainstreaming by SDC staff and partners.

4. Renewing efforts to achieve effective governance mainstreaming

Strengthening the area of governance mainstreaming deserves a special initiative on its own. However, this work should be part of the work of the new unit designated to coordinate SDC governance activities more broadly. Important tasks here could include:

- Mobilizing and resourcing a special team to work with thematic focal points and networks to develop sector-specific strategies and tactics for mainstreaming governance at all levels;
- Revising and updating the general guide to mainstreaming governance as a transversal theme, informed by the new definition of governance and recent lessons and methods, integrating fragility, conflict and human rights dimensions, as well as

local – national – global interactions, and designed as an evolving rather than static tool;

- Strengthening the commitment and practice by SDC to integrate gender equality into governance in all sectors, at every stage of the project management cycle, with clear performance and reporting targets.

5. Testing, deepening and expanding SDC's involvement in governance issues at a global level

Building on the experience of the Global Programme Water Initiatives and other international initiatives, and recognizing the complex, multi-level character of many development challenges, SDC could consider planning and supporting up to two global pilot projects in key areas. Possibilities here include: illicit flows of capital resulting from corruption and elite capture in developing countries; the environmental and social sustainability dimensions of the governance of commodity exploration, production and trading; and the purchasing of arms to propagate civil and ethnic conflict. Management decisions to act on this priority would include approving such initiatives and ensuring there are mechanisms to link global efforts to regional and country programmes so that there is value-added to both regional and global programmes.

6. Strengthening the monitoring and evaluation of, and reporting on, governance outcomes

Adopting a results-oriented reporting system within SDC has been a good decision. Now the focus should be placed on reporting on cross-cutting and higher-level outcome results. Among the steps that could be taken in this regard are:

- Improving reporting on governance outcomes (as opposed to outputs or activities).
- Developing tools, cases, webinars and other training activities in monitoring and evaluation of governance outcomes as well as more precise and realistic theories of change that are designed to achieve scaled up innovations and higher level results more generally. Such performance assessment activities would need to employ both qualitative and quantitative methods, and seek to create knowledge products that are suitable for Parliamentarians and the general public in Switzerland and in partner countries, as well as for development professionals and foreign-policy specialists.

7. Improving communication on governance work

SDC should consider producing a series of communications tools and knowledge products—making full use of video and social media as well as other means—that profile the strategies, partners, results, challenges and solutions associated with selected governance programmes and mainstreaming activities. Stories of high-performing partners and partnerships, the building of permanent local capacity, human rights gains, adjustments to fragility and natural disasters, and decisive Swiss influence on multi-actor projects and networks—these accounts and more could be brought to the attention of key audiences in Switzerland and abroad.

8. Reviewing, clarifying and rendering more coherent the division of labour on governance between SDC and SECO

Building on the improved coordination between SDC and SECO that is generally evident in the field, SDC senior management should consider taking steps to improve the coherence of the international cooperation activities of each agency. This is especially urgent given the seriousness of widespread unemployment, particularly among youth, in many partner countries, and the need to contribute to faster, larger scale job creation and decent work. SDC should also consider taking steps to further improve coordination with other FDFA divisions and other Swiss government agencies.

9. Promoting integrated governance programming

Finally, SDC should consider developing a mechanism specifically aimed at incubating, testing and scaling up innovative forms of integrated governance programming combining global and country-level interventions. Such a mechanism could be overseen by the Management Board as a whole and supported by the designated governance unit. Its procedures and effectiveness could be tested and refined during the remaining years of the current Dispatch, and, if merited, its use expanded during the new Dispatch period of 2017-2020.

Conclusion

In the years ahead, SDC can play a catalytic role in governance internationally. SDC has shown its capacity in the GPWI initiative, which could be replicated on other selected governance issues where SDC has expertise and programming depth. SDC can play a leadership role in shaping and implementing the governance dimensions of the post-2015 agenda. There is an opportunity for SDC to build on its strengths in decentralization, governance and democracy; its traditions of accountability, transparency and participation; its use of human-rights-based and conflict-sensitive approaches; and its proven ability to test and scale up programmes, models and other innovations that work.

Annexes

Provided separately at this time

Annex A Approach Paper

Annex B Inception Report

Annex C Bolivia Case Study Report

Annex D Bosnia and Herzegovina Case Study Report

Annex E Mozambique Case Study Report

Annex F Members of the Learning Groups of the Governance Evaluation

Annex G Governance Evaluation Analytical Framework: Assessment Matrix

Annex H Spending on Governance Across SDC

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Bern, March 2015

Evaluation of SDC's Performance in Governance Programming and Mainstreaming



Annexes

Annex A: Approach Paper

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Annex A: Approach Paper

Evaluation of SDC's Performance in Governance Programming and Mainstreaming

Approach Paper

February 28, 2014

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1. Background

Governance matters for development – and it matters across the board. SDC invests a substantial share of its resources¹ to support the development of accountable and responsive states with effective institutions that maximize social welfare for all citizens. Almost all SDC country programs include governance sector programs and governance aspects are to be mainstreamed in all SDC activities.

This governance focus is strongly anchored in the Swiss tradition of direct democracy and decentralization that unites a culturally diverse society. Switzerland's Federal Constitution pledges Switzerland to contribute to the respect for human rights and the promotion of democracy. These are major Swiss foreign policy objectives. This commitment is further reflected in the Parliamentary Dispatch on International Cooperation 2013-2016 that anchors "good governance" as a program sector as well as a cross-cutting theme to be supported throughout all SDC activities (i.e., projects, programs, policy dialog). In addition, the Dispatch lays out five goals for development and transition cooperation, all of which contain governance components: 1) preventing and overcoming crises, conflicts and catastrophes, 2) creating access for all to resources and services, promoting sustainable economic growth, 3) supporting the transition to democratic, free-market systems, 4) helping to shape pro-development, environmentally friendly and socially responsible globalization. The post-Busan and the post-2015 development agenda (SDG) as well as SDC's increasing commitment in fragile states in which inadequate state structures exacerbate poverty keep governance at the forefront of the development and transition agenda.

Switzerland's own long tradition of direct democracy with strong decentralization in a culturally diverse society, as well as its neutrality without a colonial legacy, gives it a comparative advantage to contribute productively on governance in partner countries, in multilateral institutions and in the overall international debate in development and transition cooperation.

SDC defines governance as the way in which power is exercised and applied at different levels. Addressing governance creates an enabling environment that ensures respect of the rule of law, human rights protection and gender equality, a shared and accountable exercise of power, macro-economic stability and a sharing of responsibilities for human development between the state, the private sector and civil society. SDC advocates a human rights-based approach that aims to empower citizens as rights-holders and strengthen the capacities of the state in fulfilling its obligations.

SDC differentiates 3 governance levels: National governance refers to the relationship of the state with its citizens and with the private sector. Corporate governance comprises the various processes, policies and customs that influence how an institution is managed, administered and controlled. Global governance refers to the institutions, rules and mechanisms that transcend national boundaries and are necessary to address global challenges.

¹ From 2006-2010, SDC invested a total of 337.8 million CHF. in governance sector programs in partner countries under the following categories:

- 72.1 million CHF for local government: improve accountability and transparency
- 80.7 million CHF for local services: efficiency, quality, fair access
- 39 million CHF for decentralisation: state reform
- 146 million CHF for rule of law: building institutions, reinforcing democratic processes.

SDC recognizes that implementing governance sector programs in partner countries (e.g., anti-corruption, decentralization, promotion of human rights, etc.) is not sufficient. SDC's understanding of governance is based on universal, indivisible human rights. It has identified 5 principles to which a state or institution should adhere in order to implement governance well. These are: accountability, transparency, non-discrimination, participation and efficiency.

For SDC, mainstreaming governance means adequately addressing the 5 principles in all sectors and activities (e.g., health, water, rural development, policy dialog, etc.). All SDC organizational units must integrate the aspects and principles of governance as a transversal theme into

- all annual programs and cooperation strategies,
- all programs and projects,
- and all contributions to multilateral organizations.

Mainstreaming governance also means implementing these principles within SDC as an institution and ensuring adequate resources for addressing governance as a transversal theme (including strengthening staff capacities).

In the late 1990's, SDC was among the first development agencies to develop policies on human rights and rule of law². In SDC's "Strategy 2010", which was adopted in 2000, "good governance" was one of five priority themes. In 2001, SDC issued a Guide to Decentralisation³. In 2005, SDC's Governance Division developed key governance policy messages and SDC's Board of Directors declared governance, along with gender, as transversal themes to be mainstreamed in all SDC activities.

In 2007, SDC's Governance Division issued "Governance as a Transversal Theme: An Implementation Guide". The guide focuses on the application of the 5 principles. A series of questions for each principle illustrate the most common problems related to global, national, local and institutional governance. They are intended to serve SDC staff as a point of departure for reflection when conducting context analyses and policy dialog as well as a tool for program management.

In 2011 SDC's Evaluation and Corporate Controlling Division issued an EvalBrief on evidence and lessons learnt culled from evaluations on donor support for decentralization processes.

In 2008, shortly after the governance guide was issued, SDC underwent a massive re-organization. SDC became an even more decentralized institution without strong internal management mechanisms to ensure coherence and compliance with policy directives. The Governance Division was disbanded and the coverage of governance aspects allocated among three networks: Democratization, Decentralization & Local Governance (DLGN) in the Western Balkans Division, Political Economy & Development (PED) in the East Asia Division, and Conflicts and Human Rights (C+HR) in the South Asia Division⁴. Although governance officially remained a transversal theme after the re-organization, no network was made responsible for follow-up until in Nov. 2012, SDC's Directorate mandated the Decentralization & Local Governance Network with this task (until now this network has mainly focused on social accountability and democratic participation at the

² 1997: "Promoting Human Rights in Development Cooperation", 1998: "The Rule of Law Concept: Its Significance in Development Cooperation.

³ Decentralisation is defined as the transfer of decision-making competence from the central government to the regional or local community levels.

⁴ When the Thematic Department was abolished in 2008, thematic focal points were situated in the operational divisions. They play a coordination role, act as policy advisors in their respective thematic field and have set up thematic networks that service the entirety of SDC (including the country offices).

local level). A new staff person has been recruited. Senior management has dissolved the PED and is contemplating transferring its responsibilities to the other networks and organizational units. Conclusions coming out of this evaluation and of an evaluation of SDC's thematic networks (to be completed by mid-2014) will be considered before a final decision is taken.

Interviews with management and with the focal points of the relevant networks for the drafting of this paper reveal a consensus that although the Governance Guide and the 5 principles are not well known as policy documents, the principles are very much in line with SDC's traditional way of doing things and are being addressed in the context of other SDC tools and approaches such as the human rights based approach, conflict sensitive program management, gender mainstreaming policies, etc. Most SDC country programs have a governance pillar with a portfolio of governance sector interventions (e.g., decentralization, local governance, etc.). In addition, SDC interventions in other sectors (e.g., water, health, food security, disaster risk reduction, etc.) often address governance aspects.

In 1997-98, SDC issued guidelines for "Promoting Human Rights in Development Co-operation" and the "Rule of Law Concept: Significance in Development Co-operation". The objective of these documents was to raise awareness among SDC staff and its partners of the importance of human rights (HR) and rule of law (RoL) in development cooperation and promote their integration into programs and policies. In 2004, the Evaluation and Controlling Division commissioned an independent evaluation to assess the influence these two binding policy documents had in terms of awareness-raising, policy and programmatic impact. Case studies were conducted in Bosnia-Herzegovina, Pakistan, Peru and Rwanda. The evaluation found the following:

- Human rights awareness among SDC staff was general with an absence of consistent knowledge.
- Little awareness of the policies among SDC partners.
- Policy coherence across the Swiss government was a challenge. The SDC documents had little influence on other departments, inherent tension between political and development priorities
- Human rights programming was mainly in the form of projects principally in the area of civil and political rights, usually for short-term activities.
- Very few country offices had adopted human rights as a transversal theme or had developed human rights strategies.
- Absence of management systems to ensure that HR and RoL are systematically taken into account at the level of assessment, implementation and monitoring
- Demand for more practical tools to complement the policy documents and for training and learning events.

In 2007, the Evaluation and Controlling Division commissioned an evaluation of "Decentralisation Programs in SDC's Bilateral Cooperation" with case studies in Bulgaria, India, Mali, Peru and Rwanda. The evaluation found the following:

- SDC is good at choosing solid partners and implementing agencies and at establishing long-term relationships with them.
- Projects were highly relevant from an end-users perspective.
- Relatively narrow focus of SDC programs mostly on participatory aspects of local governance rather than a more holistic approach linking different levels of government and including service management and fiscal decentralisation. Need for a more integrated approach and better systemic analysis to identify where Swiss input is most useful. SDC cooperation often stopped short of dealing with governmental and administrative aspects of local governance.

- SDC cooperation spread thin over a large number of countries. Inability as a small donor to play a major role at the national level. Need to better anchor projects in the national or federal reform policy processes.

SDC's Evaluation and Corporate Controlling Division has commissioned additional evaluations with relevance to governance. See the chapter on Focus and Scope in this regard.

2. Why an Evaluation and Why Now? – Rationale

The last evaluation on SDC's governance portfolio took place in 2007, with focus on decentralization only⁵. Since then, SDC has invested an estimated CHF 600 to 700 Mio. on governance initiatives worldwide. Almost every country program includes governance sector programming.

Given the long standing emphasis in SDC on governance and its commitment to governance as reflected in the new Parliamentary Dispatch 2013-2016, a thorough examination of SDC's efforts towards mainstreaming governance is called for. The sheer volume of SDC activity on governance warrants a critical look at how effectively and relevantly this transversal issue is addressed in SDC and thorough reflection on how to proceed in the future. In addition, this theme remains at the forefront of the international development and transition agenda.

2.1. Purpose

Overall, the purpose of this evaluation is to

- capture results in the governance sector and in cross-cutting governance areas, based on SDC concepts and directives,
- learn from good governance practice and experiences in dealing with difficulties,
- contribute to the future strategic orientation of the SDC governance sector.

This evaluation is mandated by SDC's Directorate and commissioned by the Evaluation and Corporate Controlling Division, which is outside the operational line and reports to SDC's Director General. The contracted evaluation team will be independent of SDC and their independence will be safeguarded throughout the evaluation.

By conducting such evaluations and being committed to learning from the results, SDC renders **accountability** to taxpayers in Switzerland, its partners and the ultimate beneficiaries of its activities. The evaluation process and the knowledge generated by the evaluation serve to improve SDC's performance through **learning** within the organisation and among its partners. Good **communication** throughout the evaluation process and of the evaluation results serves both accountability and learning.

This evaluation will assess SDC's ability to deliver on its governance commitments as laid out in its Parliamentary Dispatch on International Cooperation 2013-2016. It will provide findings, conclusions and recommendations on how SDC can strengthen governance mainstreaming and improve the relevance and effectiveness of its governance activities.

While it is clear, that "good governance" is necessary to improve development and transition outcomes, there are large gaps in understanding what works best in what

⁵ http://www.deza.admin.ch/en/Home/Effectiveness/Evaluations/Evaluations_Archives_up_to_2009/2007

contexts and in how to capture the results of governance programming and governance mainstreaming efforts. SDC is confronted with the difficulty of measuring and effectively communicating the results of its governance activities. This evaluation should contribute to closing this gap.

The evaluation process itself will strengthen awareness of the governance as a cross-cutting issue among SDC staff and promote learning about how to improve implementation and effectiveness. The results of the evaluation will inform decision-making and strategy development in SDC at various levels for the implementation of the governance aspects of Parliamentary Dispatch on International Cooperation 2013-2016 and will be the point of departure for revising the Governance Guidance and will contribute to better structuring/anchoring the governance domain in SDC.

2.2. Objectives

The objectives of this evaluation include the following:

1. Assess SDC's present overall effectiveness in governance sector programming. Provide evidence from the portfolio analysis and selected case studies of the contribution of governance sector programming to development outcomes and document in such a way that they are fit for broader communication.
2. Analyse SDC's governance mainstreaming approach as an institution (i.e. through its systems, policies, processes, culture) including the identification of factors which promote or impede mainstreaming. Assess the contribution of mainstreaming to development outcomes.
3. Profile SDC's approach against the international governance discourse. As possible, assess SDC's capability in showing leadership and translating operational experience into innovative contributions towards the international governance discourse (i.e., in multilateral fora and institutions, the DAC-OECD, the post-2015 process, with regard to global governance etc.)
4. Through a process of reflective inquiry with stakeholders in SDC's departments and case study cooperation offices, develop a shared understanding on how to improve SDC governance-related performance, including the rationale, the underlying theories of change and the monitoring of their validity (developmental evaluation approach), as well as the formulation of targeted and actionable recommendations for improving SDC's governance-related performance.

2.3. Focus and Scope

Governance as a cross-cutting theme as well as a programming sector concerns all of SDC's departments: (Humanitarian Aid, Global Cooperation, Regional Cooperation and Cooperation with Eastern Europe / CIS). All four departments are to be engaged in the evaluation. The role and the contribution of the relevant thematic networks to governance mainstreaming will also be examined.

The evaluation team will assess SDC's governance-related performance (crosscutting and sectoral) in 3 country case studies: Bosnia-Herzegovina, Mozambique and Bolivia. It will also assess how governance is addressed as a transversal theme in one Global Program (water) as a desk study with interviews at Headquarters and field visits in the 3 country case studies to the extent such programs are being implemented in the chosen countries. In addition, it will assess how governance is addressed as a transversal theme in

Disaster Risk Reduction (DRR) under the Humanitarian Department (also desk study, interviews at headquarters, field visits in the 3 country case studies to the extent that DRR programs are under implementation in those countries, in the Mozambique case study, Resilience will be included).

Due to the limited resources available for this evaluation, the sample will not be representative of the entirety of SDC. The Evaluation and Corporate Controlling Division chose the case studies in consultation with the operational line. Factors considered were:

- implicating all 4 SDC departments in the evaluation,
- long-term SDC engagement,
- availability of DRR and Global Water programming in the country portfolio, to extent possible,
- interesting governance challenges,
- innovative approaches as well as the
- programming challenges

Governance Sector Programming and Governance Mainstreaming are both at the core of this evaluation. Governance Sector Programming is examined to (1) assess its importance as part of the institutional thrust on governance, (2) to capture its contribution to mainstreaming governance and (3) render accountability on SDC's governance activities (Dispatch 2013-16).

Data gathering will take place in the 3 country case studies and at SDC Headquarters.

In the country case studies, the evaluation team will assess how SDC addresses governance aspects in context analysis, country program strategy, policy dialog and in other sector programming (e.g., water, DRR) as well as the performance of governance sector programming (governance domain) in the country. Governance sector programs will mainly be examined in relation to SDC governance mainstreaming efforts in the country case studies (e.g., whether there are synergies / leveraging with institution building efforts in other sectors such as health, water, integration into policy dialog, donor harmonisation, integration in Swiss contributions in multilateral institutions and dialog, etc.). The strategy and its implementation will be examined to determine whether and how the pieces of the puzzle fit together, synergies and leveraging occur and knowledge from the interventions feeds back into policy dialog and SDC contributions in international fora. Contributions to the international governance policy discourse shall be part of the evaluation to the extent that these are significantly linked to results from the country and global programs.

The assessment of the 3 country case studies will be complemented with further desk studies of governance programming and of governance as a crosscutting issue as well as interviews or focus groups during the second headquarters mission as necessary to validate the representativeness of the findings / conclusions coming out of the country case studies and to ensure that all aspects of the key questions are adequately covered.

Resource allocation between the case studies (Bolivia, Mozambique, Bosnia, Global Water Program, DRR) and coverage of additional governance programming and mainstreaming will be decided during the Inception Phase.

In light of the limited resources, this evaluation is not expected to collect primary evidence of the outcomes and impacts of SDC programs. It will, however, render judgement regarding SDC's analytical frameworks (theories of change, underlying assumptions), result orientation and ability to report on the effectiveness of its governance activities. With

regard to the effectiveness of SDC governance programming and its contribution to development outcomes, the evaluation team will assess and analyse available reporting.

SDC's understanding of and efforts to contribute to "whole of Swiss government" governance mainstreaming are to be covered. The performance of other parts of the Swiss Ministry of Foreign Affairs and of other Swiss government agencies and of the overall Swiss mechanisms for "whole of Swiss government" approaches are not within the scope of this evaluation.

This is not an evaluation of SDC's partners and their activities. How well SDC is communicating and following up on its partners implementation of its governance principles will, however, be examined in the country case studies to the extent necessary for assessing SDC's performance.

The evaluation will focus on "what is" and look back only to the extent necessary in the particular case studies to understand and assess the present engagement and to assess SDC's performance in adapting to changes in context and feeding lessons into further program and policy development.

SDC's Evaluation and Corporate Controlling Division has commissioned evaluations relevant to SDC's governance activities and to some of the key questions in the past:

- SDC's Human Rights and Rule of Law Guidance Documents: Influence, Effectiveness and Relevance within SDC (2004)
- SDC's Performance towards Empowerment of Stakeholders from the Recipients' Perspective (2007)
- Decentralisation in SDC's Bilateral Cooperation: Relevance, Effectiveness, Sustainability and Comparative Advantage (2007)
- Evaluation of SDC's Performance in Mainstreaming Gender Equality (2009)
- Knowledge Management and Institutional Learning in SDC (2009)
- Switzerland's Bilateral and Multilateral Cooperation: To what extent do operational synergies exist? (2009)

This evaluation should not re-invent the wheel by replicating what has been covered in these evaluations but should, during the inception phase, draw on the evidence, conclusions and management responses of these evaluations to ascertain where SDC presently stands in those areas relevant to implementing governance.

This is not an evaluation of the thematic networks including the Decentralisation / Local Governance Network (DLGN). However, the role and the contribution of the relevant thematic networks to governance mainstreaming will be examined (in coordination with the Evaluation of the Thematic Networks, which is taking place concurrently and will be completed by mid-2014).

3. Key Questions

The proposed evaluation key questions are comprehensive as they reflect the collective ambitions attached to this evaluation by multiple stakeholders⁶. These 3 streams of inquiry will be further refined, prioritized and tightened during the inception phase in further consultation with the evaluation team, stakeholders and the Core Learning Group.

1. Capturing and Communicating Results (render accountability)

- 1.1. What is the **evidence on the results of governance sector and mainstreaming efforts** to date, in terms of their contribution to development outcomes?
- 1.2. How does SDC **communicate governance results**? To what extent does SDC effectively communicate its case for engagement in governance and the risks involved?
- 1.3. How fit are SDC's systems to **capture, report and demonstrate the contribution** of governance initiatives to transition/ development outcomes? (overview of governance portfolio; effective monitoring system on governance).

2. Governance as a Cross-Cutting Theme

(understanding, policies and systems, programming and management, coherence)

- 2.1. To what extent are **SDC's principles of governance** anchored in the operating culture and programs? How coherent is the governance understanding and commitment across SDC?
- 2.2. To what extent do SDC systems ensure that cross-cutting governance and gender aspects are **systematically taken into account in other sectors**? What are the linkages between governance sector programming and mainstreaming governance and gender?
- 2.3. How relevant and useful are **SDC's tools for governance mainstreaming** proving in practice, in particular SDC's "Governance as a Transversal Theme: An Implementation Guide". Have **mainstreaming objectives** been defined, targets been set and is an **M+E system** in place to gauge progress on governance mainstreaming? Have adequate **resources and support** measures been provided to support governance mainstreaming?
- 2.4. What is the evidence of SDC-related **innovations on governance**?

3. International Governance Discourse and Policy Coherence

- 3.1. What has been SDC's role in supporting global governance objectives? To what extent does SDC define and track its **policy contributions** on governance and **use** its **operational experience** to add value to the international governance agenda?
- 3.2. How does SDC address diverging political and policy interests and priorities between Swiss government actors operating in the same development contexts in order to promote **development policy coherence**?

⁶ The present focus of the evaluation reflects (1) the Directorate's discussion regarding this evaluation during its Nov. 12, 2012, its June 2013 retreat and its July 8, Board of Directors Meeting, (2) individual interviews with members of the Directorate⁶ and other stakeholders in SDC and (3) an earlier version of the Approach Paper, Version 1 (June 7, 2012).

4. Expected Results

4.1. At Output Level

By the Evaluation Team:

- Aide Memoire of the Kick-off Meeting of the Inception Phase with the Core Learning Group (CLP, see below),
- Inception Report, finalisation of the Inception Report based on SDC feedback,
- Short briefing note to SDC's Directorate on the finalised evaluation design and key questions,
- Aide Memoires of any additional mutually agreed workshops during the evaluation process,
- Aide Memoires of End of Mission Debriefings with the CLPs in the Country Case Studies and at HQs,
- Aide Memoire of the Debriefing with the CLPs on the Draft Evaluation Report,
- Facilitation of the Agreement at Completion Point Workshop with the CLPs including elaboration of recommendations and lessons learned (in collaboration with the SDC Evaluation Officer),
- A fit to print Final Evaluators' Report in English consisting of
 - Final Evaluation Report not exceeding 40 pages plus annexes and including an executive summary of maximum 4 pages, photograph for title page.
- A short and a long Evaluation Abstract according to DAC-Standards for the DAC DeRec database and a stand-alone 1-2 page Evaluation Fact Sheet

By SDC:

- Review of the findings and conclusions, and participation in the elaboration of recommendations based on the findings and conclusions.
- An Agreement at Completion Point containing the Stand of the Core Learning Partnership and recommendations for SDC
- Lessons drawn by the Core Learning Partnership
- Senior Management Response
- Dissemination of the evaluation results

4.2. At Outcome Level

SDC's management translates the insights from the evaluation into its strategies, policies and further program development. SDC operational staff are better able to mainstream governance throughout their programs. Thematic networks are better able to support governance mainstreaming.

5. Partners

5.1. Organisational Set-up and Respective Roles

- A **Core Learning Partnership (CLP)** to accompany the evaluation will be constituted at SDC HQs as well as in each of the Cooperation Offices in the case study countries with field missions. Throughout the evaluation process, the CLP is engaged in learning through interactive reflection with the evaluation team. The CLP comments on the evaluation design and the key questions during the Inception Phase. The CLP comments on the Inception Report and on the Draft Evaluation Report. During the Agreement at Completion Point Workshop, the CLP receives and validates the evaluation findings and conclusions and together with the Evaluation Team elaborates lessons learned and recommendations for SDC which will be noted in an Agreement at Completion Point during the workshop.

In principle, the CLP's in the COOFs of the case study countries have a similar role to the CLP at Headquarters. However, in consultation with the respective country offices, the CLP process will be adapted to the local context. Lessons learned, recommendations and a management response will be elaborated for each country case study.

The person in the DLG Network responsible for governance mainstreaming will ensure that the results of the evaluation are anchored throughout SDC.

- **SDC's Directorate** (Department-level Management and the Director General) will be interviewed and regularly debriefed by the Evaluation team. The Directors of Regional Cooperation and of Cooperation with Eastern Europe / GUS will consider the Agreement at Completion Point of the CLP and draft a Senior Management Response which they will table in a meeting of the Directorate. They will integrate the consensus of the Directorate in the Senior Management Response which will be published with the evaluation report and form the basis for rendering accountability on the follow-up to the evaluation.

The Quality Assurance staff in the offices of the directors of the departments will track implementation of the Senior Management Response in their departments and regularly report on progress to their Directors and to the E+C Division.

- The **Management Reference Group** (selected mid-level managers) will be periodically interviewed by the evaluation team to bring in their perspectives on SDC. They will be periodically briefed by the evaluation team on emerging findings, should participate in the various workshops during the evaluation as relevant, will help draft the Senior Management Response to the evaluation and ensure its implementation.

The Director of Regional Cooperation and the Director of Cooperation with Eastern Europe / CIS will draft the Senior Management Response and table it with the Directorate.

- **Consultants** contracted by SDC's Evaluation and Corporate Controlling Division will elaborate an evaluation work plan and an Inception Report and carry out the evaluation according to DAC and SEVAL evaluation standards. They will conduct a Kick-off Meeting with the CLP at the beginning of the inception phase. They will conduct a debriefing for the CLP on the Inception Report and finalize it in consultation with the SDC Evaluation Officer to reflect the feedback as appropriate. They will conduct additional events with stakeholders throughout the evaluation process to ensure reflection and learning during the process (referred to as "various workshops" above). They will conduct debriefings for the stakeholders as appropriate following their evaluation missions. They will present a draft of their Evaluators' Final Report to the CLP, follow up on the CLPs feedback while safeguarding their independence and submit the Evaluator's Final Report in publishable quality as well as an Evaluation

Abstract according to DAC specifications and a stand-alone 1-2 page Evaluation Fact Sheet. In an Agreement at Completion Point Workshop (1 ½ day retreat) with the CLP, they will draw together the main conclusions of the evaluation and set out the evaluator's view of what needs to change ("priorities for change" and scenarios, if appropriate). From this starting point, they will facilitate a workshop process in which the CLP draws lessons learned and develops options and recommendations for consideration by SDC's senior management, which will be recorded by the evaluation team. The evaluation team leader may be asked to debrief SDC's Directorate periodically during the evaluation process as well as at the end..

- **Evaluation and Corporate Controlling Division (E+C)** commissions the evaluation, approves the final evaluation design and key questions in consultation with the CLP and the evaluation team, drafts and administers the contracts with the Evaluation Team, ensures that the evaluators receive appropriate logistical support and access to information, safeguards the independence of the team and facilitates together with the evaluation team the overall process with respect to the discussion of evaluation results and the elaboration of the Agreement at Completion Point. It is responsible for the publication and dissemination of the evaluation report.

5.2. Members of the Core Learning Partnership (CLP) and Management Reference Group (MRG)

Core Learning Partnership (CLP):

Regional Cooperation

- Mirjam Macchi Howell, Mozambique Desk, East and Southern Africa Division
- Marie-Véronique Marchand Rosemann, Cuba Desk, Member Decentralisation / Local Governance (DLGN) Network
- Frédérique Lucy Weyer, Bolivia Desk, Latin America Division
- Evelin Stettler, Bhutan Desk, Member Gender Network, East Asia Division
- Barbara Affolter Gomez, Desk Conflict Prevention and Transformation, Member Conflict and Human Rights Network, South Asia Division
- Chloé Milner, Benin Desk, Member DLGN Network, West Africa Division

Cooperation with Eastern Europe / CIS

- Corinne Huser, Focal Point Governance / DLGN Network, West Balkans Division
- Harald Schenker, Deputy Focal Point Governance / DLGN Network, West Balkans Division
- Stephanie Guha, Bosnia and Herzegovina Desk, West Balkans Division
- Bernhard Soland, Evaluation + Controlling, Member Quality Assurance Network

Global Cooperation

- Werner Thut, Policy and Analysis Division,
- Manuel Thurnhofer /Christian Eggs, Global Program Water Initiatives Division
- Charlotte Nager Walker, Knowledge and Learning Processes Division
- Felix Fellmann, Focal Point Food Security

Humanitarian Aid and SHA

- Gabriele Siegenthaler Muinde, Palestine Refugee Desk, Member Conflict and Human Rights and Aid Effectiveness Network, Europe and Mediterranean Basin Division
- Nadia Benani, Focal Point Disaster Risk Reduction (DRR), Multilateral Humanitarian Aid Division

In the case study countries in cooperation with Country Office (COOF) staff, the evaluation team will constitute a **COOF Core Learning Group (CLP)** and work with them during the missions.

Management Reference Group (MRG)

It will be important to consult with as well as to anchor the evaluation results with SDC mid-level management. The following management staff will form a "Management Reference Group". They will follow the evaluation process, provide inputs as appropriate and take responsibility for implementing the Senior Management Response. They are welcome to attend all meetings or can delegate attendance to their staff in the Core Learning Group.

- Willi Graf, Deputy Director, Regional Cooperation Department
- Gerhard Siegfried, Head, East and Southern Africa Division
- Sybille Suter Tejada, Head, Latin America Division
- Hansjürg Ambühl, Head, Western Africa Division
- Adrian Maitre, Deputy Director, Member Aid Effectiveness Network, Cooperation with Eastern Europe Department
- Richard Kohli, Deputy Head, West Balkans Division
- François Münger, Head Global Program Water Initiatives, Global Cooperation

6. Process

6.1. Approach and Methodology

The evaluation team will assess:

- SDC's governance-related performance (cross-cutting and sectoral) through desk analysis, headquarters interviews and on the ground in 3 country case studies: two from Regional Cooperation (Bolivia and Mozambique) and one in Eastern Europe/CIS (Bosnia-Herzegovina).
- How governance is addressed as a cross-cutting theme in one Global Program (water) and in Disaster Risk Reduction (DRR) through in-depth desk studies with interviews at Headquarters and field visits to the extent such programs are being implemented in the chosen countries.
- How SDC addresses governance aspects (including the 5 principles: accountability, transparency, non-discrimination, participation, efficiency) in context analysis, country program strategy, policy dialogue and in other sector programming (e.g., water, DRR) through desk study at Headquarters and in country case studies.
- Whether there are relevant synergies / leveraging between governance sector programs and institution building efforts in other sectors, integration into national or international policy dialog and donor harmonisation efforts, through desk study and interviews.
- SDC's understanding of and efforts to contribute to "whole of Swiss government" governance mainstreaming both in country case studies and through targeted interviews.

There will be one field mission to each case study country. Each mission will entail review of project documents, consultation and interviews with a sample of key staff in the COOF and their local partners, visits to selected field sites, and, where appropriate, participant observation in selected ongoing governance related activities supported by SDC (eg. workshops, meetings, etc). In cooperation with Country Office staff, the Evaluation Team will constitute a COOF Core Learning Partnership (CLP) to advise the team, engage on substantive issues, and receive and comment on the team's End of Mission Debriefing Report prior to the team's departure from the field.

Once the evaluation team prepares its full country case study report, and synthesizes findings and lessons across the three cases, the Evaluation Team will engage further with each COOF CLP. In this stage, using videoconferencing facilities and skype, the Evaluation Team will facilitate a discussion with the CLP to validate and refine its findings and lessons and develop a commitment by the CLP to take action on the evaluation conclusions. These commitments by COOF CLPs will feed into and inform a similar process at SDC's headquarters with the HQ Core Learning Partnership and Management Reference Group.

The overall evaluation approach will be strongly informed by the latest thinking on developmental evaluation (see Michael Quinn Patton). This approach is tailored to complex environments, and sees the evaluator combining the rigor of evaluation (evidence-based and objective) with the role of enhancing a program's capacity for using evidence in reflective thinking on its work. SDC staff should learn during the evaluation process—not just at the end. This will not only increase the utility of the evaluation to SDC but will also support SDC's ongoing commitment to develop stronger analysis, program design, monitoring and evaluation capacity.

In the case studies, after assessing and recording what is (critical external perspective for accountability), the evaluation team will work with SDC staff to improve the underlying theoretical frameworks and the corresponding monitoring / evaluation systems within the resource constraints of the evaluation (Developmental Evaluation Approach).

The evaluation process will be iterative with periodic engagement of the Core Learning Partners and other relevant SDC staff and will include the following milestones:

- Kick-off of the Inception Phase with the CLP conducted by the SDC Evaluation Officer and the Evaluation Team to:
 - introduce the Evaluation Team,
 - discuss the Draft Approach Paper
 - enable the Evaluation Team to better understand SDC's needs and priorities with regard to the evaluation.
 - hear CLP's suggestions and concerns
- End of Inception Mission Debriefing with the CLP conducted by the SDC Evaluation Officer and the Evaluation Team to
 - receive CLP feedback on the emerging Inception Report
 - reach agreement for finalisation of the evaluation scope, analytical framework, case studies, key questions and methodology
- Various other mutually agreed workshops as well as debriefings of the CLP and Senior Management during the evaluation process (to be determined during the inception phase)
- End of Mission Debriefings of the CLPs at Headquarters and in the case study countries by the Evaluation Team as appropriate to
 - o inform the CLP of emerging findings
- Facilitated workshops, via videoconference and skype, with each COOF Core Learning Partnership to review case study findings, lessons and recommendations, and achieve agreement on follow-up action by the CLP.
- Debriefing of the CLP by the Evaluation Team on their Draft Evaluation Report
 - forum for the CLP to ask questions of clarification to the evaluation team
 - provide a sounding board for the evaluation team (Any factual errors? Difficulties of comprehension? Opportunity to ask additional questions, etc.) before the report is finalised.
- Agreement at Completion Point Workshop with the CLP and MRG conducted by SDC Evaluation Officer and the Evaluation Team (1,5 day retreat outside Bern)
 - to conduct a process for the CLP to generate lessons learned and recommendations for SDC.

An innovative feature of this evaluation is that the Core Learning Partnership and Management Reference Group will be actively involved in generating the lessons learned and the recommendations for SDC. Evaluation research shows that involvement of those responsible for implementation in generating recommendations leads to a higher rate of implementation. In the Agreement at Completion Point Workshop, the Evaluation Team will present their conclusions and "priorities for change" and will be responsible for assisting the CLP / MRG to identify lessons learned and develop recommendations by facilitating an effective process of consideration of possible actions. The Evaluation Team, assisted by the SDC Evaluation Officer, will be responsible for the process of generating and recording recommendations in an Agreement at Completion Point. This document will go to heads of Regional Cooperation and Cooperation with Eastern Europe and CIS as the basis for their elaboration of SDC's Senior Management Response which they will table with SDC Directorate.

6.2. Main Steps

Activity	Date	Actors
Call for Expression of Interest to identify potential team leaders	May 2013	SDC Evaluation Officer
Draft Approach Paper for Call for Offers	May 2013	SDC Evaluation Officer with feedback from relevant staff
Call for Offers launched	November 2013	SDC Evaluation Officer
Selection of Evaluators	December 2013	SDC Evaluation Officer
Contract signed with Evaluation Team Leader	January 2014	SDC Evaluation Officer and E+C Secretariat
Recruitment of CLP	January 2014	SDC Evaluation Officer,
Logistical and administrative preparations - Contact List for Evaluation Team (E+C Secretariat) - Reservations of venues for all meetings and retreats at SDC HQ	January-February 2014	Evaluation Team., E+C Secretariat, E+C Secretariat
Logistics for Evaluation Missions - Interview Appointments - Hotel Reservations - Travel Reservations	January-March 2014	Evaluation Team with very limited support by the E+C Secretariat. Plane fares to be approved by Bundesreisezentrale
First HQ Mission: Inception Phase	February 18-25, 2014	Evaluation Team Leader, other Team Members as appropriate
Kick-off Meeting with the HQ CLP	February 19	SDC Evaluation Officer, Evaluation Team Leader, other Team Members as appropriate, CLP
Inception Mission Debriefing with the CLP	February 25	Evaluation Team Leader, and SDC Evaluation Officer, CLP
Inception Report	March 10, 2014 (SDC feedback by March 14)	Evaluation Team in consultation with SDC Evaluation Officer
Evaluation Case Studies Implementation	March-July 2014	Evaluation Team Leader, other Team Members as appropriate
Country Field Mission Bolivia Video Conference Workshop with COOF CLP, CLP ACP/Management Response	April 6-22, 2014 End May 2014	Evaluation Team Members as appropriate
Country Field Mission Mozambique Video Conference Workshop with	March 28 - April 19, 2014	Evaluation Team Members as appropriate

Activity	Date	Actors
COOF CLP, CLP ACP/Management Response	End May 2014	
Country Field Mission, Bosnia-Herzegovina Video Conference Workshop with COOF CLP, CLP ACP/Management Response	April 15-28, 2014 End May 2014	Evaluation Team Leader, Evaluation Team Members as appropriate
Short, second HQ Mission (immediately following Bosnia-Herzegovina Field Mission) on emerging field findings, Senior Management Debriefings	April 30-May 1	Evaluation Team Leader
Validation of Emerging Field Findings: Meeting with CLP at HQs	Wed., April 30, 2014 10:00-12:30	Evaluation Team Leader, SDC Evaluation Officer, CLP
Third HQ Mission: Final Data Collection, Consolidation, Validation, Senior Management Debriefings	June 23-27, 2014	Evaluation Team Leader, one other core team member,
Emerging Synthesis WS with CLP	Wed., June 25, 2014 9:00-13:00	Evaluation Team Leader, one other core team member, SDC Evaluation Officer, CLP
Draft "Evaluators' Final Report"	July 31, 2014	Evaluation Team delivers to SDC Evaluation Officer
Final HQ Mission	September 11-18 2014	Evaluation Team Leader, at least one other core team member
Discussion Draft "Evaluators' Final Report" and Agreement at Completion with CLP / MRG, 1.5 day Retreat	Tues.-Wed., September 17-18	Evaluation Team Leader, at least one other core team member, SDC Evaluation Officer, CLP
Senior Management Debriefings	During 4 th HQ Mission	Evaluation Team Leader, SDC Evaluation Officer
"Evaluators' Final Report" finalized	September 30, 2014	Evaluation Team delivers to SDC Evaluation Officer
Senior Management Response elaboration	October-November 2014	SDC Evaluation Officer, SDC Senior Management (lead Regional Cooperation)
Adoption of Senior Management Response	January 26, 2015 in DirKo	Directors Regional Cooperation and OZA
Publication and Dissemination	Beginning 2015	SDC Evaluation Officer and E+C Secretariat

6.3. Evaluation Team

SDC's Evaluation and Controlling Division has recruited E.T. Jackson and Associates to conduct this evaluation. The team brings together the required skills mix summarized below:

- Demonstrated ability to evaluate according to the DAC-OECD evaluation standards in emergent realities from a complex systems perspective.
- Demonstrated experience at a senior level in implementing development and transition programs with a governance focus including extensive experience in decentralisation / local governance programs as well as in addressing governance in non-governance sectors, particularly water.
- Demonstrated innovative thinking on how to mainstream governance throughout development and transition cooperation.
- Thorough knowledge of the different legal and constitutional traditions (civil vs common law and constitutional models),
- Abreast of latest thinking on how to capture and communicate the effectiveness, efficiency and impact of governance interventions. Demonstrated ability to develop context-specific, governance-relevant theoretical frameworks (Theories of Change) and accompanying monitoring and evaluation systems.
- Demonstrated ability in assessing organisational capacity to mainstream governance and proposing corrective measures.
- Demonstrated ability to engage stakeholders in reflective inquiry using data coming out of the evaluation
- Competency in equality and gender issues (application of gender sensitive evaluation methodologies). Sensitivity to capturing needs and results at the beneficiary level.
- Excellent English (report to be delivered in "native speaker" quality)
- Analytical and editing skills, ability to synthesize and write well.

Annex B: Inception Report

Evaluation of SDC's Performance in Governance Programming and Mainstreaming Inception Report

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

Ottawa, Canada, March 31, 2014

E.T. Jackson and Associates Ltd., Edward_jackson@etjackson.com

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Acronyms

ACP	Agreement at Completion Point (Workshop)
AP	Approach Paper
CAF	Common Analytical Framework
CLG	Core Learning Group (in COOFs)
CLP	Core Learning Partnership (in SDC Headquarters)
COOF	Country Office
DAC	Development Assistance Committee
DLGN	Democratization, Decentralization and Local Governance Network
DRR	Disaster Risk Reduction
E+C	Evaluation and Corporate Controlling Division (SDC)
FDFA	Federal Department of Foreign Affairs
HQ	Headquarters
IOB	Policy and Operations Evaluation Department (Netherlands Ministry of Foreign Affairs)
MDGs	Millennium Development Goals
MRG	Management Reference Group
OECD	Organisation for Economic Cooperation and Development
QA	Quality Assurance
SDC	Swiss Agency for Development and Cooperation
SECO	State Secretariat for Economic Affairs
TOC	Theory of Change

1 Introduction

This is the Inception Report for the Evaluation of the performance in governance programming and mainstreaming of the Swiss Agency for Development and Cooperation (SDC). The report is divided into the following sections: background; purposes, objectives, focus and scope of the evaluation; international perspective on governance; SDC's governance programming and mainstreaming; cooperation with the Dutch governance evaluation; key issues, questions and areas of focus; evaluation methodology; deliverables and due dates; schedule of activities; and evaluation management. Annexes provide additional information on persons interviewed and consulted; documents collected; definitions of governance; evaluation matrix; case study report template; and interview protocols.

2 Background

In January 2014, an evaluation team was contracted by SDC to carry out the evaluation of the agency's performance in governance programming and mainstreaming. The background, purpose, objectives and key issues of the evaluation were set out in an Approach Paper (AP) prepared by SDC's Evaluation and Corporate Controlling Division (E+C); the AP was revised on February 6, 2014 and updated again in February 28, 2014. The present report is based on the evaluation team's Inception Mission to SDC headquarters (HQ) in Bern undertaken from February 18 through 25, 2014, where the evaluators collected a wide range of documents (see Annex A), interviewed key SDC personnel (see Annex B), and held two workshops with the Core Learning Partnership (CLP) for this evaluation. Prior to their mission to SDC-HQ, the evaluation team had met with a counterpart team and ministry officials involved in a parallel evaluation of the governance work of the Netherlands' Ministry of Foreign Affairs. Immediately following their mission to Bern, the SDC evaluation team and their national consultants worked with both HQ personnel and Country Offices (COOFs) in Bolivia, Mozambique, and Bosnia and Herzegovina to plan fieldwork in those countries.

3 Purpose, Objectives, Focus and Scope of the Evaluation

As detailed in the Approach Paper, the *purpose* of this evaluation is to: **capture results** in the governance sector and in cross-cutting governance areas, based on SDC concepts and directives; **learn** from good governance practice and experiences in dealing with difficulties; and contribute to the future **strategic orientation** of the SDC governance sector. In terms of *objectives*, the evaluation will: 1) assess SDC's present **overall effectiveness** in governance sector programming; 2) analyse SDC's **governance mainstreaming approach** as an institution; 3) profile SDC's approach against the **international governance discourse**; and 4) through a process of reflective inquiry with stakeholders in SDC's departments and case study cooperation offices, develop a **shared understanding on how to improve SDC governance-related performance**.

With regard to *scope*, the evaluation will examine governance as a cross-cutting theme as well as a programming sector by all of SDC's departments—Humanitarian Aid, Global Cooperation, Regional Cooperation, and Cooperation with Eastern Europe/CIS—as well as the role and contribution of the relevant thematic networks to governance mainstreaming (in coordination with a separate, parallel SDC evaluation on the networks). The evaluation team will assess in detail SDC's governance-related performance (cross-cutting and sectoral) in three country case studies: Bosnia-Herzegovina, Mozambique and

Bolivia. Through desk studies, HQ interviews and case study fieldwork, the team will also assess how governance is addressed as a transversal theme in one Global Program, Water, and in Disaster Risk Reduction (DRR) under the Humanitarian Department.

The Approach Paper further indicates that with regard to governance sector programming, the evaluation will: 1) assess its importance as part of the institutional thrust on governance; 2) capture its contribution to mainstreaming governance; and 3) render accountability on SDC's governance activities.¹ While the governance evaluation is not expected to collect primary evidence on outcomes and impacts, it will render judgment on SDC's analytical frameworks (theories of change, underlying assumptions), result orientation and ability to report on the effectiveness of its governance activities. SDC's understanding of, and efforts to contribute to, a "whole of Swiss government" approach to governance mainstreaming will also be covered by the evaluation, though the performance of other parts of the Swiss Ministry of Foreign Affairs and other Swiss government agencies will not be assessed.

In general, the governance evaluation will focus on "what is" and look back only to the extent necessary to understand and assess present engagement and to assess SDC's performance in adapting to changes in context and feeding lessons into further program and policy development.

4 International Perspectives on Governance

The evaluation will survey and draw upon international perspectives on governance in order to locate the work of SDC in this area in its broadest context. It is worth highlighting some of the key features of that context.

Good governance has been a preoccupation of the donor community for many years. Most donor agencies have supported governance interventions at multiple levels: local, national and international. One Organisation for Economic Cooperation and Development (OECD) report documented 33 tools used by development agencies to assess the performance of recipient governments on such indicators as public financial management, anti-corruption and human rights.² In particular, the **aid effectiveness** frameworks promoted through the Paris Declaration (2005) and the Accra Agenda for Action (2008) have been primarily focused on improving governance capacity, and have called for greater use of recipient government systems, increased transparency and a focus on results, and mutual accountability between donors and recipients. Broadening the development partnership to include the private sector and civil society, the Busan Declaration (2011) also called on states to "deepen, extend and operationalise the democratic ownership and development policies and processes."

Likewise, although good governance was not an explicit Millennium Development Goal (MDG) of the United Nations, it was widely viewed as a precondition for achieving gains in any of the MDGs. Now, as it builds its **Post-2015 Sustainable Development Agenda**, the United Nations is paying greater attention to governance. In a recent report, *A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development*, the UN identifies "peace and effective, open and accountable institutions" as among the top "transformative priorities" for the post-2015 agenda. The paper identifies national governments, local authorities and international institutions as among

¹ Swiss Confederation, *Message on International Cooperation 2013-2016*. Bern, 2013.

² OECD (Organisation for Economic Cooperation and Development), *Donor Approaches to Governance Assessments: 2009 Sourcebook*, Paris, 2009.

the key partners in this new global effort. Other priorities highlighted by the report are: leave no one behind, put sustainable development at the core, transform economies for jobs and inclusive growth, and forge a new global partnership of donor countries, new donors, developing country governments, civil society, and the private sector.³

As the international community mobilizes its ideas and resources and identifies targets for the next decade, it must address an array of challenges in which the role of governance—at multiple levels—is critical, including:

- 1) Navigating among a range of **global governance institutions** to manage a complex, volatile and multipolar world. All development actors—states, civil society and the private sector—are working to engage with an array of global governance institutions, including the G8, G20, OECD, United Nations, the International Monetary Fund and World Bank, as well as more informal groupings, particularly the new economic powers. The economic ascendance of China as well as that of India, Brazil, Russia, South Korea, Indonesia and others reflects new patterns of not only business and trade but also of geopolitical influence.⁴
- 2) Confronting **growing wealth inequality** within nations. In the Global North and the Global South alike, wealth has been increasingly concentrated in the hands of a small number of individuals and families. This poses risks to the economic mobility of families across generations, and increases the potential for economic elites to exert even more influence over the political process. Such analysis underscores the role of governments not only limiting corruption but also in taxing wealth within and across borders.⁵
- 3) Finding more effective ways of generating **good jobs** for more citizens. The International Labour Organization reports that the number of jobless citizens worldwide exceeds 200 million, with a disproportionate percentage of global unemployment concentrated among young people and the prospect of many in an entire generation never experiencing full-time employment. Moreover, many jobs that are available are temporary and low-wage and too often also unsafe; such precarious work increases poverty and heightens household and individual uncertainty. Identifying what levers governments possess to create and sustain good jobs is a pressing question everywhere.⁶
- 4) Productively engaging the **private sector** to contribute to better development outcomes. Whether development agencies target certain economic sectors or business stakeholders for direct support, or opt to enable a broader, positive investment climate, it is clear that governance capacity is critical in optimizing the contribution of the private sector to development outcomes. Donors can often achieve leverage by using ODA to catalyse private investment, but do not measure development impact in an in-depth manner.⁷ Among other things, ensuring that local and foreign companies adhere to national and international standards concerning local labour markets, human rights and the environment is

³ United Nations, *A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development*. New York, 2013.

⁴ World Bank, *Multipolarity: The New Global Economy*. Washington, DC, 2011.

⁵ Piketty, T., *Capital in the Twenty-First Century*, Harvard University Press, Cambridge, 2014.

⁶ International Labour Organization, *World of Work Report 2013*, Geneva, 2013.

⁷ European Centre for Development Policy Management, *Donor Strategies to Leverage Private Sector Investment Using ODA*, SDC, Bern, 2011.

an important role for governments and civil society alike, and development agencies can support this work.⁸

- 5) Addressing **climate change**. While economic concerns dominate much current global governance discourse, there are also strong constituencies that continue to press states and corporations to effectively address climate change. In the face of the world's continued reliance on fossil fuels, though, progress has been slow. However, featuring broad-based participation by civil society and states, the 2012 UN Conference on Sustainable Development (Rio+20) called for strengthened international institutions and agreed to set global sustainable development goals, drawing attention to key areas for action, notably **poverty eradication**, employment, food security, biodiversity, **water and sanitation**, **disaster risk reduction**, and **gender equity**, among others.⁹ More recently, the Intergovernmental Panel on Climate Change has underscored the importance of bold action by states to reduce carbon emissions, in part in order to permit citizens time to adapt to conditions that are becoming, in many parts of the world, hotter, drier and less food-secure.¹⁰
- 6) Managing **migration**. States and civic organizations are challenged to manage the movement of peoples within and across regions; such movements may be triggered by conflict, disaster or economic opportunity. Capable, accountable governments and strong labour markets are important incentives for potential migrants to remain in their home regions. For their part, receiving countries must put systems in place to not only control the flow of peoples across their borders, and disrupt the trafficking networks of organized crime, but also to support programs that foster the well-being and development of newcomers, and their economic, social and cultural integration.¹¹
- 7) Protecting **fundamental human rights**. The UN Declaration of Human Rights requires signatory governments to protect the basic human rights of all, especially women, the disabled, and ethnic, cultural and religious minorities. States must build the necessary legal and policy systems and skills to educate the public, and monitor and enforce the full range of civil, political, social and economic rights. In some cases, such as that of gay rights, the gap between the West and certain other parts of the world is growing, and causing tension. The work on such "new generation" rights is most effectively undertaken by broad-based international coalitions of governments, civil society and the private sector.
- 8) Supporting states to encourage **political freedom and participation** through political parties, democratic elections, civil society, and the media. Freedom of association, freedom of peaceful assembly, free expression in the social or mainstream media, and civil society organizations that are free from threats, intimidation and funding restrictions—these elements of political freedom and participation are crucial to healthy societies. In recent years, such freedoms have too often been curtailed by states in the name of security from terrorism or to ensure economic competitiveness.¹²

⁸ Three instruments aimed at assessing responsible corporate performance among multinational enterprises are the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy, the OECD Guidelines on Multinational Enterprises, and the UN Global Compact.

⁹ United Nations, *The Future We Want. United Nations General Assembly Resolution 66/288*, New York, 2012.

¹⁰ Intergovernmental Panel on Climate Change, *Climate Change: Impacts, Adaptation, and Vulnerability*, Geneva, 2014.

¹¹ International Organization for Migration, *World Migration Report 2013*, Geneva, 2013.

¹² The international civil-society umbrella organization, Civicus (civicus.org), has been active in campaigning for such freedoms for the civil society sector.

- 9) Intervening to stabilize and support **failed and fragile states**. The authority, legitimacy and capacity of governments can deteriorate to such an extent that they must be classified as failed or fragile states. In turn, fragility can give rise to conflict, violence, migration, the abuse of rights and the deepening of poverty. The international community must be capable of monitoring the problems of fragile states, and of taking steps, collectively, to help these states regroup and rebuild themselves.¹³
- 10) More generally, managing **complexity** and the “wickedness” of governance issues through learning and **adaptation**. The challenges faced by all actors in improving governance have led some practitioners and policy makers to revise their frameworks and tactics in this field.¹⁴ Noting the many failures of government capacity development initiatives in past decades, but learning from the “bright spots” in the field, one commentator has developed an emerging approach that calls for external intervenors to work as facilitators of internally led government processes, co-diagnosing, co-designing, co-acting and co-learning, in order to maximize success. Such an approach is non-linear, and requires the parties to understand “wicked problems,” tolerate ambiguity, and commit to and invest in continuous learning and adaptation.¹⁵

5 SDC's Governance Programming and Mainstreaming

Governance programming and mainstreaming in SDC is evident at an institution-wide level, both explicitly and implicitly. The five goals put forward in the Dispatch to Parliament on International Cooperation 2013-2016—preventing and overcoming crises and conflicts, creating access to resources and services, promoting sustainable economic growth, supporting the transition to democratic, free-market systems, and helping to shape sustainable globalization—all require strong public institutions and an active civil society on the ground if they are to be achieved. Moreover, the Message, or Dispatch, indicates that governance is a priority in addressing global challenges (e.g., through fiscal and administrative reform and improved trade policies), cooperation with developing countries (through decentralized governance and increased access to services), humanitarian assistance (e.g., via disaster risk reduction measures by governments) and cooperation with Eastern Europe (by strengthening human rights and democracy, modernizing public administration).

Indeed, in a companion document to the Dispatch to Parliament, the agency states that: “In the interests of sustainable development, the SDC promotes gender equality and good governance within the framework of all its activities.”¹⁶ Governance is thus one of two institution-wide, cross-cutting issues at SDC.

¹³ Several systems have been developed to rate and rank the evolving fragility of states, including the Failed States Index of the Fund for Peace and Carleton University's Failed and Fragile States project.

¹⁴ Some scholars have questioned the approaches adopted by development agencies to strengthening governance. In fact, some research shows that good governance is not associated with economic growth. Nor is there necessarily a causal relationship between aid and good governance, although aid can exert an amplification effect that reinforces the paths countries are already on. Nonetheless, development assistance provided via budget support has, in fact, enabled recipient governments to allocate more public resources to health and education. See Dijkstra, A.G. *Paradoxes around good governance, Inaugural Lecture*, 15 March 2013, Erasmus University, Rotterdam, 2013.

¹⁵ Armstrong, J. *Bright Spots: Improving International Capacity Development*, Palgrave Macmillan, Basingstoke, 2013.

¹⁶ Swiss Agency for Development and Cooperation (SDC), *The SDC – Reliable, Sustainable, Innovative*, Bern, 2013.

Some estimates put SDC's overall spending on governance at 30% of its total portfolio, with an estimated 20% of the budget being spent on governance programming and some 10% on governance as a transversal issue in other thematic areas or sectors. The governance evaluation will examine this estimate. And, while there is currently no central institutional "home" within the agency for governance, it is the focus of many projects and networks across all of SDC's divisions. Projects in developing and transition countries have focused on, for example, justice sector reform, electoral assistance, municipal provision of water services, and NGO capacity building. Among the SDC-wide networks, the Democratization, Decentralization and Local Governance Network (DLGN), hosted by the Eastern Europe Division, is very active in providing tools and information on these subjects across the agency. But other networks dealing with, for instance, conflict, gender, development effectiveness, or water, necessarily have a strong governance component in their work. There are also relevant regional level networks, such as the governance network in francophone West Africa, regional meetings on governance in Latin America, and a network on water and sanitation in the West Balkans that are concerned with governance.

SDC's work on governance is subject to the same pressures and challenges that the agency faces in designing and delivering its development cooperation program as a whole. As a recent OECD peer review pointed out, Switzerland must continue to work at: using a whole of government approach in developing countries, concentrating on a limited number of priority countries and development themes (and finding ways to exit other countries and regions), finding synergies with other donors, providing guidance for scaling up and replicating innovative projects for greater impact, using country systems to deliver its aid, and focus its humanitarian assistance on areas where it has comparative advantage.¹⁷

A reorganization process has been underway at SDC for the past five years. One important feature of this reorganization has been to give more decision-making authority to Country Offices (COOFs). This means that headquarters staff set the policies and frameworks for program planning and management, but that COOF teams drive the decisions on overall goals, priority domains or themes, and the projects and other modalities proposed to advance those priorities.

A second feature of the reorganization has been to create a "matrix organization" by embedding specialized thematic functions in networks that are hosted by line divisions but provide services and information to the agency as a whole. There are presently 11 such networks. A separate evaluation is assessing their effectiveness and efficiency.

In 2013, the Quality Assurance (QA) group in SDC introduced updated guidelines for elaborating country cooperation strategies. At the core of this approach is a results framework that specifies the results objectives, priorities and impact hypotheses, by the domain of intervention. The mix of instruments, modalities and partnerships to be used to implement the strategy is also set out (Annex C presents this results framework in summary form.) In turn, this framework is to be used to prepare annual reports on Switzerland's activities and contributions to the targeted outputs and outcomes. Monitoring and reporting emphasize learning, accountability and risk management. The country strategy is informed by the MERV (Monitoring System for Development Relevant Trends), the SDC tool for monitoring changes in the country context. The QA guidelines call on SDC to work with other Swiss units (particularly the State Secretariat for Economic

¹⁷ Organisation for Economic Cooperation and Development, *OECD Development Cooperation Peer Review: Switzerland*, 2013, Paris, 2013.

Affairs (SECO) as well as Political Affairs and Human Security within the Federal Department of Foreign Affairs (FDFA)) to develop joint country strategies.^{18,19}

6 Cooperation with the Dutch Governance Evaluation

In early 2014, in the spirit of the Paris Declaration and the OECD Development Assistance Committee (DAC) Evaluation network, the Evaluation and Controlling division of SDC and the Policy and Operations Evaluation Department (IOB)²⁰ of the Dutch Ministry of Foreign Affairs agreed to cooperate on a pilot basis on the evaluation of their respective governance programming. With a view to optimizing relevance and learning, the agencies have directed their evaluation units, governance experts and evaluation teams to work together to: develop a common analytical framework for the two evaluations; share information on methodologies, work plans and case study countries; and engage in periodic exchanges as the evaluations proceed. Annex D depicts this joint process.

To begin this effort, a Swiss-Dutch workshop involving these participants was held in The Hague on February 17, 2014. The two evaluation team leaders had prepared a discussion paper setting out some of the key issues for a possible common analytical framework (CAF). Presentations and discussions at the workshop highlighted several important attributes of governance improvement interventions, notably: they are complex, “wicked” problems and not subject to simple technical solutions; success depends on changes in behaviour and relationships; the how (process) is as important as the what (content); broad-based, authentic ownership and inclusion is necessary; non-technical issues such as culture, trust, confidence and adaptive capacity must be understood and engaged.²¹

Accordingly, the two evaluation teams agreed that their respective evaluations should integrate eight “framing principles” in the design and conduct of their work: local problem definition; legitimacy; tangible political gains; experimentation and behavioural change; role of external actors; integrative change and learning; institutional capacity; and stakeholder participation.^{22,23} Annex E sets out the types of evidence that could be collected and analysed in assessing performance in each of these areas. Further, in implementing the CAF, the teams will pay special attention to: the *how* of governance; processes and intangibles that are difficult to measure; stakeholder involvement and ownership in the design of governance interventions; positive outliers; learning, experiments and adaptation; and issues of failure and risk management.

With regard to the country case studies, it was agreed that SDC and IOB would facilitate exchanges and connections among the two teams for Rwanda (a Dutch case study country) and Bolivia (a Swiss case study country), in particular.

¹⁸ Quality Assurance, *Guidelines for Formulating Country Strategies*, Bern, SDC, 2013.

¹⁹ Quality Assurance, *Annual Report 2013 Guidance*, Bern, SDC, 2013.

²⁰ Evaluation and Controlling Division, *Concept Note: Joint Evaluation Pilot IOB* (Netherlands) – SDC (Switzerland), Bern, 2014. Also see IOB. *Good Governance: Democratization, promotion of rule of law and control of corruption. Terms of Reference. IOB Policy Review*, The Hague, 2013.

²¹ Armstrong, J., *Bright Spots: Improving Governance Initiatives*, Presented to the Joint Swiss-Dutch Workshop on Governance Evaluation, The Hague, 2014.

²² Ibid.

²³ Armstrong, J., *Bright Spots: Improving International Capacity Development*, Palgrave Macmillan, Basingstoke, 2013.

7 Key Issues, Questions and Areas of Focus

Initial document review, key person interviews and consultations with the Core Learning Group during the Inception Phase, as well as interactions with the Dutch governance evaluation team, assisted the evaluation team in clarifying the key issues, questions and areas of focus for the assessment of SDC's governance programming and mainstreaming.

7.1 Definitions, Discourse and Assets

At its simplest, governance has been defined as “the way in which power is exercised at different levels of society”²⁴ in the public domain. However, the broad and diverse content and processes of governance also make it complicated. Within a country, governance can be said to involve “supply-side” actors (government ministries, commissions, municipalities) and “demand-side” actors (civil society associations, the media) working at multiple levels—national, regional and local—on multiple issues (e.g., constitutional reform, fiscal management, anti-corruption measures, justice systems, elections, provision of services, natural resource management, disaster response, and so on). The substance of governance is not only laws and regulations, but also political and organizational cultures, custom and tradition, and informal as well as mandated power. Given finite resources and capacities, SDC must necessarily be selective in its approach to advancing good governance. The agency has established five principles to guide its work in this area: accountability, transparency, non-discrimination, participation and efficiency.²⁵

Governance has been part of the discourse of development cooperation for more than 25 years. The content of this discourse has been shaped and reshaped by changing political priorities and professional paradigms. Throughout this period, governance has remained an important dimension of the development process. Indeed, like many development analysts, a number of SDC staff members argue the fundamental importance of good governance as *the* critical condition for successful development. However, with its multiple layers and domains, and its sprawling menu of ideas and organizations, achieving positive, meaningful and timely results can be challenging, to say the least. New lines of thinking around governance note that it houses “wicked” problems that are socially complex, highly contextual, defy “right” or “wrong” answers, and are vulnerable to unintended consequences. Moreover, changes in behaviour, relationships and cultures in governance can take generations to be realized.²⁶ Governance is, especially, the terrain of intangibles, including legitimacy and credibility, mutual trust, leadership and identity. Finally, the stakes are high; established patterns of power may be threatened, heightening the risk of conflict.

As a development agency, SDC faces these challenges. However, it also has important assets to draw upon and mobilize. First, staff members have a detailed professional understanding of governance, especially as a transversal theme. Second, SDC has built a long track record of work in governance across different sectors and domains, and at various levels, with a special interest and expertise in local government. Third, SDC makes a substantial financial commitment to governance. Currently, as much as 30% of SDC's programming budget is devoted to governance as a domain and as a transversal theme. And within all major Divisions within the agency, staff members have substantial professional experience with governance programming in diverse countries and sectors.

²⁴ SDC, *Governance as a Transversal Theme*, Bern, 2007, p.3.

²⁵ SDC, *Governance as a Transversal Theme*, Bern, 2007.

²⁶ Armstrong, J., *Bright Spots: Improving International Capacity Development*, Palgrave Macmillan, Basingstoke, 2013

Governance is thus a *de facto* priority for SDC. Yet, a number of staff members have pointed to the absence of an over-arching conceptual framework for, and a clear organizational positioning of, governance. At the same time, some SDC interviewees noted the complexity and diversity of governance activities and the difficulty of measuring its success in quantifiable ways.

7.2 Key Issues

The Inception process brought a number of issues to the fore for the evaluation team. These issues include:

- * The importance of global governance initiatives in the post-2015 period;
- * The importance of economic governance of international and local firms in a global economy;
- * The lack of an institutional home and comprehensive concept for governance across SDC;
- * Efforts to realize the benefits of a whole-of-government approach in Swiss Embassies in developing countries;
- * The particular comparative advantages and value added of Switzerland compared with other external and internal actors;
- * Evidence of the particular contributions of Switzerland to governance results;
- * Evidence of connections and synergies between local-level and national governance work;
- * Examples of experiments, innovation and scaling up of models and programs;
- * The capacity of reporting systems to capture downstream outcomes and impacts at the macro, meso and micro levels, and their possible vertical interactions;
- * The role and effects of institutional learning and knowledge management;
- * The workload and manageability issues associated with using networks to support programs in the field.

The examination of these issues has been embedded in various data collection tools for this evaluation, including the governance mapping tool, the assessment matrix and the targeted questions for stakeholder groups in the case study countries (see the Annexes).

7.3 Questions

Furthermore, other important questions are highlighted in the SDC-IOB common analytical framework and are particularly relevant to SDC personnel who have been involved in starting up and monitoring governance projects, including:

- * Whose idea was the project, initially? Where did the problem diagnosis on which basis the project was designed come from? Were local stakeholders involved in this diagnosis? Who exactly was involved, and what were the different ideas?
- * Were there any tangible or intangible pay-offs/benefits from the project foreseen for local politicians or other stakeholders? What were/are these pay-offs/benefits?

- * To what extent were local stakeholders involved in the formulation of objectives and in project design? Who exactly was involved, and what were the different ideas?
- * What were the underlying assumptions on relationships between project outputs and outcomes, and between governance outcomes (participation, accountability) and impact, for example improved service delivery? How were the outcomes envisaged to come about and through which processes?
- * Did project design allow for incremental steps, and for iterative learning and feedback processes?
- * When risks had been identified at the start, what has been done to mitigate these risks? Has there been any possibility or attempt to convert these risks, or possible failures, into opportunities for adaptive learning? Or for creating more local ownership of the project?
- * To what extent have local stakeholders been involved in project monitoring?

Through document review, interviews and fieldwork, the evaluation team will explore these questions for selected projects in case study countries.

7.4 Areas of Inquiry

Inception activities confirmed the thematic focus of the evaluation on water and disaster relief reduction, and also reinforced an emphasis on local / municipal governance, particularly in the case study fieldwork. With regard to networks, the evaluation will devote special attention to the DLGN, and will also examine the work of the Conflict / Human Rights Network, the Gender Network, Aid Effectiveness Network, and regional networks on governance in West Africa, and water and sanitation in the West Balkans.

In geographic terms, the evaluation will be focused on the three case study countries—Bolivia, Mozambique and Bosnia and Herzegovina—where project-level fieldwork will be undertaken. However, Inception activities indicated that desk studies and key person interviews should also be used to assess SDC's performance in governance programming and mainstreaming in a number of other regions and countries, including the Latin American region, Nicaragua; West Africa, Benin and Mali; North Africa, the Middle East; Rwanda; West Balkans, Macedonia; and Bhutan, Nepal and Mongolia.

8 Evaluation Methodology

8.1 General Approach

Overall, the evaluation carried out here will adhere to DAC's 2010 Quality Standards²⁷ for Development Evaluation and to SDC's 2013 Evaluation Policy.²⁸ The general approach to this evaluation is theory-based, management-oriented and uses a mix of methods. There are five main elements that define the methodology to be used by the SDC governance evaluation:

²⁷ Development Assistance Committee, *Quality Standards for Development Evaluation*, OECD, Paris, 2010.

²⁸ Evaluation and Controlling Division. *Evaluation of SDC's Performance Governance Programming and Mainstreaming*. Bern, 2014 (February 6, 2014; revised February 28, 2014).

- 1) **A Results Orientation:** Through document review, key-person interviews, field site visits and learning events, the evaluation team will collect and analyse data on the results of SDC-supported governance interventions. These results will include out-puts, outcomes and, where the data are available, long-term impacts, and they may occur at various levels: macro (policy), meso (institutional and program) and micro (community, households and individual). Some results may be intangible; some may be unintended, both positive and negative. Particular attention will be paid to the results frameworks utilized currently and in the recent past by SDC programs.²⁹
- 2) **Theory of Change:** As these results are gathered, they will be tested against the theories of change (TOCs) explicitly or implicitly guiding SDC governance interventions of a targeted or cross-cutting nature. Again, the current results frameworks being used by country and other programs, and their impact hypotheses will be used to identify and examine such TOCs (though results statements in themselves may not constitute TOCs). The evaluation team will review the appropriateness of these theories of change and evidence of their adjustment or adaptation over time. The team's application of theory of change is guided by the work of Funnell and Rogers,³⁰ Rogers³¹ and others.
- 3) **Contribution Analysis:** The evaluation team will use triangulation and contribution-story development in conducting an analysis of the particular, identifiable contribution of SDC's support to the results achieved by a program, project or initiative. Such contribution analysis will be conducted for selected interventions in case study countries and in certain other files via desk study. The evaluation team's use of contribution analysis is informed by Mayne³² and Leeuw,³³ in particular.
- 4) **Developmental Evaluation:** Developmental evaluation is an approach to performance assessment that supports innovation in complex environments, provides rapid feedback to program managers, nurtures learning and promotes adaptation.³⁴ In the SDC governance evaluation, the learning process will focus on SDC stakeholders and will be animated through participatory events, both face-to-face and via video-conference, with the Core Learning Partnership at SDC HQ and the COOF Core Learning Groups (CLGs) in the three case study countries.
- 5) **Analytic Framework:** The evaluation will utilize an analytic framework for assessing governance programs and projects based on eight core criteria that are informed by OECD aid-effectiveness principles, SDC governance principles, and recent international thinking in the governance field. The core criteria are presented in Figure 1 and include: relevance and legitimacy; coherence and coordination; accountability and transparency; ownership, participation and non-discrimination; efficiency; outcomes and sustainability; adaptive learning; and capacity development. The definitions for each criterion have been developed primarily on the basis of OECD definitions (see Annex F).

²⁹ Morra-Imas, L. and R. Rist, *The Road to Results: Designing and Conducting Effective Development Evaluations*, World Bank, Washington, D.C., 2009.

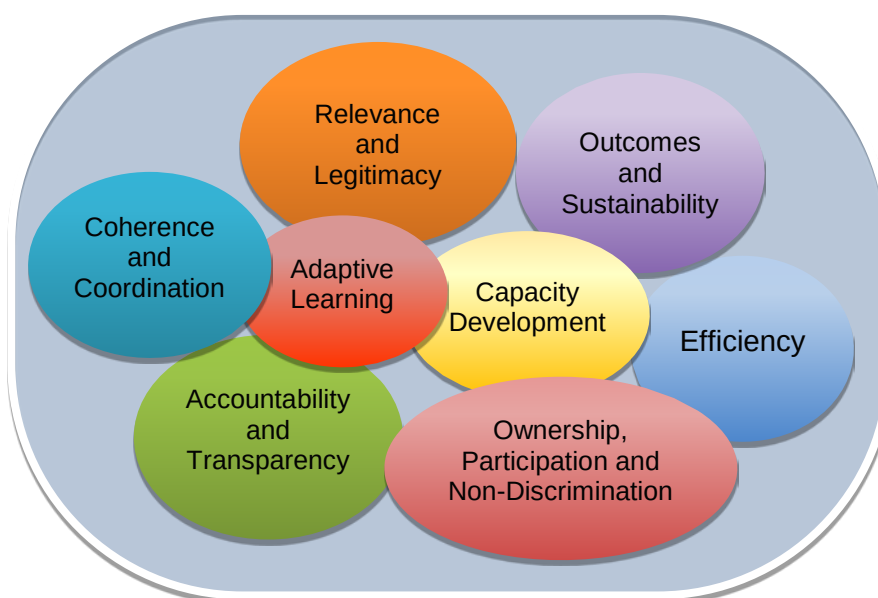
³⁰ Funnell, S.C. and P.J. Rogers, *Purposeful Program Theory*, Wiley, London, 2011.

³¹ Rogers, P.J. *Using Program Theory to Evaluate Complicated and Complex Aspects of Interventions*. *Evaluation*, 14(1), 2008, 29-48.

³² Mayne, J. *Making Contribution Claims*, Presentation to the International Program for Development Evaluation Training. World Bank and Carleton University, 2011.

³³ Leeuw, F.L. Linking Theory-based evaluation and contribution analysis: three problems and a few solutions, *Evaluation*, 18(3), 348-363.

³⁴ See Patton, M.Q. *Developmental Evaluation: Applying Complexity Concepts to Enhance Innovation and Use*, Guilford, New York, 2010.

Figure 1: Core Evaluation Criteria

8.2 Assessment Matrix

The main operational tool for the analytic framework of the SDC Governance Evaluation is the Assessment Matrix. This Assessment Matrix is presented as Table 1. The Matrix aims at creating a rubric for determining the extent to which governance interventions can be rated as either: 1) good to excellent; 2) satisfactory to good; or 3) unsatisfactory to satisfactory. The Matrix sets out detailed performance statements for each of the core evaluation criteria across the three rating classifications. Note that not all interventions will necessarily conform to all performance statements within a classification. It is also anticipated that the performance of a given intervention will vary across evaluation criteria. That is, a program or project may rate good to excellent on, say, relevance and legitimacy, but only satisfactory to good on coherence and coordination, and perhaps unsatisfactory to satisfactory on outcomes and sustainability. Using the matrix will enable the evaluation team to examine and assess the performance of individual interventions in a precise as well as common manner across aid channels, intervention strategies, levels, sectors and countries.

Table 1: Governance Evaluation Analytical Framework: Assessment Matrix

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
RELEVANCE & LEGITIMACY	<i>The Governance program/project is:</i> ✓ Directly pertinent and responds to major governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with many of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Wholly driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by most key development actors.	<i>The Governance program/project is:</i> ✓ Indirectly pertinent and responds to some governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with some of the major governance policies and priorities stated in the government's national development and core governance strategies; ✓ Substantially driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by several key development actors.	<i>The Governance program/project is:</i> ✓ Not pertinent nor does it respond to major governance challenges facing the country, as stated by national development actors; ✓ Not aligned with any of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Not driven by national governance agendas; ✓ SDC is viewed as self-interested, untrustworthy and as having limited value added by some partners.
COHERENCE & COORDINATION	<i>The Governance program/project:</i> ✓ Fully takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ Fully factors in Swiss diplomatic, commercial and cooperation	<i>The Governance program/project:</i> ✓ To some extent takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ To some extent factors in Swiss diplomatic, commercial and	<i>The Governance program/project:</i> ✓ Does not take account of national / local factors other than those related to cooperation into analysis, planning, risk mitigation and program adjustment processes; ✓ Does not factor in Swiss interests

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	interests into analysis, planning, risk mitigation and program adjustment; ✓ Has effective built-in mechanisms to promote synergies between diverse national / local government, civil society, and private sector development actors ✓ Has built-in mechanisms to forge synergies between diverse Swiss and international cooperation actors.	cooperation interests into analysis, planning, risk mitigation and program adjustment; ✓ Has some good built-in mechanisms to promote synergies between diverse national / local, civil society and private sector development actors; ✓ Has some useful but <i>ad hoc</i> or sporadic mechanisms to forge synergies between diverse Swiss and international cooperation actors.	other than those related to cooperation into analysis, planning, risk mitigation and program adjustment; ✓ Has few or weak built-in mechanisms to promote synergies between diverse national / local, civil society and private sector development actors; ✓ Has very few or rather weak mechanisms to forge synergies between diverse Swiss and international cooperation actors.
ACCOUNTABILITY and TRANSPARENCY	<i>The Governance program/project:</i> ✓ Is regularly validated and adjusted based on consultations and mutual agreements or suggestions from national/local counterparts; ✓ Systematically, openly and broadly shares performance information with national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Systematically and openly shares performance information, including	<i>The Governance program/project:</i> ✓ Is validated or adjusted at least once a year during consultations and mutual agreements with national / local counterparts; ✓ In increasingly sharing more information with a growing range of national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Is increasingly sharing more performance information, including challenges and unexpected results,	<i>The Governance program/project:</i> ✓ Is experiencing tensions with major national / local counterparts and/or negotiations are held only for a new Country Strategy; ✓ Only sporadically shares select information with a few select national/local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Sporadically shares performance information, including challenges and unexpected results, with SDC

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.	with SDC HQ, other Swiss Departments, Swiss political actors and public.	HQ, other Swiss Departments, Swiss political actors and public.
OWNERSHIP, PARTICIPATION and NON-DISCRIMINATION	<i>The Governance program/project:</i> ✓ Is co-designed between SDC and national / local counterparts from its inception; ✓ Channels a significant amount of funds through existing national/local systems; ✓ Is implemented by and builds the capacity of existing national/local institutions and staff; ✓ Systematically promotes and directly incorporates participation of government, civil society and the private sector actors in planning, implementation, M&E and learning processes; ✓ Systematically consults the needs and incorporates the views and recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.	<i>The Governance program/project:</i> ✓ Is supported by consultation between SDC and national / local counterparts at some point during its planning; ✓ Channels at least some funds through existing national/local systems; ✓ Builds the capacity of existing national/local institutions and staff even if not implemented by them; ✓ Promotes participation but does not directly incorporate the participation of all three – government, civil society and the private sector – actors or, treats such actors mainly as “project implementors”; ✓ Assesses the needs but does not incorporate the views or recommendations of beneficiaries, including vulnerable groups, such as the very poor, women, youth and indigenous persons, albeit in an <i>ad hoc</i> or sporadic manner.	<i>The Governance program/project:</i> ✓ Is not supported by consultation between SDC and national / local counterparts before it begins implementation; ✓ Does not channel funds through existing national / local systems; ✓ Neither builds the capacity of existing national / local institutions or staff, nor is implemented by them; ✓ Promotes participation in principle (i.e., in its stated objectives or public communications) but does not put participatory approaches directly into practices; ✓ Does not genuinely consult nor take into account the views / recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
OUTCOMES and SUSTAINABILITY	<i>The Governance program/project:</i> ✓ Has achieved all or most of its intended medium-term outcomes; ✓ Has achieved significant positive, unintended outcomes; ✓ Has responded to, and mitigated in a timely fashion, any negative, unintended outcomes; ✓ Has worked with stakeholders to mobilize sufficient support and resources to sustain its main outcomes over the next ten years.	<i>The Governance program/project:</i> ✓ Has achieved some of its intended medium-term outcomes; ✓ Has achieved some significant positive, unintended outcomes; ✓ Has generally or partially mitigated any negative, unintended outcomes; ✓ Has mobilized some of the support and resources necessary to sustain its main outcomes over the next five to ten years.	<i>The Governance program/project:</i> ✓ Has achieved few, or none, of its intended medium-term outcomes; ✓ Has achieved no significant positive, unintended outcomes; ✓ Has failed to mitigate any negative, unintended outcomes; ✓ Has not been able to ensure the ongoing sustainability of its main outcomes in the years ahead.
EFFICIENCY	<i>The Governance program/project:</i> ✓ Always uses both financial and human resources in optimal fashion to achieve meaningful results; ✓ The costs of the project are always appropriate to the results achieved; ✓ Always finds ways of achieving cost efficiencies.	<i>The Governance program/project:</i> ✓ Frequently or sometimes uses both financial and human resources in optimal fashion to produce meaningful results; ✓ The costs of the project are usually proportionate to the results achieved; ✓ Often or sometimes achieves cost-savings or efficiencies.	<i>The Governance program/project:</i> ✓ Rarely or never uses financial and human resources in an optimal way ✓ The costs of the project are almost always excessive relative to the results achieved; ✓ Rarely, if ever, achieves visible cost savings or efficiencies.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
ADAPTIVE LEARNING	<i>The Governance program/project:</i> ✓ Systematically shares, validates, and adapts its governance theory/ies of change, core assumptions and lessons learned; ✓ Systematically monitors, evaluates, disseminates and communicates both expected and unexpected governance results, best practices and challenges; ✓ Openly identifies problems and takes corrective measures in a timely and constructive manner. ✓ Systematically and actively fosters individual learning and collective knowledge-sharing and learning opportunities among staff and among partners.	<i>The Governance program/project:</i> ✓ Develops and shares its governance theory/ies of change, core assumptions and lessons learned, but does not adapt these to changing circumstances; ✓ Makes genuine efforts to monitor, evaluate, disseminate and communicate governance results but either is having technical difficulties doing so or, is particularly reluctant to disclose unexpected results and challenges; ✓ Openly identifies problems but has difficulties translating these into corrective measures; ✓ Is better at fostering individual learning opportunities than encouraging collective knowledge-sharing opportunities among staff and partners or, offers such opportunities mainly in an <i>ad hoc</i> or responsive manner rather than doing so proactively.	<i>The Governance program/project:</i> ✓ Does not make its theory/ies of change, core assumptions and lessons learned explicit nor public; ✓ Mainly monitors outputs and inputs for the internal use of SDC; ✓ Operates within an organizational culture where problem-identification is avoided; ✓ Mainly supports one-off individual learning opportunities but rarely dispenses time or money for ongoing individual learning or collective knowledge-sharing opportunities among staff and partners.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
CAPACITY DEVELOPMENT	<i>The Governance program/project:</i> ✓ Has permanently embedded a well-funded capacity development function; ✓ Has significantly strengthened the core capacities of most of its delivery agents and partners; ✓ Makes full, and continuous use of both internal and external processes for capacity development.	<i>The Governance program/project:</i> ✓ Makes genuine, regular efforts to support and fund the capacity development function; ✓ Has significantly strengthened some of the core capacities of some of its delivery agents and partners; ✓ Makes some use of both internal and external capacity development processes.	<i>The Governance program/project:</i> ✓ Does not place a priority on capacity development or fund it adequately; ✓ Has not significantly strengthened the core capacities of its delivery agents and grantees, but has sometimes helped to develop some other capacities among its key stakeholders; ✓ Occasionally uses either internal or external capacity development processes.

Glossary of Definitions:

Sources:

OECD/DAC, Glossary of Key Terms in Evaluation and Results-Based Management. OECD/DAC. Paris, France 2002;
OECD/DAC, Paris Declaration on Aid Effectiveness. OECD/DAC. Paris, France, 2005.

8.3 Data Collection

Data for the SDC governance evaluation will be collected in three main ways: through extensive document and file review (desk study), via SDC's intranet and through direct collection of reports and studies; key person interviews in SDC headquarters and in the case study countries; and field-site visits to selected programs and projects in the case study countries. In some cases, it may be possible for evaluation team members to observe a sample of ongoing project activities (e.g., workshops, conferences, online discussions). Finally, the deliberations of the core learning groups for the evaluation in HQ and in the Country Offices (COOFs) will also generate data for analysis by the team.

8.4 Country Case Studies

Working closely with the evaluation team's national consultants and in conjunction with the staff of Swiss Country Offices in Bolivia, Mozambique, and Bosnia and Herzegovina, the evaluation team will plan and carry out a program of site visits and key-person interviews with project leaders and other stakeholders for a sample of governance interventions in each of the case study countries. At the beginning and the end of these field missions, the senior evaluation consultants will animate workshops with the CLG for the evaluation at each COOF. They will also lead a follow-up videoconference workshop with the CLG in each country, to validate case study findings and explore areas for improvement.

A suite of seven tools will be used in the conduct of the case study fieldwork. First, overall, the case studies will be guided by the main Assessment Matrix set out above (Section 8.2; Figure 1; Table 1) and the definitions of its eight core criteria (Annex F). Second, a common set of questions based on the framework will be used in the key-person interviews with stakeholders and partners to be undertaken for case study fieldwork. These questions are included as Annex G. Third, a tool for summarizing data for each project or program will be used (Annex H). Fourth, a common country-level assessment tool will be used to roll-up findings for each case study country (Annex I). This tool provides for an overall rating for the SDC country program's performance on the eight core evaluation criteria. Fifth, a similar rating tool will be used to summarize data for other SDC governance programming and mainstreaming (Annex J). Sixth, an SDC-wide assessment tool will be employed. This tool will enable the evaluation team to roll up all of its findings from the case study country studies, document and portfolio review and key-person interviews at SDC-HQ (see Annex K) and to arrive at an overall rating for the performance of the Agency. Finally, a governance interventions mapping tool will be utilized by the evaluation team to plot the positioning of governance interventions on a grid for both country programs and SDC as a whole (Section 8.5 below and Annex L).

A common reporting template will be used across the three case studies. The report to be prepared for each case will include the following sections: executive summary; introduction; country context; country strategy; governance programming; governance as a cross-cutting issue; results at the country, project and population levels; findings and implications; lessons; possible areas for change; options for future strategy; and annexes.

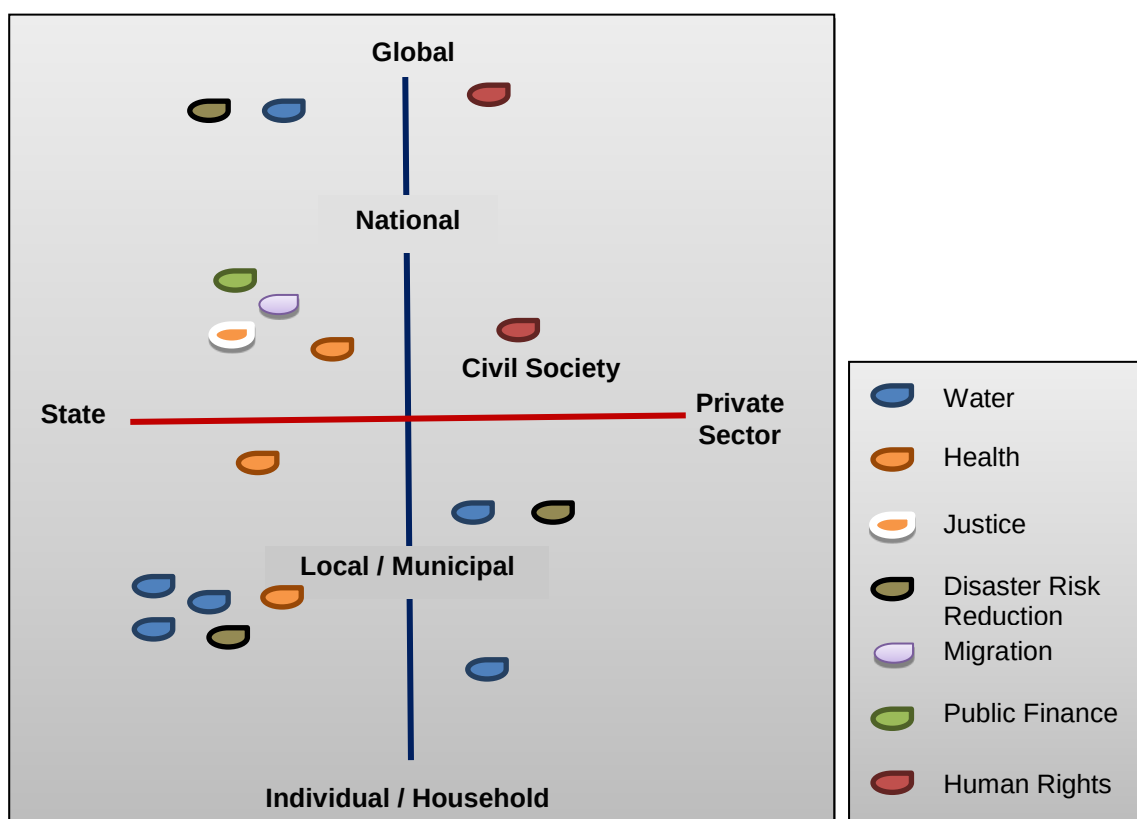
8.5 Mapping Tool for Governance Interventions

The evaluation team will use a mapping tool to plot on a grid the various governance programs and projects operating in the case study countries. The basic Mapping Tool is presented as Annex L, while Figure 2 depicts a sample grid which has been populated

with a range of governance interventions. In particular, this tool will be used in the collective learning process at the case study country level. Each case study team will present this tool to facilitate a discussion of the country program with the COOF CLG at the initial Briefing Meeting. Once a comprehensive map is produced and refined by the group, the CLG will be asked to reflect on three questions: 1) Which interventions have been most successful, and why? 2) What have been the major obstacles faced by these projects and how have (or could have) these obstacles been overcome? 3) To what extent are there effective relationships across interventions, either vertically or horizontally, and how could these relationships be strengthened?

To drill down more deeply, the Assessment Matrix will be introduced. CLG members will be invited, first, to comment generally on the validity and ways of applying the criteria and performance statements. Next, the CLG will be asked to use the matrix to assess two or three key projects, rapidly, by rating them with scores of 1 to 3 on each criterion. The results of this exercise will be discussed. The evaluators will then reintroduce the map in order to pose the question: For the 2017-2020 Dispatch on Swiss development cooperation, are there areas for change that should be pursued in SDC's governance programming and mainstreaming? This discussion will set the stage for the deliberations of the Debriefing Meeting with the CLG.

Figure 2: Governance Interventions Mapping Tool



Upon completion of the individual case study fieldwork, including the three CLG processes, the evaluation team will compare findings and implications across case countries. The findings for the Mapping Tool process will be compared for the three countries, as will the findings for the Assessment Matrix and for the Country Assessment Tool. Similarities and differences across the case study countries will then be analyzed, with special attention to ratings and performance assessments for the eight core evaluation criteria. In turn, this comparative analysis will inform the preparation of the overall SDC governance evaluation report.

8.6 Toward a New Analytic Framework for Governance

Furthermore, it is the intention of the evaluation team to work with the CLP HQ and country CLGs, to reflect on, and collectively produce, a new analytic framework for planning and designing, implementing and monitoring and evaluating SDC's governance programming and mainstreaming over the next five to ten years. Building on SDC's earlier principles and guidelines, and current programming templates, this new analytic framework will be generated through the deliberations of the in-country workshops as well as other evaluation activities. The video-conferences with the three COOFs, and the CLP meeting in June 2014 in Bern, will be the first opportunities for the evaluation team to present a working model of this framework, to validate it and, if merited, to refine it. The framework will be both a learning product of the evaluation and a practical tool for action by SDC.

8.7 Evaluation Report Contents

The overall final evaluation report to be prepared by the team will include at least the following sections: executive summary; introduction, background, purpose and methods; definitions and international experience with governance; definitions, organization and activities in governance in SDC; results and findings for governance programming; results and findings for governance mainstreaming; results and findings for international policy; implications for policy, organization and institutional learning; areas for possible change; strategic orientation for the future; and annexes, including country case studies.

9 Deliverables and Due Dates

The main deliverables and activities for this evaluation and their due dates are as follows:

- * Inception Mission: February 18-25, 2014
- * Inception Report: March 10, 2014
- * Country Field Missions: April 2014
- * Preliminary Field Findings: May 1, 2014
- * Videoconferences with COOF CLGs: .. May-June 2014
- * Additional Fact Finding Mission: June 23-27, 2014
- * Full Draft Report: July 31, 2014
- * Synthesis Workshop: September 17-18, 2014
- * Management Response: October 2014

A more detailed listing of evaluation deliverables and activities and their target dates is presented in the Approach Paper.



Schweizerische Eidgenossenschaft
Confédération suisse
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Federal Department of Foreign Affairs FDFA
Swiss Agency for Development and Cooperation SDC
Evaluation and Corporate Controlling Division

DRAFT

Evaluation of SDC's Performance in Governance Programming and Mainstreaming

Approach Paper

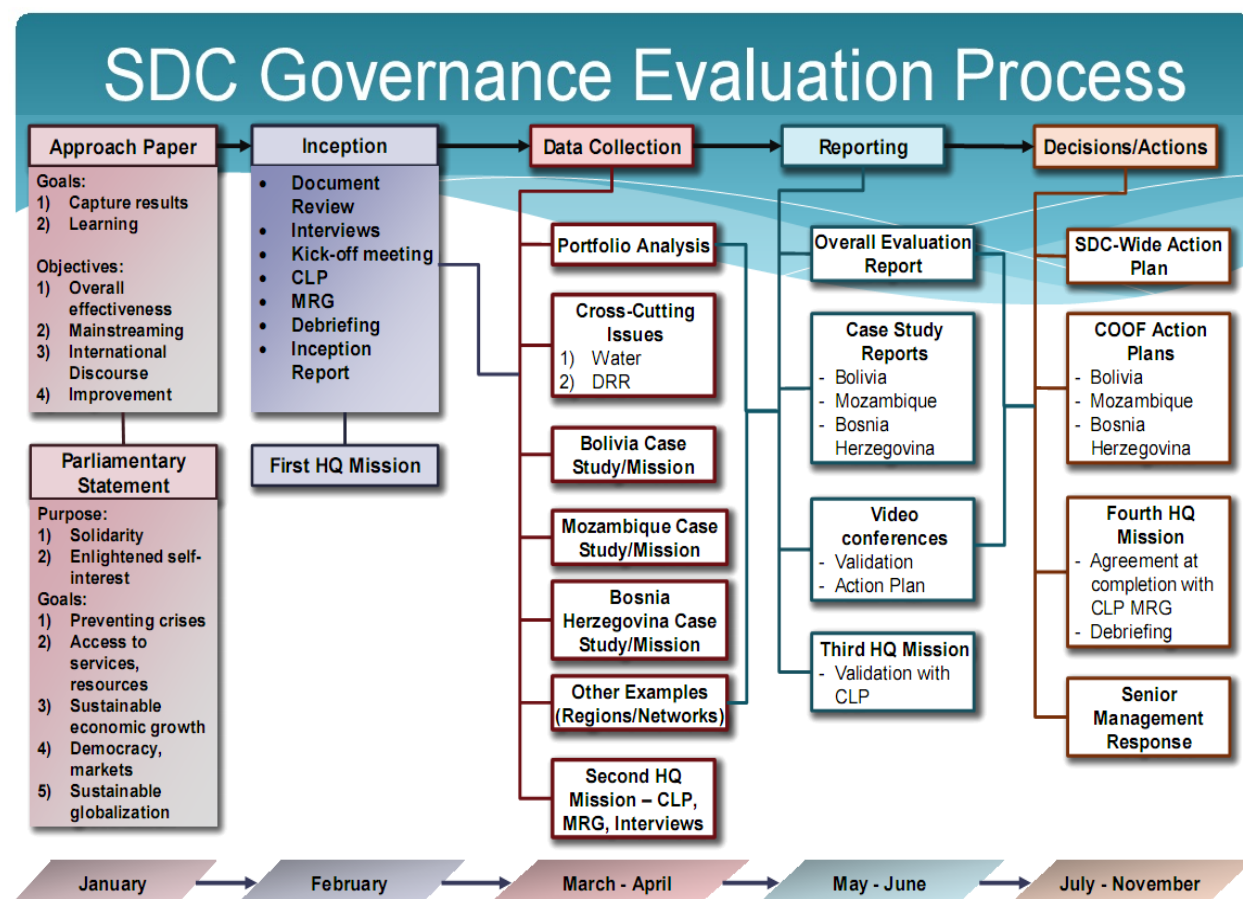
February 6, 2014

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10 Schedule of Activities

The schedule of activities for the SDC governance evaluation is presented in Figure 3.

Figure 3: SDC Governance Evaluation Process



11 Evaluation Management

The Senior Evaluation Advisor will supervise this evaluation on behalf of SDC, liaise with the Core Learning Partnership and Management Reference Group at SDC HQ, organize the Inception Mission interviews, meetings and document collection, support communication between the evaluation team and the COOFs in the case study countries, and cooperate with her counterpart in the Dutch IOB. The Team Leader of the evaluation team will oversee and manage all aspects of the implementation of the evaluation, including data collection and analysis, report preparation and facilitation of the series of workshops with the CLP. He will also liaise with his counterpart with the Dutch governance evaluation. The Senior Evaluation Consultants for the SDC evaluation will lead the planning and implementation of the fieldwork in each case study country, liaise with COOF office, supervise the work of the national evaluation consultant, facilitate workshops and video-conferences with the COOF CLG, and lead the preparation of the case study report.

Annex A: Documents Collected

General

Document Title	Date	Author(s)	Publisher	Document Type	Language
SDC's Engagement in Fragile Contexts: No Risk, No Impact?	Nov, 2013		Federal Department of Foreign Affairs (FDFA) – SDC	A&P Discussion Paper	English
Policy Coherence for Development (PCD): OECD countries' approaches and Switzerland's perspectives	Feb, 2013		Federal Department of Foreign Affairs (FDFA) – SDC	Policy Brief	English
Positionierung des Menschenrechtsansatzes in der reorganisierten DEZA	Sep, 2008		SDC	Memo	German
Herausforderungen und Handlungsmöglichkeiten für die Entwicklungspolitik	Apr, 2012		Direktion für Entwicklung und Zusammenarbeit DEZA Sektion Analyse & Politik –SDC	Policy Brief	German
Democracy Support and Local Development Swiss Development Cooperation at Work	Jan, 2013		FDFA –SDC	Policy Brief	English
Understanding global governance and its relevance for SDC: Concept for a background study (draft)	Feb, 2014		Ximpulse	Concept Study	English
Guidance for field offices: SDC/SECO Implementation of Busan Commitments	ND			PowerPoint	English
Busan Global Partnership Architecture	ND			PowerPoint	English
A NEW DEAL for engagement in fragile states	ND		International Dialogue on Peace Building and State building	Briefing Note	English
SDC External Evaluations - Formatting Instructions	Feb, 2012		Federal Department of Foreign Affairs (FDFA) – SDC	Guidelines	English
SDC Guidelines for Compiling Evaluation Abstracts and for Delivering Evaluation Reports to the DAC Evaluation Reports Inventory (DEReC)	Mar, 2008		Federal Department of Foreign Affairs (FDFA) – SDC	Guidelines	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
Implementation of Governance as a Transversal Theme with a Human Rights Based Approach: Key Questions for the Project Cycle Management	May, 2008		Governance Division - SDC	Guidelines	English
General Guiding Principles for Enhancing Alignment and Harmonisation on Local Governance and Decentralisation	2009		Capacity Building International – Germany	Guidelines	English
To Enhance Aid Effectiveness: “Specific Guiding Principles for Enhancing Alignment and Harmonisation on Local Governance and Decentralisation that will apply to specific country contexts”	Dec, 2009		Capacity Building International – Germany	Guidelines	English
SDC Guidelines and Toolkit for Local Governance Assessments: Results of the Learning Project	Jan, 2012	Paul J. M. van Hoof and Christoph Fuchs, Hanspeter Reiser, Kuno Schläfli, Corinne Huser	Decentralization and Local Governance Network and SDC	Project Report	English
Rule of Law, Justice Sector Reforms and Development Cooperation	2008	Erika Schlaeppli and Chantelle McCabe	SDC	Concept Paper	English
Reviews/Evaluation Quality Check	ND		Federal Department of Foreign Affairs (FDFA) – SDC	Guidelines	English
Capacity Building on the “Application of the Fragility Lens: Working effectively in the Water Sector in fragile states”	Mar, 2013		African Development Bank	Report	English
Enhancing Stability and Development in Africa: The Role of the African Development Bank	Jan, 2013		African Development Bank	Policy Brief	English
Donor Approaches to governance Assessments	2009		OECD	Sourcebook	English
Governance Toolkit: Geographic Programs Branch	Dec, 2010		CIDA - Thematic and Sector Specialist Division, Governance and Human Rights Team	Toolkit	English
Decentralisation in Rwanda	Feb/Mar 2010	Nicole Töpperwien	Ximpulse	Paper	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
IOB and SDC Joint Evaluation Pilot on Programming and Mainstreaming	ND			PowerPoint	English
Evaluation of SDC's Performance in Governance Programming and Mainstreaming (Draft)	Feb, 2014			Approach Paper	English
Switzerland's Contribution: The achievements of SDC in 2006-2010	2011		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Democracy: Possible Solutions to Conflict in Multicultural Societies, Third Edition	2010	Linder, Wolf	Palgrave, Macmillan	Book	English
Governance as a Transversal Theme: An Implementation Guide	2007	Governance Division, SDC	Swiss Agency for Development and Cooperation (SDC)/Swiss Federal Department of Foreign Affairs (DFA)	Report	English
L'Efficacité en Point de Mire: Reflets sur des Programmes de la DDC	Aug, 2009	Schellenberg, Samuel	Direction du Développement et de la Coopération DDC/ Département Fédéral des Affaires Etrangères (DFAE)	Report	French
Lessons Learned on Donor Support to Decentralisation and Local Governance	2004		Organisation for Economic Cooperation and Development (OECD)	Report	English
Fighting Corruption: SDC Strategy	2006	Lugon-Moulin, Anne Governance Division, SDC	Swiss Agency for Development and Cooperation (SDC)/Swiss Federal Department of Foreign Affairs (DFA)	Report	English
SDC'S Evaluations: Evaluations completed in 2011, Evaluations planned for 2012-2013	Jun, 2012		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Meta-Analysis of Selected SDC Evaluations/ Learning from Evaluations: Recurrent findings and recommendations in SDC evaluations	Jul, 2009	Arnold, Peter	SDC Corporate Controlling Section	Report	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
An Evaluation of the 2007 Strategy and Implementation Plan: World Bank Country-Level Engagement on Governance and Anticorruption (Overview)	ND		The Independent Evaluation Group (IEG) World Bank/IFC/MIGA	Report	English
Report on Effectiveness: Swiss Development Cooperation in the Water Sector	ND		Swiss Agency for Development and Cooperation (SDC)/Swiss Federal Department of Foreign Affairs (DFA)	Report	English
Message concernant la coopération internationale 2013-2016	Feb, 2012			Report	French
Report on Effectiveness: Swiss development cooperation in the agricultural sector 2010	2010	Federal Department of Economic Affairs FDEA / State Secretariat for Economic Affairs SECO	Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Country Evaluation: Cooperation Strategy Bangladesh 2008-2012 Corporate Controlling Section	Nov-12		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Country Evaluation: Cooperation Strategy Serbia 2010-2013 Evaluation and Corporate Controlling Section	Nov-13		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Paradoxes around good governance	Mar-13	Dijkstra, A. Geske Dr.	Erasmus University Rotterdam	Booklet of Inaugural Lecture	English
Message concernant la coopération internationale 2013-2016	Feb-12				French
Improving International Capacity Development: Bright Spots	2013	Armstrong, Jim	Palgrave Macmillan	Book	English
Annual Programme 2014 Conflict & Human Rights and South Asia Division			Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Internal use report	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
Rule of Law, Justice Sector Reforms and Development Cooperation	2008	Schlaeppli, Erika in collaboration with Chantelle McCabe	Swiss Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Concept Paper	English
Lignes Directrices 2013-2016: Division Afrique de l'Ouest		Division Afrique de l'Ouest	Département fédéral des affaires étrangères (DFAE) / Direction du développement et de la coopération DDC	Report	French
Strategic Framework 2013-2017: Global Programme Food Security	2014		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Evaluation: Stocktaking Assessment of the Public-Private Development Partnership Portfolio of SDC	Nov-13	Evaluation + Corporate Controlling Division	Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Global Brief: Innovation in Agriculture: An Important Tool for Tackling Poverty	Nov-13	Directorate Global Cooperation	Swiss Agency for Development and Cooperation (SDC)/ Directorate Global Cooperation	Brief	English
Global Brief: Migration: A Force for Development	Jul-13	Directorate Global Cooperation	Swiss Agency for Development and Cooperation (SDC)/ Directorate Global Cooperation	Brief	English
Global Brief: Water Crisis: Switzerland - Part of the Problem and Part of the Solution	Oct-12	Directorate Global Cooperation	Swiss Agency for Development and Cooperation (SDC)/ Directorate Global Cooperation	Brief	English
External Evaluation SDC's Research Related Activities, 2010			Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Factsheet	English
External Evaluation of the Performance of SDC Instruments in fragile and conflict-affected Contexts, 2012			Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Factsheet	English
Reports of SDC's Evaluation Completed in 2007	2007		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for	Report	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
Development and Cooperation (SDC)					
Reports of SDC's Evaluation Completed in 2008	2008		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Reports of SDC's Evaluation Completed in 2009	2009		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Reports of SDC's Evaluation Completed in 2010	2010		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Reports of SDC's Evaluation Completed in 2011	2011		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Reports of SDC's Evaluation Completed in 2012	2012		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
End of Phase Reports 2012	2012		SDC	Report	English
Swiss Cooperation Strategy Albania 2010-2013	2010		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Central Asia 2012-2015	2012		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Kosovo 2013-2016	2013		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Macedonia 2013-2016	2013		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
Swiss Cooperation Strategy Moldova 2010-2013	2010		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy South Caucasus 2013-2016	2013		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Ukraine 2011-2014	2011		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Serbia 2014-2017	2014		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
SDC Guidelines for Elaborating Cooperation Strategies (CS)	2013		SDC - Quality Assurance Division (FDFA)	Guidelines	English
Concept for the Monitoring of Cooperation Strategies	2011		SDC - Quality Assurance Division (FDFA)	Guidelines	English
Value Chain Governance that Benefits the Poor	ND	Martin Dietz	Helvetas Swiss Intercooperation	Working Paper	English
Network Political Economy – quo vadis?	2012	Andrea Studer	Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Discussion Paper	English

Bolivia

Document Title	Date	Author(s)	Publisher	Document Type	Language
El Municipio Somos Todos: Como la Cooperación suiza Respalda la Descentralización	Julio 2013		Agencia Suiza para el Desarrollo y la Cooperación COSUDE	Brief	Spanish
Informe Anual: Bolivia 2013	2013		SDC	Report	Spanish
Evaluación Externa, Informe Preliminar: Área Gobernabilidad Cosude Bolivia	2012	Jose Ventura, Guillermo Gonzales and Naya Ponce	SDC	Report	Spanish
Input para la Elaboración de la Estrategia de Cooperación 2013-2016; Producto 12: Evaluación Gobernabilidad como tema Transversal	2012		SDC	Report	Spanish
Documento de Programa (ProDoC) - Programa para la mejora de los Servicios Locales (PMS) 2013 - 2016	2012		SDC	Report	Spanish
Proyecto: Acceso a Justicia (ProDoC)	2013		SDC	Report	Spanish
Plan Estratégico Institucional 2012-2016	2013		Conciencia Comprometida Por Los Derechos Humanos HUMANOS	Report	Spanish
Proyecto: Fortalecimiento Integral Al Servicio Nacional Defensa Publica - SENADEP 2013-2016	2013			Report	Spanish
Proyecto: Fortalecimiento de la Dirección Nacional de Derechos Humanos y la Fuerza Especial de Lucha Contra la Violencia de la policía Boliviana	2014			Report	Spanish
Informe Fin de Fase Defensoría del Pueblo 2007 - 2012	2013		SDC	Credit Proposal	Spanish
BO77 Defesar del Pueblo- Básquet funding	2012		SDC	Project Information Document	German
Informe Fin de Fase Programa Promoción Cultura Ciudadana 2009 - 2012	2013		SDC	Report	Spanish
Fortalecimiento de Capacidades Institucionales (FORDECAP)	2010		SDC	Project Information Document	Spanish

Bosnia Herzegovina

Document Title	Date	Author(s)	Publisher	Document Type	Language
Swiss Migration Partnership Strategy for the Western Balkans 2012-2015	Feb, 2012		Federal Office for Migration (FOM) - SDC	Abstract	English
Citizenship in Bosnia and Herzegovina: visual stories of change	2012		SDC	Digital Book	English
Bosnia & Herzegovina Annual Report 2009	2009		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Bosnia & Herzegovina Annual Report 2010	2010		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Bosnia & Herzegovina Annual Report 2011	2011		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Bosnia & Herzegovina Annual Report 2012	2012		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Bosnia & Herzegovina Annual Report 2013	2013		Federal Department of Foreign Affairs (FDFA)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Swiss Cooperation Strategy Bosnia & Herzegovina 2013-2016	2013		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Assessment of Decentralisation and Local Governance in BiH: Strategic Orientations for SDC Country Office	Feb, 2011	Elena Krylova and Snezana Misic		Synthesis report	English
Planning Platform: Governance Project in Municipal Water and Environmental Development GOV-WADE	2010		SDC - Bosnia & Herzegovina Division	Project Information Document	English
Planning Platform: Municipality Development Project in Bosnia and Herzegovina (MDP)	2008		SDC - Bosnia & Herzegovina Division	Project Information Document	English

Document Title	Date	Author(s)	Publisher	Document Type	Language
Monitoring System for Development Relevant Change: Bosnia & Herzegovina 2011-2012	2012	SDC		Report	English
Monitoring System for Development Relevant Change: Bosnia & Herzegovina 2012-2013	2013	SDC		Report	English
Governance Project in Municipal Water and Environmental Development - GOV-WADE	2006	SDC- Cooperation with Eastern Europe and the CIS/Division Special and Regional Programmes		Project Information Document	English
Municipal Development Project in the Dobož Region (MDP)	2008	SDC- Cooperation with Eastern Europe Division		Credit Proposal	English
Mainstreaming the Concept on Migration and Development (M&D) into relevant Policies, Plans and Actions in BiH	2013	SDC- Cooperation with Eastern Europe Division		Credit Proposal	English
BiH: Integrated Local Development Project (ILDP)	2011	SDC- Cooperation with Eastern Europe Division		Credit Proposal	English
Contribution to the Constitutional Reform (CR) in Bosnia and Herzegovina	2012	SDC- Cooperation with Eastern Europe Division		Credit Proposal	English
SDC in Bosnia and Herzegovina: Decentralization and Local Governance Domain	2011	SDC- Cooperation with Eastern Europe Division		Strategic Concept Draft	English

Mozambique

Document Title	Date	Author(s)	Publisher	Document Type	Language
Local Governance Monitoring and Social Accountability to enhance Development Outcomes	Nov, 2010		SDC- East and Southern Africa Division	Credit Proposal	English
Mozambique: Advancing land use rights and natural resource benefits	Nov, 2010 – Dec, 2013		SDC- East and Southern Africa Division	Credit Proposal	English
Municipal Development in Mozambique	2011		SDC- East and Southern Africa Division	Credit Proposal	English
Municipal Development Programme; Donor grants: strengthening autonomy or dependency?	Dec, 2010	Marc de Tollenaere	SDC- East and Southern Africa Division	Project Information Document	English
Municipal Social Accountability Monitoring (SAM) Programme	Nov, 2011		SDC- East and Southern Africa Division	Project Information Document	English
Municipal Development Programme Mid-Term Review	Jul/Aug 2013		SDC- East and Southern Africa Division	Mission Report	English
National Rural Water Supply and Sanitation Programme (PRONASAR)	Nov, 2013		SDC- East and Southern Africa Division	Credit Proposal	English
Enhancing Local Government for Improved Water Sanitation in Niassa	Nov, 2013		SDC- East and Southern Africa Division	Credit Proposal	English
Programme for Local Governance and Water & Sanitation in Mozambique (ProGoAS II)	ND		SDC- East and Southern Africa Division	Project Information Document	English
Support to National Decentralization Finance and Planning Programme	Jun, 2010		SDC- East and Southern Africa Division	Credit Proposal	English
Mozambique Cooperation Strategy (CS) 2012 – 2016	ND		SDC- East and Southern Africa Division	Report	English
National Rural Water Supply and Sanitation Program	Mar, 2009		Government of Mozambique Ministry of Public Works and Housing National Directorate of Water	Report	English
Revisão Interna de Projecto	Oct, 2010		SDC		Portuguese and English
Plano de Desenvolvimento Institucional	Jul, 2013		Centro De Integridad Publica	Report	Portuguese

Document Title	Date	Author(s)	Publisher	Document Type	Language
Medium Term Strategic Plan for 2008-2011	Aug/Sept, 2010		Instituto de Estudos Sociais e Económicos	Report	Portuguese
Strategy 2014 - 2024	ND		Centro De Integridad Publica	Report	English
Annual Programme 2006	2006		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Programme 2007	2007		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Programme 2009	2009		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Report 2009	2009		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Report 2010	2010		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Report 2011	2011		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Report 2012	2012		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Annual Report 2013	2013		State Secretariat for Economic Affairs (SECO)/Swiss Agency for Development and Cooperation (SDC)	Report	English
Country Strategy 2012-2016	2012		SDC	Report	English

Annex B: Persons Interviewed and Consulted

Name	Title	Division
Martin Dahinden	Secretary General, SDC	Directorate
Roger Denzer	Head, Staff of the Directorate	Directorate
Nicole Ruder	Head, Staff Humanitarian Aid	Humanitarian Aid and SHA
Corinne Huser	Focal Point, Western Balkan Division	Directorate Cooperation with Eastern Europe
Harald Schenker	Programmer Officer, Western Balkan Division	Directorate Cooperation with Eastern Europe
Kurt Kunz	Head, Cooperation with Eastern Europe	Directorate
Adrian Maître	Deputy Head Deputy Cooperation with Eastern Europe	Directorate Cooperation with Eastern Europe
Wolf Linder	External Consultant	N/A
Bernhard Soland	Programme Officer, Cooperation with Eastern Europe	Directorate Cooperation with Eastern Europe
Herbert Schmid	Programme Officer	Evaluation and Corporate Controlling Division / Staff of the Directorate
Jean-Marc Clavel	Programme Officer	Evaluation and Corporate Controlling Division / Staff of the Directorate
Markus Heiniger	Focal Point, Division South Asia	Regional Cooperation
Martin Fässler	Advisor (Coof)	Directorate / Management Board
Christoph Graf	Acting Head (Assistant Director General), SDC	Directorate
Charlotte Nager Walker	Programme Officer	Learning and Networking Division
Ali Neumann	Programme Officer Disaster Risk Reduction (DRR)	Division Asia and Americas / Humanitarian Aid and SHA
Richard Kohli	Deputy Head of Division, Western Balkans	Directorate Cooperation with Eastern Europe
Rolf Gsell	Programme Officer	Staff Humanitarian Aid / Humanitarian Aid and SHA
Stephanie Guha	Programme Officer	Division Western Balkans / Cooperation with Eastern Europe
Dominique Favre	Head, Staff Regional Cooperation	Regional Cooperation
Willi Graf	Deputy Head, Regional Cooperation Directorate	Regional Cooperation
Romana Tedeschi	Programme Officer	Division Western Balkans / Cooperation with Eastern Europe
Hansjürg Ambühl	Head	West Africa Division/ Regional Cooperation
Ursula Keller	Focal Point	Staff Regional Cooperation / Regional Cooperation
Catherine Graf Lutz	Head, Unit Statistics, Corporate Domain	Staff of the Directorate

Name	Title	Division
Gerhard Siegfried	Head, Southern and East Africa, Corporate Domain	Regional Cooperation
Ursula Läubli	Head, Quality Assurance and Aid Effectiveness Section, Corporate Domain	Regional Cooperation
François Münger	Head, Global Programme Water Initiatives Division, Corporate Domain	Global Cooperation
Christian Eggs	Deputy Head, Global Programme Water Initiatives Division, Corporate Domain	Global Cooperation
Werner Thut-Shimo	Programme Officer, Europe, Governance, Policy Coherence for Development, Division Analysis and Policy, Corporate Domain	Global Cooperation
Nadia Benani	Focal Point and Policy Advisor, Disaster Risk Reduction (DRR), Multilateral Humanitarian Affairs Division, Corporate Domain	Humanitarian Aid and SHA
Franz Stössel	(formerly) Programme Officer, Multilateral Humanitarian Affairs Division, Corporate Domain	Humanitarian Aid and SHA
Patrik Olsson	Programme Officer (South Caucasus), Division Europe and Mediterranean, Corporate Domain	Humanitarian Aid and SHA
Kuno Schläfli	(Soon to be) Head, Division Knowledge and Learning Processes, Corporate Domain	Global Cooperation
Andrea Studer	Deputy Head, Corporate Resources	
Anne Claude Cavin	Governance Specialist	Africa Division
Anne Lugon-Moulin	Head of Department	Sub-Saharan Africa and Francophonie, Political Directorate, Ministry of Foreign Affairs
Anne Marie Sancar	Former GE Specialist (Current Swiss NG, Swiss Peace and elected member of the Bernese Parliament)	
Sybille Suter Tejada	Director	South America Division
Barbara Affolter Gómez	Programme Officer , Conflict & Human Rights	South Asia Division
Erika Schläppi	Governance Consultant for SDC (formerly a foreign Service Officer)	
Frédérique Lucy Weyer	Head	Bolivia Desk, SDC HQ
Markus Bürli	Agronomist, Global Food Security program	

Annex C: Synopsis Result Framework of Cooperation Strategy

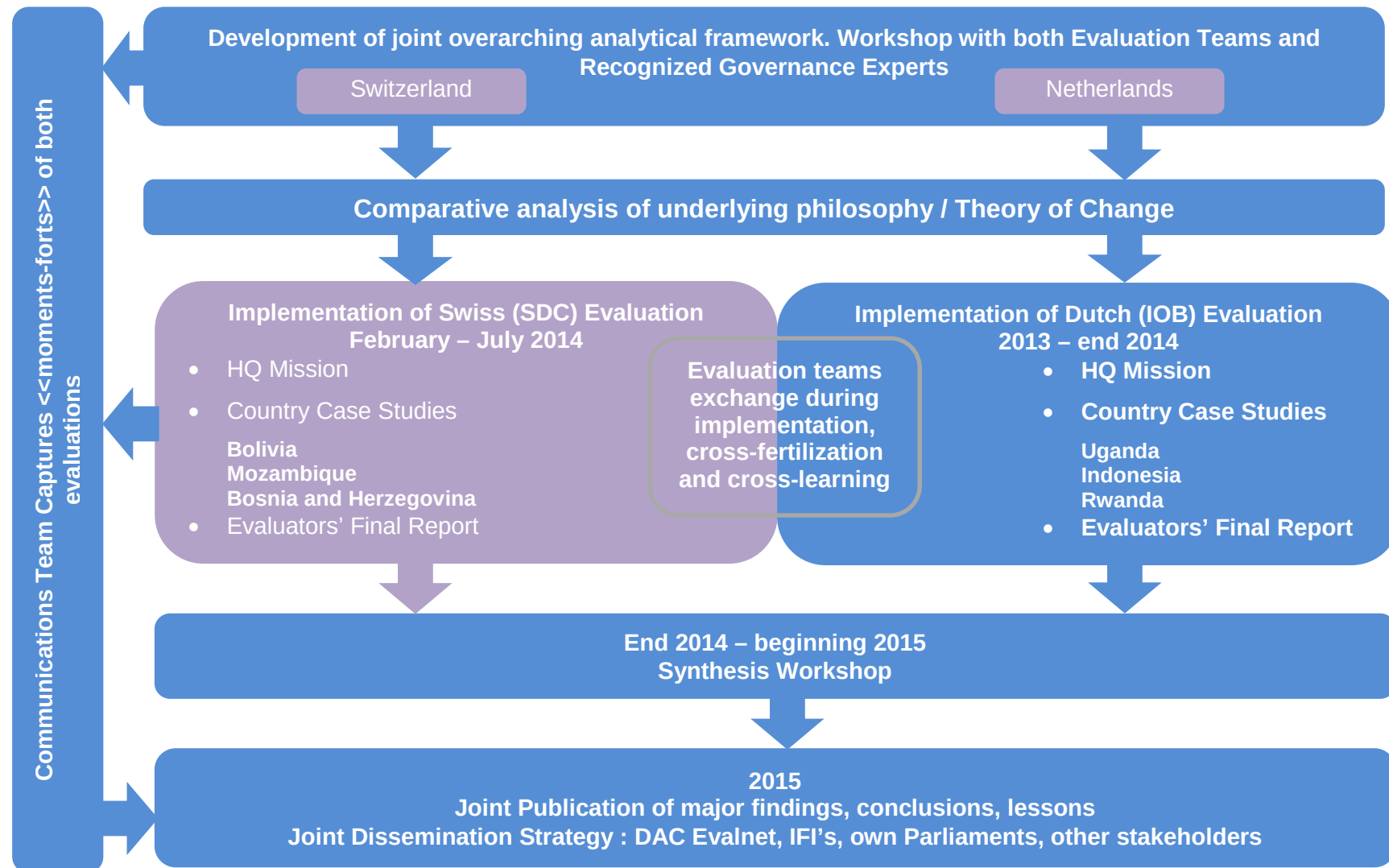
(including information on budget allocation per domain of intervention)

(Example of Serbia, CS 2010-2013, for illustration of a synopsis of result framework)

Overall Goal: Switzerland supports Serbia in its efforts towards European integration, by contributing to (1) improving social inclusion and reducing poverty, as well as (2) increasing the competitiveness of its economy			
Domains			
- Economic Development	- Rule of Law & Democracy	- Education	- Energy Production & Efficiency
Country Priorities			
- Macro-economic stability) - Economic competitiveness - Regional development / decreasing disparities - SME-promotion strategy - Social Inclusion Strategy (SIS)	- Judicial reform - (Fiscal) decentralisation and municipal property management - Democratic participation and popular rights - SIS	- Quality of education - Equal access to education - EU-compatible reforms - Roma Action Plan - SIS	- Construction and modernization of Energy infrastructure
SDC / SECO portfolio contributions			
SECO/SDC	SDC	SDC	SECO
Economic competitive-ness enhanced and regionally balanced SDC budget: 5.6 Mio sfr SECO budget: 15.7 Mio	Municipal management and lobbying and selected central level capacities increased Budget: 9.8 Mio sfr	Quality and inclusiveness of education improved Budget: 12.6 Mio sfr	Reliability in energy production and cost as well as environmentally conscious consumption enhanced Budget SECO: 10.5 Mio sfr
- Public and private financial sector strengthened - Business environment at local level & regulatory framework improved - Trade and export potential increased - MSME-driven pro poor domestic market development introduced	- Vertical integration of municipal and central state level improved - Municipal management and governance practices enhanced - Judicial reform designed and action plan in implementation (co-financing) - Social Inclusion strategies drafted and in implementation (co-financing)	- Capacities for designing and implementing reforms and Teacher Training-system consolidated - Inclusiveness of education system improved - Scientific exchange promoted (scholarship program)	- Reliable energy production improved - Energy efficiency increased and renewable energy supply introduced.
Transversal Themes Gender and Governance			

Source: Quality Assurance, Annual Report 2013 Guidance, Bern, SDC, 2013.

Annex D: Swiss (SDC) and Netherlands (IOB) Evaluations on Governance Programming and Mainstreaming: Proposed Joint Process



Annex E: Types of Evidence of Performance on Eight Principles

Framing Principles	Evidence
1. Local problem definition and co-design	• Problem-driven • Understanding of context and problem • Sensitivity to diverse and dynamic contexts • Authentic local ownership • Identifying assets to build on
2. Legitimacy	• Relationships with recipients & donors • Perceived local significance/importance • Broad-based multiple champions
3. Tangible political gains	• Political commitment • Indicators of increased commitment
4. Experimentation and behavioural change	• Capacity to change and adapt, flexibility • Building adaptive capacity • Methodologies to track behavioural change
5. Roles of external actors	• Skill level as change agents • Creating an enabling environment • Ability to co-implement
6. Integrative change and learning	• Capacity to seize opportunities • Mechanisms for real-time co-learning
7. Institutional (host and donor) capacity – to take on current & unforeseen challenges	• Sustainable adaptive learning • Organisational adaptive capacity • Augmented approaches to evaluation
8. Stakeholder participation and awareness (policy makers, donors, key stakeholders)	• Effectiveness of communications • Engagement throughout program or project

Source: Armstrong, J., Bright Spots: 2014.

Annex F: Definitions for the Core Evaluation Criteria

Criteria Definitions
Relevance and Legitimacy Relevance is defined by the extent to which the objectives of an international development intervention are appropriate to the country, regional, and local context and consistent with country needs and assets, beneficiaries' requirements, and donors' or partners' policies. Legitimacy is the extent to which a political order, institution or actor is regarded as acceptable and satisfactory. Legitimacy is the normal basis of authority. Legitimacy plays out in all spheres and in formal as well as informal institutions. Sources of legitimacy include processes/rules, performance/outcomes, beliefs/values, and external acceptance. In international development, not only do national actors need to take into account their legitimacy within society, but donors should do so as well by ensuring they do not impose their own agendas, impinge on the local state, simplify local complexities or exclude particular groups or points of view. Coherence and Coordination Coherence refers to the relationship between the international development intervention and other spheres which have a potential effect on the success of that intervention. External coherence focuses on linkages between national and international actors, while internal coherence hones in on linkages between SDC and other Swiss whole-of-government efforts affecting international cooperation. Coordination explores how international cooperation donors and partners relate to one another, with an eye to avoiding duplication, reducing transaction costs for recipients, and promoting joint learning and collaboration. Accountability and Transparency Accountability refers to the control of power within the state and society and society's institutions, as well as the obligation of those holding power to justify their decisions, to reward good performance, and to sanction abuses of power. Mutual accountability implies that international development organizations/partners and national counterparts each have obligations and responsibilities towards one another. Transparency implies that the public should be able to obtain information from the state and social and economic institutions about the rationale and criteria underlying decisions, as well about intentions for implementing a decision, policy or program; and open information about their effects to date. Transparency requires that adequate data collection and information-sharing mechanisms be in place. Ownership, Participation and Non-Discrimination Ownership is about respecting and encouraging partner countries to exercise effective leadership over development priorities and strategies, coordination, institutional development, and actions. Ownership highlights leadership by national governments and partner organizations of development agendas, priorities and strategies, coordination, etc. Participation implies that all segments of the population are engage with the political, social and development processes that affect them. It implies that mechanisms exist within both society and international development efforts which allow different groups to identify personal needs and interests or to voice opinions which are treated as serious inputs into decision-making processes. Non-Discrimination means that no group should be excluded from power, opportunities or access to resources. Both within countries and within the international development sphere, this requires proactive policies and practices to include marginalized groups with an eye to reduce existing inequalities or discrimination based on wealth, gender, ethnicity, race, region or location. Outcomes & Sustainability

Criteria Definitions

Outcomes are the behavioral changes produced by a national policy, program, or international development intervention, directly, indirectly, intended or unintended. Outcomes can be positive or negative and can involve policy, socio-cultural, gender, environmental, or institutional effects, among others.

Sustainability is concerned with determining whether the benefits of a national policy, program, or international development intervention are likely to continue over the long-run, after donor funding has been withdrawn. Environmental soundness, resilience and financial self-reliance are all important dimensions of sustainability.

Efficiency

Efficiency is a measure of how economically resources/inputs are converted into both quantitative and qualitative results through a national policy, program or international development intervention. Efficiency implies that a wide range of both financial and human resources are used in optimal fashion.

Value for Money

Value for money (VfM) involves making optimal use of resources to achieve a set of intended outcomes. In development cooperation, VfM can be seen as a way of striking the best balance among economy, efficiency, effectiveness and equity. Value for money cannot be reduced to simply finding the lowest cost way of delivering services. Nor should it be an excuse for risk-aversion, though VfM should certainly be paired with risk management analysis.

Adaptive Learning

For organizations and programs, **adaptive learning** refers to the ability to capture, share, learn from, test and act on information and knowledge throughout the process of implementation. Such adaptive learning may be short-term and operational or it may be longer term and more strategic.

Capacity Development

Capacity development refers to internally- and/or externally-driven processes aimed at strengthening the overall ability of an organization or system to create public value. Core capacities include the ability to engage and commit; carry out technical tasks and deliver services; attract resources and support; adapt and self-renew; and balance diversity and coherence. Organizations and systems with strong capacity can manage greater complexity with more effectiveness over a sustained period of time.

Sources

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OECD/DAC, *Conflict and Fragility: The State's Legitimacy in Fragile Situations—Unpacking Complexity*. Paris, 2010.

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OECD/DAC, *Paris Declaration on Aid Effectiveness*. OECD/DAC. Paris, 2005.

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OECD, *Value for Money and International Development*, Paris, 2012.

ECDPM, *Capacity, Change and Performance*, Maastricht, 2008.

Annex G: Interview Protocols for Case Study Countries

Case Study Questions for Governance Programming and Mainstreaming Evaluation

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
I. Re: Governance Approach Logic & Program Design		Legitimacy / Interests Alignment Mutual Accountability Value Added Relevance Coherence
1a. TWE are Swiss development cooperation governance efforts anchored in national government development objectives and priorities?		
b. Please explain		
2a. TWE did Swiss development cooperation consult on its 2013-2016 Country Strategy and governance objectives with the Government?		
b. Please elaborate.		
3a. What are SDC's core governance objectives/priorities in Bolivia/Mozambique/BiH?		
b. What is SDC trying to achieve through its governance work in Bolivia/Mozambique/BiH?		
c. What is Switzerland's unique value added or comparative advantage in governance in Bolivia/Mozambique/ BiH? (Please give examples of evidence of this contribution)		
4a. TWE are Swiss governance cooperation objectives/priorities relevant? Is SDC working in the appropriate areas?		
b. TWE are Swiss governance objectives/priorities reasonable? Realistic?		
c. TWA are Swiss cooperation, diplomacy and commercial objectives complementary?		
II. Program Planning & Implementation Processes		Ownership Transparency Participation Non-Discrimination Partnership Coordination
5a. TWE does the Swiss approach to governance build national institutional or individual capacities?		
b. Please explain; give examples.		
6a. TWE does the Swiss approach to governance use national systems?		
7a. TWE does SDC regularly consult and involve the Government at either the national or local levels?		
b. How so? (e.g., Does SDC do joint planning or M&E or share lessons learned with the Govt?)		

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
8. Which other stakeholders does SDC encourage to participate in its governance work? - International executing agencies? - Local civil society or private sector actors? - Beneficiaries? Including poor communities? Women? Youth? Indigenous peoples?		
9a. TWE does SDC contribute to broader donor coordination and policy dialogue efforts? b. Please elaborate; give examples.		
III. Program Performance & Results		Effectiveness Efficiency Sustainability
10a. Can you give examples of significant SDC achievements in governance programming? b. What factors made these examples successful?		
11a. Can you give examples of effective governance mainstreaming in other sectors? b. What factors made mainstreaming governance successful in these cases? c. TWE do you have the guidance and tools you need to mainstream governance?		
12a. Do you know of examples where successful local initiatives/pilots have been scaled up to the broader institutional or policy level? b. What factors made this scaling up successful? c. Do you know of examples in which national SDC governance work was effectively linked into SDC's global programs?		
13a. TWE is SDC's governance programming efficient in its use of human and financial resources? b. Please explain.		
14a. Can you give examples of completed SDC governance initiatives that have been taken over by the government or other national development actors? b. Do such initiatives continue to exist? TWE are they financially self-reliant?		

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
IV. M&E, Learning & Knowledge Sharing		Reporting Results Learning Knowledge-Sharing
15. How effective is SDC at measuring and communicating results? Can you give examples?		
16a. Do you know of cases where SDC governance efforts did not succeed as planned?		
b. Were these experiences shared? Used to inform future programming? c. How does SDC approach knowledge-sharing and long-term learning in its governance work?		

Targeted Case Study Questions for Specific Respondents

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
I. National & Local Government		Legitimacy / Interests Relevance Coherence Ownership Mutual Accountability Partnership
Q1. What are your government's main achievements in the area of national/local governance?		
Q2a How has SDC contributed to such achievements?		
b. Is SDC working in the right governance areas and in the right kinds of ways?		
c. Can you cite specific examples where SDC innovations/success stories were scaled up or replicated?		
d. Have you been an informed and active participant in SDC's work in your country/regions/Department?		
Q3. Are there things that donors such as SDC are not well equipped to do or should not be doing? Why not?		
Q4a. What are Switzerland's main interests in your country/region/Department?		
b. Based on your experience, do different Swiss interests compete with one another?		
Q5. How does Swiss cooperation compare to that of other donors? How are the Swiss different?		
Q6a. What are the main governance challenges in your country/region/Department?		
b. How can donors such as SDC improve order to better support you in meeting your challenges?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
II. Project Beneficiaries		Relevance Participation & Non-Discrimination Effectiveness Sustainability
Q1. Have the current government reforms, policies and programs improved your well-being? How so?		
Q2. In your view, have donors like SDC contributed to recent governance improvements? How so?		
Q3. In your view, is SDC working in the right areas?		
Q4a. In your view, are SDC-supported programs having positive and long-lasting results? b. Were there unexpected results? c. Are SDC programs taking into account your needs? Those of the poor? Indigenous People? Women? Youth?		
Q5. What other development groups (national or international) helped you?		
III. Executing Agencies & Partners		Relevance Effectiveness Efficiency Results Reporting & Learning Sustainability
Q1a. What have been the main achievements of the SDC-supported programs you work with? b. How did SDC contribute to these results? c. Have there been unexpected results? d. Have there been results that have been scaled up? Replicated? Taken over by government or local actors?		
Q2a. In your view, is SDC strategic in the way it works? b. Is SDC working on the right issues? Regions? With the right partners? How so?		
Q3. In your view, is SDC effective at making the right linkages in its work? E.g., Between donors? Between sectors? Between partners? Between the local, national and global levels?		
Q4. In your view, does SDC work efficiently? E.g., in terms of transactions, overhead, human resource costs?		
Q5. Does SDC invest sufficiently in gathering and learning from results?		
Q6. In your view, is SDC effective at working with the Government and influencing relevant policies?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
IV. Fellow Donors		Relevance Coherence Harmonization Mutual Accountability Coordination Effectiveness
Q1a. In which areas of governance have you seen the greatest progress in recent years?	b. Have donors such as SDC made contributions in these areas?	
Q2a. Which governance areas do you believe will open up new working opportunities for donors in the future?	b. Are donors such as SDC well-positioned to take advantage of these future opportunities? In what ways?	
Q3a. What progress has been made by the donor community in aid effectiveness in the country? For example, in terms of alignment or harmonization with national systems? In terms of donor coordination/collaboration?	b. Has Switzerland made important contributions in any of these areas? Which ones? (Give examples)	
Q4a. In your view, what is Switzerland best known for? What is its comparative advantage?	b. TWE has SDC been effective at influencing national policies or reforms? If so, in what areas?	
Q5a. Do donors' diverse political, commercial and development objectives sometimes compete with one another?	b. When tensions (i.e., policy incoherence) do arise, how can donors best deal with them?	
Q6a. What are the main challenges facing the international community in the country today?	b. In your view, TWE are donors such as Switzerland well equipped to deal with such challenges?	
V. Swiss Embassy		Legitimacy/Interests Relevance Coherence Mutual Accountability Efficiency
Q1. What, in your view, are Switzerland's main interests in the country?		
Q2a. Do Swiss foreign policy priorities (as per 2013 "Dispatch") complement host Government objectives?		
Q3. What are Switzerland's major contributions and main legacy in the country?		
Q4. Do Switzerland's diplomatic, commercial and development interests sometimes compete with one another? If so, how does the Swiss Embassy deal with such issues?		
Q5. How concretely is the "Integrated Embassy" approach helping missions with policy coherence and efficiency?		
Q6. What is Switzerland's main challenge in the country? TWE is the Embassy equipped to deal with this challenge?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
VI. SDC Field Staff		Coherence Mutual Accountability Efficiency Results Reporting & Learning
Q1.	Do Swiss foreign policy priorities (as per the 2013 "Dispatch") complement host Government objectives?	
Q2.	Do Switzerland's diplomatic, commercial and development interests sometimes compete with one another? If so, how does the Swiss Embassy deal with such issues?	
Q3.	What are Switzerland's major contributions and main legacy in the country?	
Q4.	TWE does SDC work efficiently? E.g., in terms of transactions, overhead, human resource costs?	
Q5.	TWE does SDC invest sufficiently in gathering and learning from results?	
Q6.	What is SDC's main challenge in the country? TWE is the office equipped to deal with this challenge?	

Annex H: Program/Project Level Assessment Tool

Program/Project Level Assessment Tool:		
Program/project title:		
Pillar/sector:	Alignment with national development plan & governance strategies:	
Geographic focus:	Target beneficiaries:	
Executing entity:	Budget:	Timeline:
Implementation mechanism	Other Swiss channels/donors	Key international & local partners:
Development objective and outcomes:		
Theory of change & assumptions:		
Major results achieved:		Major challenges:
Evaluation matrix criteria:	Rationale for rating:	Rating:
Relevance & legitimacy		
Coherence & coordination		
Accountability & transparency		
Ownership/participation/N-D		
Outcomes & sustainability		
Efficiency		
Adaptive learning		
		Overall Rating:

Annex I: Country Level Assessment Tool

Country Level Assessment Tool		
Country:		
2013-2016 Country strategy development objective:		
Key shift from previous country strategy:		
2013-2016 CS pillars/sectors:	Governance programming budget/overall CS budget:	Governance mainstreaming budget/overall CS budget:
Overall CS governance approach, including mainstreaming:		
Overall theory of change & assumptions:		
Major governance initiatives:	Alignment with major governance strategies and laws:	
Major development partners:		
Geographic focus:	Target beneficiaries:	
Implementation mechanisms used:	Other Swiss channels/donors	
Major governance results achieved:	Major challenges faced:	
Evaluation matrix criteria:	Rationale for rating:	Rating:
Relevance & legitimacy		
Coherence & coordination		
Accountability & transparency		
Ownership/participation/N-D		
Outcomes & sustainability		
Efficiency		
Adaptive learning		
Capacity development		
		Overall Rating:

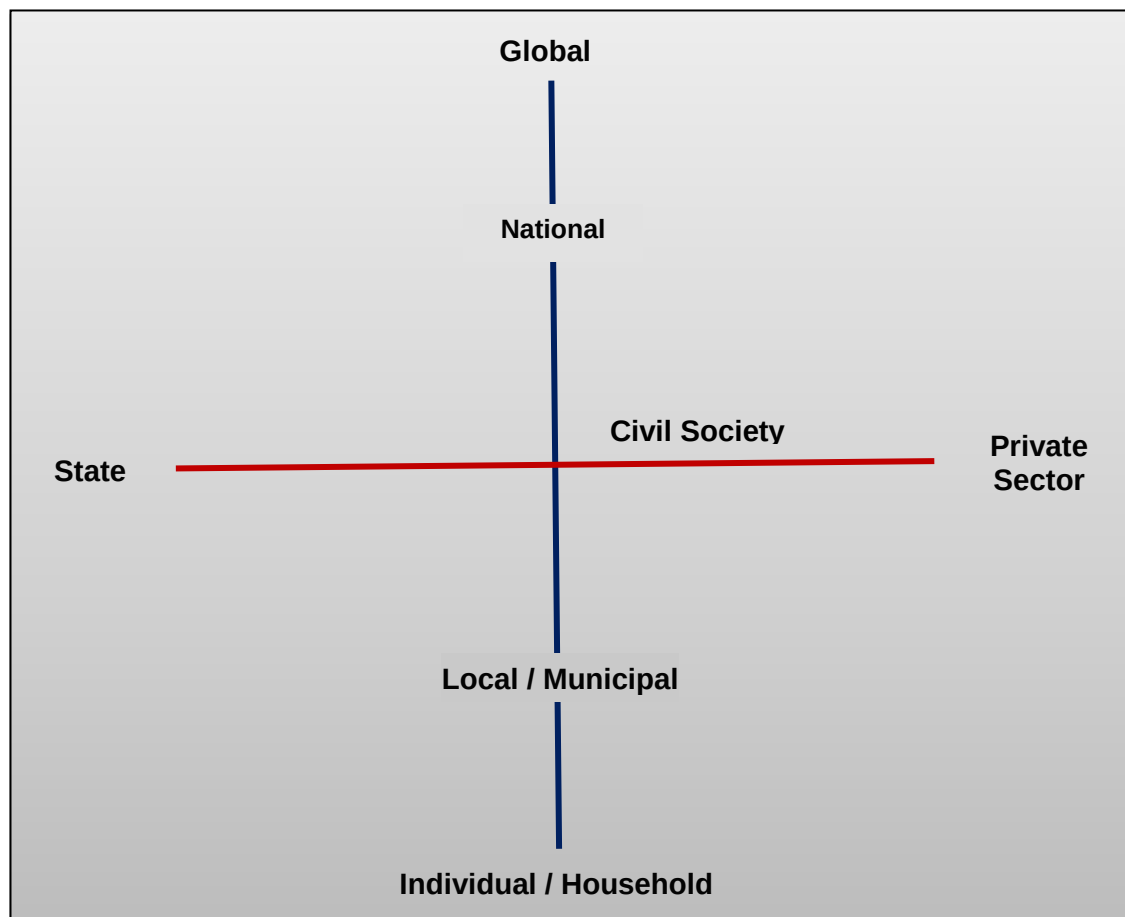
Annex J: Organizational Level Assessment Tool

Organizational Level Assessment Tool		
Overall international cooperation objectives (dispatch):		
Major shifts from previous goal statements/dispatches:		
Governance spending: A. Via direct programming: B. Via mainstreaming:	Governance channels:	
Key GoS departments involved:	Key partners involved:	
Overall CS governance approach, theory of change & assumptions:		
Swiss niches & value added identified:		
Global governance approach:		
Regional governance approach, theory of change and assumptions:		
Humanitarian governance approach, theory of change and assumptions:		
SECO economic affairs approach, theory of change and assumptions:		
Major results achieved:	Major challenges:	
Evaluation matrix criteria:	Rationale for rating:	Rating:
Relevance & legitimacy		
Coherence & coordination		
Accountability & transparency		
Ownership/participation/N-D		
Outcomes & sustainability		
Efficiency		
Adaptive learning		
Capacity development		
		Overall Rating:

Annex K: Overall SDC Governance Evaluation Assessment Tool

Overall SDC Governance Evaluation Assessment Tool:					
Overall SDC international cooperation objectives (2013-2016 dispatch):					
Overall governance programming budget:		Overall governance mainstreaming budget (estimate):			
Overall GoS channels & entry points used:					
Overall Swiss niches & value added:					
Overall Swiss political & public concerns:					
Regional stakeholders:		Global stakeholders:		Swiss stakeholders:	
Humanitarian stakeholders:		SECO stakeholders		Other GoS stakeholders:	
Geographic focus:		Governance programming budget/overall budget:		Governance mainstreaming budget/overall CS budget:	
Overall SDC governance approach & objectives:					
Overall SDC theory of change & assumptions:					
Major governance results achieved:		Major governance challenges faced:			
Summary SDC measurement criteria:					
Evaluation matrix criteria:	Mozambique	Bolivia	BiN	Organizational level	Overall rating & commentary:
Relevance & legitimacy					
Coherence & coordination					
Accountability & transparency					
Ownership/participation/N-D					
Outcomes & sustainability					
Efficiency					
Adaptive learning					
Overall SDC rating:					Overall SDC Rating:

Annex L: Governance Interventions Mapping Tool



	Water
	Health
	Justice
	Disaster Risk Reduction
	Migration
	Public Finance
	Human Rights

**Annex C: Bolivia Case Study Report and Country Office
Management Response**

**Evaluation of SDC's Governance
Programming and Mainstreaming**

Bolivia Country Case Study

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

Ottawa, Canada August 2014

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Lilly Nicholls, Ottawa, Canada

Carmen Beatriz Ruiz, Cochabamba, Bolivia

July 2014

The analysis and the proposals presented in this report are based on independent research and reflection. They do not represent official SDC positions or policy.

List of Acronyms

ACOBOL	Association of Female Councillors and Mayors of Bolivia
ACOs	Departmental Associations of Female Bolivian Councillors & Mayors
AJ	Access to Justice Project
AMDEs	Departmental Municipal Associations
CAJ	Andean Jurists Commission
COOFs	Country Offices (SDC)
CDH	Human Rights Committee
CDC	Capacity Building of Citizen Rights (an NGO)
CHF	Swiss Francs
CS	Country Strategy
CSPM	Conflict Sensitive Program Management
SDC/COSUDE	Swiss Agency for Development and Cooperation
CONCERTAR	Policy dialogue and networking processes (aka. Social Capital)
DDP	The Human Rights Ombudsman's Office
EMPODER	The Empowerment of Indigenous Peoples Project
EU	European Union
FELCV	The National Police's Special Force Against Violence
FOCAM	Capacity Development and Technical Assistance Fund
FORDECAPI	Institutional Strengthening Program
GiZ	German Technical Assistance Service
GruS	Bolivian Development Partner's Group
GESTOR	Integrated Sustainable Development of Natural Resources Project
GoB	Government of Bolivia
HRBA	Human Rights Based Approach
LFA	Logical Framework
MAS	Movement Towards Socialism Party
MCMs	Extra Municipal Government Entities
MERV	Monitoring of Relevant Development Trends
NPIOC	Peasant and indigenous nations and peoples
OHCHR	Office of the High Commissioner on Human Rights
OPD	Office of Direct Project Management (SDC-Bolivia)
PADEM	The Support to Municipal Democracy Program
PCC	The Citizenship Culture Program
PDCR	Integrated Regional Development Project
PMS	The Improvement of Municipal Services Project
PNC	Bolivia's National Watershed Management Plan
POA	Annual Municipal Operations Plan
PROMIC	Integrated Watershed Management Program

PRRD	The Natural Disaster Risk Reduction Project
RBM	Results-Based Management
SLIMs	Integrated Municipal Legal Service Centres
SNV	SNV, Synovus Financial Corp. (stock symbol). SNV, Stichting Nederlandse Vrijwilligers (Netherlands Development Organization).
VIPFE	Vice Ministry of Planning and Public Investment

Executive Summary

Introduction

This report presents the findings and recommendations of the case study on Bolivia carried out as part of the independent evaluation of SDC's Performance in Governance Programming and Mainstreaming commissioned by the Evaluation and Controlling Division of the Swiss Agency for Development and Cooperation (SDC). The report comprises sections on context, results, lessons and areas for improvement, and a conclusion; annexes additional information.

Context

As its first indigenous President, Evo Morales has made conscious efforts to move Bolivia beyond the paralysis, exclusion and racism which characterized former regimes. In addition to formulating a new Constitution for a *Plurinational* Bolivian state based on an inclusive human rights based approach, the *Movement Towards Socialism* (MAS) Government has reduced extreme poverty in half and brought unprecedented macroeconomic stability to the country by redistributing rents from hydrocarbon exports. Yet, Bolivia's achievements can not be taken for granted. Not only is the country's economy largely informal and dependent on extractive industries but, after eight years facing limited opposition, the MAS is showing tendencies to concentrate power, to politicize independent institutions, and to contain possible dissent from Bolivians and donors alike. In these circumstances, support of Bolivian efforts to protect democratic spaces and independent voices and institutions which provide checks and balances on state authority or private interests is more critical than ever before.

Governance is at the heart of Swiss cooperation in Bolivia. As one of three pillars (Governance, Climate Change Adaptation, and Employment and Income) of SDC's 2013-2016 Country Strategy for Bolivia, governance constitutes 20% of SDC's Bolivia Country Strategy whose financial commitments total CHF 150 million. Along with gender equality, governance is a cross-cutting theme, as well as being at the core of SDC-Bolivia's overarching development objective to "contribute towards changes that will ensure continued reduction in poverty and reduced inequality in Bolivia"—a process which, by definition, involves influencing institutional arrangements and public policy. As such, our evaluation team estimates that, at a minimum, a third of SDC's budget in Bolivia is allocated towards governance-related work.

This case study examines three governance programs in Bolivia: two related to human rights and justice, and a third within the sub-area of decentralized service delivery. Together, these three projects constitute all of SDC-Bolivia's operational governance portfolio whose objective is that "local services for poor and vulnerable Bolivians improve and that their rights be realized in the process." The fourth initiative studied during the evaluation is part of the Bolivia Country Strategy's Climate Change Adaptation pillar and was assessed from a governance mainstreaming perspective. All four projects target vulnerable Bolivians in the Andean Highlands (*Altiplano*) where the majority of Bolivia's poor live. The evaluation team visited the four projects studied in La Paz and the Highlands departments of Chuquisaca and Cochabamba where SDC has had a significant historic and geographic presence.

Results

The evaluation team found that SDC's governance work in Bolivia demonstrates strong performance on most assessment criteria and that SDC is generally "doing the right things." SDC is specially recognized for its long-term commitment, adaptability to changing Bolivian governance priorities, and political tolerance. Using a "triangular approach", SDC has successfully worked with state, civil society and international partners at different levels to build Bolivian capacities and networks, as well as to carry

out strategic policy dialogue and effective social marketing campaigns that have served as catalysts in major policy changes. Through this interactive process of building social capital, or *concertación* in Spanish, SDC has fostered strong ownership and empowered Bolivian actors. However, performance has been uneven in terms of coherence and efficiency. Amid mounting pressures for disbursement and demands for financial probity, SDC has had difficulty using country systems or making the shift towards full aid harmonization in the area of governance; and governance mainstreaming, results reporting and communications need to be further systemized.

Table 1: Performance against Evaluation Criteria

Assessment Criteria	Rating	Rationale
Legitimacy and Relevance	Good-Excellent	SDC-Bolivia is widely recognized for its long-term and respectful governance approach, including its alignment to changing Bolivian governance priorities and willingness to tackle reform issues (such as justice) which other donors are reluctant to work on.
Ownership, Participation and Non-Discrimination	Good-Excellent	By focusing on poor and vulnerable beneficiaries and insisting on local counterpart funding and community participation and oversight, SDC-Bolivia has made useful contributions to local governance and grassroots development involving women, youth and indigenous groups.
Accountability and Transparency	Good-Excellent	SDC-Bolivia has helped establish public access to information systems and supported effective social marketing campaigns as means of promoting governance accountability and transparency in Bolivia.
Efficiency	Satisfactory-Good	Its ability to leverage donor and recipient government funding and the dynamism of Bolivian partners explain the cost-effectiveness of SDC's governance work in Bolivia. Yet, there is evidence that the dispersion of projects, the vast array of partners involved and the use of an Office of Project Management has tended to increase transaction costs and administrative burden.
Capacity Development	Good	SDC-Bolivia complements concrete and more immediate benefits with longer-term individual and institutional capacity-building processes in all of its governance efforts. What has proven more difficult is moving from "training" towards actual "skills application" or building "collective capabilities."
Outcomes and Sustainability	Good	SDC-Bolivia has shown that it is possible to translate modest investments in local innovations into higher-level governance impacts. However, limited use of country systems or Bolivian implementing entities has limited long-term sustainability and Bolivian ownership.
Coherence	Uneven	In response to lessons learned and in order to better align with Paris Aid Effectiveness principles, SDC-Bolivia has developed larger and more comprehensive governance initiatives. Yet, a tendency towards complex projects with limited synergies between sub-components or partners has made it difficult to adopt truly programmatic approaches.
Coordination	Good	SDC-Bolivia has significantly ramped up coordination and joint policy dialogue with fellow donors but with the exception of the DDP, has still to make the leap towards genuine aid harmonization.

Assessment Criteria	Rating	Rationale
Adaptive Learning	Satisfactory-Good	SDC-Bolivia has pioneered promising governance and gender equality mainstreaming frameworks/tools. But unless knowledge-sharing and dissemination is further systematized, adaptive learning within and beyond the Bolivia COOF will not reach its full potential.
Overall Rating: Good		

Areas for Improvement

The evaluation team identified several areas for improvement that should be considered by SDC in Bolivia. These include further focusing the reach and coverage of SDC-Bolivia's governance work; enhancing programmatic coherence and synergies within and between projects; carrying out ongoing risk analysis and mitigation; consciously using country systems (including at the sub-national level) and moving towards genuine aid harmonization; continuing to pursue multi-donor policy dialogue efforts; and exploring non-traditional alliances such as south-south cooperation or stronger links with Latin American think tanks. In terms of governance and gender mainstreaming, the promising frameworks and tools developed by the Bolivia COOF should be further systematized and applied. In the final analysis though, technical tools are no substitute for strong senior-level commitment and investment in governance expertise and networks, as well as for clear corporate direction, organizational incentives and systems conducive to governance and gender equality mainstreaming. Given the plethora of governance success stories and social marketing techniques pioneered by SDC in Bolivia, there is a strong case to be made for enhanced results reporting, knowledge-sharing, and the development of a Latin American Communications Strategy to showcase SDC's governance achievements.

Conclusion

As governance occupies a prominent place in the Post 2015 Sustainable Development agenda and Switzerland prepares its 2017 International Cooperation Dispatch, the timing is right for SDC to highlight its governance cooperation achievements in countries like Bolivia where, despite its lower middle income status, respected interlocutors such as SDC are well positioned to promote dialogue among actors with divergent points of views and support local efforts to consolidate pluralistic values and democratic spaces.

1 Introduction: Purpose, Methodology and Report Structure

The **purpose** of this case study is to **capture results** in governance programming as a sector and as a cross-cutting theme based on Swiss Agency for Development and Cooperation (SDC) directives; to **learn from governance practice and experience** in dealing with difficulties; to **render accountability for governance results**; and to contribute to **future strategic orientations** for SDC's governance work.

Within the **scope** of this evaluation, E.T. Jackson and Associates examined governance programming and mainstreaming performance within SDC's Global, Humanitarian and Regional Cooperation programs with a focus on three countries: Bolivia, Mozambique and Bosnia and Herzegovina. Switzerland's "whole of government" and organizational effectiveness in governance, and governance mainstreaming in SDC's Global Water and Disaster Risk Reduction programs were also key evaluation components.

The **evaluation process** spanned from January to November 2014, involving multiple data collection phases in Bern, exchanges with Dutch colleagues in the Hague carrying out a parallel (but separate) governance evaluation, and field visits to the three chosen country case studies. There were ample opportunities for consultation with SDC country offices (COOFs) as a means of stimulating the "developmental" dimension of the evaluation.¹ The Bolivia case study was carried out from April 7 to 24, 2014. Some 45 visits and interviews were carried out involving interaction with over 100 stakeholders from government, the international community and civil society, including beneficiaries (Annex A shows the field agenda and Annex B provides an interviewee list). The evaluation team concentrated in regions of historic and geographic importance to SDC, namely La Paz and the departments of Chuquisaca and Cochabamba (See Map in Annex C). The team employed an assessment framework based on SDC, Paris Declaration and evaluation principles (Annex D), and used semi-structured interviews, focus groups, secondary data collection and triangulation methods to carry out qualitative contribution analysis (See Methodological Note in Annex E) in four chosen initiatives (See Table 2):

Table 2: SDC-Bolivia Projects Reviewed

Projects:	Years	Budget (millions)	Executing Agency	Status
Access to Justice Project (AJ)	2013-2016	CHF8.2	OPD/SDC	Ongoing
Human Rights Ombudsman's Office	2012-2016	US\$2.56	PBA Basket	Ongoing
Improvement of Municipal Services	2013-2016	CHF12.6	SOLIDAR-Suisse	Will be Closed
Integrated Sustainable Development and Natural Resources	2010-2014	CHF14.5	HELVETAS	Will evolve

The first two governance projects assessed are related to human rights and justice, while the third is an example of governance programming within the sub-area of decentralized service delivery. Together, the three initiatives constitute all of SDC-Bolivia's currently operational governance portfolio. The fourth initiative studied is part of the 2013-2016 Bolivia Country Strategy's Adaptation to Climate Change pillar and was assessed from a governance mainstreaming perspective.

¹ E.T. Jackson and Associates. Evaluation of SDC's Performance in Governance Programming and Mainstreaming: Inception Report. Commissioned by the Corporate Controlling Division of the Swiss Agency for Development and Cooperation (SDC). Ottawa, Canada, March 31, 2014.

2 Governance Context and Implications for SDC

2.1 SDC's Governance Programming and Mainstreaming in Bolivia

One of Switzerland's greatest assets in Bolivia is its 45-year trajectory of building partnerships, strengthening institutions and empowering communities in that country. During our evaluation, government officials, fellow donors, and Bolivian collaborators all spoke of how Swiss cooperation was distinguished by its long-term commitment, loyalty and flexibility towards partners, its respectfulness of different points of view, and genuine dedication to participatory, bottom-up development. The team found that SDC has particular depth in the area of local/decentralized governance where, by taking calculated risks over the years, it has managed to evolve with and contribute to Bolivia's most fundamental governance priorities and reforms. As explained by former Bolivian SDC staff, the Agency's initial foray into governance programming started in the late 1980s through Swiss support for the formulation of the first Departmental Plan for Chuquisaca via the Regional Planning Support Project (PLAREG). This was followed by the Economic Management Strengthening Operation (EMSO), a much more ambitious initiative with the World Bank, the President's Office and the Minister's Council in the 1990s. EMSO supported the early balance of payments and economic management processes which set the political and administrative foundations for decentralized service delivery in Bolivia. A third generation of governance efforts like the Economic Production and Promotion Project (PADER) and the Support to Municipal Democracy Program (PADEM) were closely aligned to Bolivia's Popular Participation Law (1994) and added the critical elements of "the productive municipality", empowerment and directly supported peasant and rural worker organizations.² Close alignment with Government of Bolivia (GoB) reforms and lessons learned from previous partnerships progressively shaped SDC's governance approach in Bolivia today.

Today, governance is at the heart of Swiss Cooperation in Bolivia. Along with gender equality (GE), governance is a cross-cutting theme within Switzerland's *2013-2016 Cooperation Strategy for Bolivia* whose overarching objective is "to contribute towards change and increased public investment so that they benefit poor and vulnerable Bolivians and ensure continued reduced poverty and inequality"--a process which, by definition, entails influencing existing institutional arrangements and public policy. As such, SDC's five core governance principles (non-discrimination, participation, accountability, transparency, and efficiency) and a human rights based approach (HRBA) which seeks to strengthen citizens' demands for their rights ("rights holders") and the capacity of the state to guarantee those rights ("duty bearers"), must be mainstreamed in all SDC projects.³ In SDC-Bolivia, the notion of "Do No Harm" and Conflict Sensitive Program Management (CSPM) are also used as means of mainstreaming governance. In addition, governance is one of the three pillars (along with Adaptation to Climate Change, and Employment and Income) of the 2013-2016 Bolivia Country Strategy (CS) and comprises 20% (CHF 30 million) of the overall CHF 150 million CS.⁴ (See Table 3 below). Through programming in both decentralized service delivery and human rights/justice, the Bolivia CS's main governance objective is that "local services for poor and vulnerable groups improve and that their rights be realized."

² COSUDE-Bolivia. *Se Hace Camino al Sembrar: 40 años asociados al desarrollo de Bolivia*. Revista anual 2008-2009. La Paz, Bolivia, 2009.

³ COSUDE-Bolivia. *Estrategia de Cooperación para Bolivia: 2013-2016*. Bern, Switzerland. 2013; COSUDE-Bolivia. Input para la elaboración de la *Estrategia de Cooperación 2013-2016*. La Paz, Bolivia, 09.05.2012.

⁴ COSUDE-Bolivia. *Estrategia de Cooperación para Bolivia: 2013-2016*. Op. Cit.

Table 3: SDC-Bolivia 2013-2016 Country Strategy Commitments by Domain

2013-2016 CS Domains/Pillars	Planned Commitments In CHF, millions	Planned Commitments As percentage of CS
Decentralization & Human Rights	CHF 30 million	20%
Adaptation to Climate Change	CHF 55 million	37%
Employment and Income	CHF 45 million	30%
Management/Other opportunities	CHF 20 million	13%
Total	CHF 150 million	100%

Even though the exact amount of SDC programming resources invested in governance in Bolivia during the 2013-2016 CS period is difficult to calculate, if one assumes that at least 10-15% of programming within the Adaptation to Climate Change and the Employment and Income pillars relate to capacity, institutional and policy development and is, therefore, *de facto*, governance-related programming, once such resources are added to those dedicated towards the stand-alone governance pillar, it becomes evident that more than a third (approximately 35%) of SDC-Bolivia's programming resources go towards governance-related work.⁵

2.2 Country Historic and Current Context: Building a Plurinational Bolivian State

Bolivia has undergone a remarkable social, economic and political transformation over the past eight years. These changes have created unprecedented governance opportunities and challenges for the country. One of the most significant achievements of Bolivian President Evo Morales has been the ratification of the *2009 Constitution for the Plurinational State of Bolivia* which, in addition to establishing four levels of autonomies (departmental, regional, municipal, and indigenous) and a model of participatory and decentralized governance, is based on a strong HRBA which enshrines the rights of previously discriminated peasants, labourers, women and indigenous peoples to enjoy decent well-being (*Vivir Bien*) in harmony with nature (*La Madre Tierra*).⁶

In tandem with a political transformation, Bolivia has experienced an historic economic boom characterized by macro-economic stability and unparalleled economic growth (average GDP growth rose from 2.5% p.a. in 2001 up to 5.5% p.a. in 2013) propelled by both increased world prices for natural resources and improved tax recovery from the partial nationalization of hydrocarbons. The income generated from this new growth was, in turn, invested in public spending (which rose from 7.5% of GDP in 2006 to 12% by 2010), including the creation of broad cash transfer programs aimed at improving Bolivians' access to basic health and education. New state revenues also contributed to a 10-fold increment in financial resources transferred from the central State to the municipal level over the past decade.⁷ The ultimate result has been impressive reductions in extreme poverty (from 38.2% in 2005 down to 20.9% by 2011). These achievements have enabled Bolivia to become a lower middle income country and to dramatically reduce its dependence on foreign aid. In response to its elevated status, in recent years Bolivia has asserted its new-found pride through calls for the protection of Bolivian sovereignty, as

⁵ COSUDE-Bolivia. Estrategia de Cooperación para Bolivia: 2013-2016. Op. Cit.

⁶ Kohl, Benjamin. Bolivia under Morales: A Work in Progress. Latin American Perspectives, Issue 172, Vol. 37, November 3, May 2010: 107-122; Morales, Evo Agenda Patriótica 2025, La Paz, Bolivia, January 2013.

⁷ Despite the modest stipend involved, conditional cash transfers provided through the Juancito Pinto, Renta Dignidad and Juana Uzurday programs have created incentives to children to attend school and provided modest financial support to senior citizens and expectant mothers. See: Durana, Alieza. Morales' Bolivia: A New Paradigm in Egalitarian Governance? Berlin, Germany, November 2013; See also, Government of Bolivia, Plan Nacional de Desarrollo de Bolivia: 2006-2011. Page 220-221. La Paz, Bolivia, 2006.

well as demands for greater harmonization, accountability from donors.⁸ The ascendance of the *Movement Towards Socialism* (MAS) and Evo Morales' personal rise as Bolivia's first indigenous President represent not only a shift away from the neo-liberal coalition pacts of past which had become synonymous with political paralysis and dictatorship but also ushers in a new era of ethnic inclusion, social participation and the empowerment of previously marginalized Bolivians and popular mass organizations.

The achievements of the MAS notwithstanding, poverty still affects half of Bolivians, especially in rural areas; the country ranks 108th out of 187 countries in UNDP's 2013 *Human Development Index*; social tensions and inequality levels remain high⁹ and violence against women is rampant.¹⁰ Aggravating matters further, 68% of GDP and 80% of jobs come from the informal sector, the Bolivian economy is heavily dependent on hydrocarbons and it lacks diversification or incentives for private investment (today Bolivia ranks 155 out of 183 in the World Bank's *Doing Business Index*).¹¹

However, the cause for greatest concern lies in the realm of governance. Limited planning, implementation and coordination capacities in public institutions is a major constraint to efficient service delivery in Bolivia. After two decades of decentralization reforms and popular participation processes, sub-national implementation capacities have improved but still vary dramatically, depending on the size and remoteness of municipalities. Unfortunately, a culture of clientelism, and rampant corruption have prevailed and partisan politics and capture by MAS-affiliated corporate social interests have created new forms of exclusion and have recently resulted in rising conflict between citizens, the state, and private interests. Most preoccupying of all, the effectiveness and independence of the justice system have been seriously compromised in recent years. The justice system is notoriously neglected with only 0.53% of Bolivia's budget spent in justice, 56% of judicial cases before the courts delayed, 75% of penal investigations pending and 83% of prisoners still awaiting sentence.¹² The Minister of Justice has changed five times during the MAS' eight-year political tenure and the recent election of judges has only served to further politicize the judicial system. Together, these constraining factors explain why public sector implementation rates are dismal¹³ and why Bolivians' mounting expectations have not been met. In fact, 47% of Bolivians reported having paid some form of a bribe in 2013. And, at 3.4 out of 10, Bolivia's Corruption Perception Index shows a poor performance even when compared to troublesome neighbours.¹⁴ There is now growing concern that the Morales Government is increasingly showing authoritarian (*caudillismo*, in Spanish) and centralist tendencies. The constitutionality of the new *Autonomy and Decentralization Law* has been called into question due to its erosive effect on elected authorities' right to "due process" and the

⁸ Bonifaz, Carlos Romero. Los Impactos del Censo Nacional de Población 2012. Análisis e Investigaciones. Junio 2013. Fundación Hanns Seidel. La Paz, Bolivia, 2013; According to GoB statistics, Bolivian dependence on foreign aid declined from 55% of public investment between 1999-2005 down to 31% between 2006-2012. Vice-Ministerio de Inversión Pública y Financiamiento Externo. La Cooperación Internacional en Bolivia en 2013. VIPFE, La Paz, Bolivia, 2013.

⁹ Although according to both National Institute of Statistics (INE) and the Economic Commission for Latin America and the Caribbean (CEPAL), Bolivia's Gini Coefficient improved from 0.60 in 2005 to 0.47 in 2011 but remains high and debate among economists is rife as to whether the Gini has begun deteriorating after 2010; COSUDE-Bolivia. Matriz de Monitoreo para los efectos del desarrollo en el país. La Paz, Bolivia, 2013.

¹⁰ National statistics show that an alarming rate of 8 out of 10 ten Bolivian women experience violence. Ibid.

¹¹ COSUDE-Bolivia, MERV 2013, Op. Cit.

¹² Orias Arredondo, Ramiro. Propuesta de Política Pública de la Justicia en Bolivia. Comisión Andina de Juristas. La Paz, Bolivia. Enero 2012.

¹³ According to analyses, GoB ministries officially spend 70% of their budgets but almost a quarter of their budgets are spent in the last months of the year. Bolivian data also shows that today, public enterprises spend almost 60% of state resources. José Luis Parada Rivero, Perspectivas políticas de los resultados del Censo Nacional de Población y Vivienda 2012. Análisis e Investigaciones. Junio 2013.

¹⁴ According to Transparency International, a CPI score below 5 out of 10 is evidence of serious corruption within a country. Although better than a decade ago, Bolivia's rating of 3.4 is below the South American average of 3.6.

justice system is paralyzed by politicization. As many as 745 new conflicts were registered in 2012, many of them linked to miners' complaints or to minority indigenous groups such as those in the TIPNIS national park protesting the lack of genuine community consultation in development processes. The Human Rights Ombudsman (*Defensor del Pueblo*--DDP) has received over 14,000 human rights complaints in recent years yet has come under attack by the Government's executive branch for being "overly partisan". The case of IBIS, an international NGO of Danish origin evicted from the country after its activities were deemed to foster conflict among indigenous communities and to run counter to the GoB's political objectives shows that the Morales Government has limited tolerance for international actors who it deems as overtly challenging its hegemony. According to many development actors, the introduction of Law 351 which potentially restricts civil society voices provides further proof that spaces for international and Bolivian civil society are becoming restrained.¹⁵

For SDC, the current governance context in Bolivia presents both opportunities and challenges. In purely political terms, with an electoral mandate of 63% of the popular vote and few credible, broad-based opposition parties, the "hegemony" of the MAS and of "Evo" as a *caudillo* ("charismatic authority") is expected to continue well beyond the 2014 presidential election.¹⁶ In many ways, this is an opportunity for SDC because it means stability, as well as continued public commitment towards poverty reduction and social inclusion efforts aimed at previously excluded groups. Increased public service transparency and efficiency and improved access to justice, health and education services by vulnerable Bolivians are all on top of the GoB's *Agenda Patriótica 2025*¹⁷, as well as being areas of historic SDC-focus and priorities in SDC-Bolivia's 2013-2016 CS. Yet, national-level public management is likely to remain notoriously inefficient and mistrusted in Bolivia. Also, despite some good progress and receiving 20% of state-generated tax revenues, many Bolivian municipalities still have limited planning and implementation capacities and national transfers to the local level are not adequately coordinated with local governments—all trends likely to continue undermining effective service delivery to Bolivian communities. These gaps place donors like SDC with bottom-up development experience, in an advantageous position to make a difference. The departure of major bilateral donors (e.g., US, UK, The Netherlands) and the diminished presence of others (Spain, Canada, Germany) also opens up new spaces for SDC to forge wider alliances, or explore new partnerships and mechanisms.

On the other hand, as articulated in its *Agenda Patriótica 2025*, the Morales Government has adopted a distinctly nationalistic discourse in which tolerance for political dissent is limited. Growing risks of re-centralization, politicization of independent institutions, and reduced checks and balances on MAS hegemony all mean that SDC will need to contend with continued partisan politics. The potential for collateral damage from tensions between the GoB and non-MAS affiliated peasant or indigenous groups in the *Altiplano* where the majority of Bolivia's poor live and where, for development reasons, donors like SDC have concentrated their efforts, is high. To avoid the possible derailment of governance initiatives or partnerships which may be deemed to be overly political or confrontational by the GoB, SDC needs to manoeuvre cautiously and in a sensitive and diplomatic fashion.¹⁸

¹⁵ Office of the UN Human Rights Commission. Presentación del Informe 2013 sobre la situación de los derechos humanos en Bolivia. La Paz, Bolivia, March 20, 2014; COSUDE-Bolivia, MERV 2013, Op Cit.

¹⁶ Böhr, Carlos, Análisis del contexto socio-político y su relevancia para la cooperación suiza. Informe de consultoría para E.T. Jackson and Associates Ltd. La Paz, Bolivia, Abril 2014.

¹⁷ Agenda Patriótica 2025, Op. Cit.; Plan Nacional de Desarrollo de Bolivia: 2006-2011. Op. Cit.

¹⁸ The risk that SDC's governance work could be seen by the MAS Government to be interfering in Bolivia's "internal matters" was identified by an independent evaluation commissioned by SDC as far back as 2006. (See: Khot, Seemantinee et al, SDC's Performance Towards Empowerment of Stakeholders from the Recipients' Perspective: Final Report. SDC. Bern, Switzerland, November 2006.)

3 Governance Programming: Program Logic, Expected Results and Performance

3.1 Program Logic and Expected Results in Decentralized Service Delivery and Human Rights

Within its governance pillar, SDC-Bolivia currently funds three major projects/programs: The *Improvement of Municipal Services Project*—PMS implemented by SOLIDAR-Suisse on decentralized service delivery; and both the *Access to Justice Project* – AJ implemented by SDC's Office of Director Projects (OPD) and the *Human Rights Ombudsman's Office Basket Fund* – DDP. In response to lessons learnt, all three initiatives adeptly blend state-civil society and macro-meso-micro level actions (See graphic in Annex F).

The PMS Project has a cohesive and experience-tested theory/hypothesis of change strongly influenced by the PADEM sub-project's "virtuous triangle" approach which is aimed at fostering social capital (or *concertación* in Spanish) through civil society empowerment, public sector strengthening and broad-based network building, policy dialogue and communications.¹⁹ The model entails a human rights based approach (HRBA) which combines the promotion of citizen's ability to demand rights and services (rights holders) with building local government capacities to deliver both (duty bearers). Embedded within this approach, there is a strong emphasis on the co-responsibility of citizens in the exercise of their rights. Core SDC governance principles such as public accountability, non-discrimination in access to services, and participation are prominent in PMS's design and implementation.

PMS' theory/hypothesis of change states that: If,

- i) Citizen innovation, participation, organization and co-responsibility is encouraged...
- ii) Local government planning, coordination & implementation capacities are increased... and
- iii) Networks & coalitions are built between public-civil society actors and local successes are show-cased and communicated more broadly...

Then,

- i) Citizens demand better services from government, contribute to improved service delivery and, in the process, are empowered by enhancing their individual & organizational capacities, as well as by citizens' own contributions towards improved governance;
- ii) Local government efficiency, effectiveness and accountability in service delivery to all Bolivians, including vulnerable groups, will improve;
- iii) Local governance successes can be replicated, scaled-up, and communicated, thereby leading to broader policy change and reforms.

This will result in:

Reduced poverty and inequality faced by vulnerable groups, (especially women and youth) by improving their access to quality public services and enhancing citizen participation in development processes at the local level (PMS Impact Objective)

The PMS theory of change is far-reaching in that it is based on two major premises which are far from givens in the current Bolivian context: i) that lack of institutional capacity and weak coordination are the primary factors undermining inclusive social service delivery in Bolivia; and ii) that local best practices, when given profile through targeted lobbying or communications campaigns, can produce national-level policy change. These suppo-

¹⁹ SOLIDAR-Suisse. Programa para la mejora de los Servicios Locales (PMS): 2013-2016. PRODOC. La Paz, Bolivia, 2012; SOLIDAR-Suisse, Proyecto para la Mejora de Servicios Municipales. Bolivia, April 2014.

sitions partly explain why only a small portion of PMS/PADEM initiatives ever achieve national-level policy impacts. Far from being oblivious to the risks which increased “centralism,” “corporate interests” and “politicization” represent for the governance agenda, PMS recognizes such risks within its Logical Framework (LFA) and addresses them in practice by relying on highly democratic responsive community competitions which bypass vested interests and investing in continuous *concertación*, lobbying and communications to produce wider outcomes (See Section 3.2).

Like PADEM which accounts for 80% of PMS, the DDP has the benefit of long-term experience, institutional credibility, and effective alliances—factors that enabled it to develop a cohesive and experience-based theory of change deeply-rooted in a HRBA which supports rights holders and duty bearers. In addition, as one of Bolivia's few non-partisan and autonomous institutions (the DDP is selected by Parliament) in its 2012-2016 plan, the DDP has taken the bold step of carving out a role for itself as a promoter of the *Plurinational Bolivian State*, thus actively promoting core governance principles such as non-discrimination, accountability and transparency in all Bolivian institutions.²⁰

The DDP theory/hypothesis of change states that: If

- i) The DDP defends and promotes Bolivians' fundamental rights;
- ii) Articulates cultural and collective social demands, with a special focus on respect for mother nature (*Madre Tierra*), and the promotion and enforcement of the rights of vulnerable indigenous Bolivians and afro descents, as well as girls and boys; and
- iii) Supports strategic human rights institutional initiatives and serves as mediator, translator and creator of spaces for dialogue and the resolution of conflicts between Bolivia's diverse cultures, peoples & territories...

Then,

The DDP will positively contribute towards the creation of a genuinely *Plurinational* Bolivian state as conceived in the 2009 Constitution of the Plurinational State of Bolivia.

This will result in:

Contributions to the defence, compliance and promotion of the human rights of all Bolivian men and women, as well as to guaranteeing the supervision/oversight of Bolivians' human rights
(Overall Goal of DDP Basket Fund in SDC PRODOC)

As is evident from its logic and expected results, this third phase of the DDP Basket Fund is politically audacious in that it aims to play a contributing role in the “transformation of the plurinational state of Bolivia,” while at the same time wisely containing expectations by specifying in both its ultimate goal and three strategic outcomes, that the DDP's goal is to “contribute to” the stated objectives of the DDP's 2012-2016 Plan, as opposed to achieving the plan on its own. Still, there is no denying the ambitious scope and vision of the DDP's 2012-2016 Plan which is predicated on two critical assumptions: i) that the Government of Bolivia (GoB) will respect the autonomy, non-partisanship, and wide human rights and proactive governance mandate of the DDP; and ii) that Bolivians will continue to respect the integrity of the DDP and, therefore, seek its arbitration and embrace the activist governance dimensions of its role. Such lofty ideals might fail in the hands of a lesser institution. In the case of the DDP, however, the Plan has proven feasible, thanks to the DDP's institutional strengths and historical credibility which are

²⁰ COSUDE-Bolivia, Defensor del Pueblo – Basket Funding Phase 3: 01.09.2012-31.12.2016. PRODOC and Record of Proceedings of the Latin America Division's Operations Committee. 10.07.2012/SQX. Bern, Switzerland, 2012.

themselves deeply rooted in the *Defensor*'s personal reputation²¹ as well as in the backing of a loyal and stable Bolivian professional cadre. The DDP also benefits from a detailed and uniquely self-aware risk-mitigation strategy which describes multiple political, jurisdictional, corporatist and social risks facing the DDP and the extent of support or resistance expected from particular actors. The effectiveness of the DDP has been further enhanced by the institutional efforts of the PMS Project and civil society networks to press local governments to live up to their social commitments, thereby facilitating the work of the DDP at the decentralized level. Lastly, but quite significantly, the DDP can count on a diverse foreign funding base (53% of the DDP's budget), but even more importantly, from the public legitimacy (and security) which the international community can provide when the DDP comes under Government attack (and censorship) for exposing GoB human rights abuses and undemocratic practices. Together these factors enable the DDP to pursue its comprehensive human rights and governance agenda.

Building on lessons learned from SDC-Bolivia's governance programming, the AJ Project is also based on a "triangular approach" which promotes capacity development and policy dialogue between state, civil society and international cooperation actors, albeit with a focus on national institutions. Rooted in UNDP's notion of "plural justice", like both PMS and DDP, AJ adopts a HRBA focussed on enhancing Bolivians' capacity to seek remedy (through formal and informal institutions), while ensuring the state's adherence to global human rights commitments. As such, the SDC governance principles of accountability, transparency, non-discrimination and efficiency are all integral to AJ's project design.²²

AJ's theory/hypothesis of change states that: If,

- i) Normative and institutional frameworks are strengthened or reformed;
- ii) The capacity of both informal and formal justice institutions to deliver cost-effective and accessible legal services to all Bolivians, including vulnerable groups, is enhanced;
- iii) Bolivians' awareness of the advantages of alternative legal and conflict resolution mechanisms is increased; and
- iv) Individual, organizational and networking capacities are strengthened...



Then,

- i) Bolivia's legal and procedural burden is reduced in a quicker, more cost-effective and inclusive manner;
- ii) Barriers to access are broken down and justice benefits vulnerable Bolivians (e.g., the poor, prisoners, women, victims of violence);
- iii) Coordination and policy dialogue between relevant judicial, legislative and executive entities is improved; and
- iv) Bolivia's discredited justice system regains credibility, and impetus for reform and much needed public investment is increased.



This will result in:

Access to justice by vulnerable and marginal Bolivians is significantly improved with the implementation of justice sector reforms.
(AJ Overarching Objective)

²¹ According to a 2011 national survey, 37% of Bolivians voted the Human Rights Ombudsman, Mr. Rolando Villena, as Bolivia's most credible leader, ahead of President Evo Morales' credibility rating of 33%. As cited in: COSUDE. Informe fin de Fase: Defensoría del Pueblo. COSUDE-Bolivia, La Paz, Bolivia, Agosto 2013.

²² COSUDE-Bolivia, Proyecto: Acceso a Justicia: 1 de abril 2013 – 31 de diciembre 2016. La Paz, Bolivia, 2012.

As evident in the above theory of change, the AJ Project is perhaps the most ambitious of SDC's three governance programs, given that its success depends on two fairly idealistic premises: i) that the GoB is willing (or able to) to carry out sweeping justice reforms; and ii) that the multiplicity of vested interests and stakeholders in Bolivia judicial system will come to a consensus and back the implementation of a comprehensive, coordinated and well-funded justice reform plan. In the case of Bolivia's justice sector, the cautious optimism inherent in SDC's initial diagnostics has, unfortunately, not panned out. Moreover, regardless of a recently drafted GoB *Plural Justice Sectoral Plan for 2013-2025*,²³ tangible progress in access to justice has been undermined by persistent "institutional silos"; the entrenched nature of the structural problems which characterize Bolivia's justice system (i.e., limited and uneven coverage, excessively bureaucratic systems and procedures, corruption, underfunding and lack of credibility, just to name a few); continued politicization of the justice system; and the need to operationalize numerous new laws, institutions and novel justice principles (such as juridical pluralism and indigenous justice) introduced by the 2009 Constitution.²⁴ Hence, in the case of the AJ Project, not only have the once-expected judicial reforms not progressed as quickly or as far as originally anticipated, but a newly-emerging visions of justice, an array of new players, and increased political partisanship have made work in the area even more complex. Because AJ began its implementation only in 2013, it is too early to make judgements about progress. Nevertheless, the combination of an ambitious theory of change, the broad scope of the project, SDC's newness to working on justice issues at a macro level, and difficulties promoting synergies among justice system stakeholders, can be expected to create major challenges in achieving future results. (See Section 3.2.2).

3.2 Assessment of Performance of Governance Programming

3.2.1 General Findings, Lessons Learned and Best Practices

As part of our assessment of SDC's performance in governance programming and mainstreaming, the following findings stand out:

The main finding is that SDC-Bolivia is "doing the right things"

- SDC-Bolivia is "in the right programming areas" by focussing on decentralized service delivery and human rights/justice at a time when conflict between citizens and the state are rife and other donors have left these areas of work behind;
- SDC-Bolivia is "doing the right things" by aligning and adapting to changing Bolivian governance priorities, committing to partners long-term; and
- SDC-Bolivia is "supporting the right beneficiary group" by focussing on vulnerable Bolivians, women and youth.

Carlos Böhr's socio-political analysis of SDC's present Country Strategy (CS), the Swiss Embassy's *Monitoring of Relevant Development Trends* (MERV), and the GoB's *Patriotic Agenda 2025* concur that SDC's chosen priorities—access to justice and decentralized service delivery—are among two of Bolivia's most critical governance challenges. Our review of SDC's evolving governance portfolio in Bolivia further revealed that the Agency has a strong track record, reputation and trusted partnerships in the area of decentralization. In justice, because SDC's previous successes focussed on specific groups (e.g., EMPODER's promotion of the rights of Bolivia's 600 Guaraní Indian families fighting against forced labour, the Agency has more work to do to create an enabling

²³ Ministerio de Justicia, Plan Sectorial de Justicia Plural 2013-2025--Construyendo Confianza. La Paz, Bolivia, 2012; Ministerio de Justicia, Plan Estratégico Institucional 2011-2015. La Paz, Bolivia, 2011.

²⁴ Ministerio de Justicia, Plan Sectorial de Justicia Plural: 2013-2025. Op. Cit.; Orias Arredondo, Ramiro. Op. Cit.; Schappli, Erika and Verástegui, Paulino. Acciones a favor del acceso a la justicia en Bolivia--Diagnóstico y validación de la plataforma de planificación de la próxima fase de COSUDE/FORDECAP. Informe comisionado por COSUDE-Bolivia. La Paz, Bolivia. December 13, 2012.

environment and building alliances for change (See Section 3.2.2). Several respondents noted, however, that the departure of key donors (USAID, DFID, Germany, Spain) from governance work and reduced aid from others (Belgium, Canada), may open new opportunities for SDC.

Our analyses of poverty trends also affirmed the appropriateness of SDC's geographic focus. With three quarters of the population living in the Andean Highlands and valleys and four out of 10 Bolivians in rural areas suffering from extreme poverty (twice the national average) SDC's concentration in the rural *Altiplano* (with modest investments in urban poverty in response to rising urbanization) are developmentally sound. SDC's focus on vulnerable groups such as women, youth and indigenous persons remains highly relevant.²⁵ Although admittedly not among "the poorest of the poor," the beneficiaries we met--small-scale farming families with no access to water, female victims of violence, students and patients in remote communities, and prisoners—were all in some form "poor" or "vulnerable".²⁶ Our interviews further confirmed that SDC was specially appreciated for the "way it did things": Vice Ministry of Planning and Public Investment (VIFPE) officials praised SDC's respectful political stance and historic alignment with Bolivian reforms, fellow donors praised the high calibre of SDC staff, and SDC collaborators attributed SDC's adaptability and innovativeness to its long-term commitment to partners. Many interlocutors praised steadfast Swiss commitment towards "bottom-up" development and to "doing things as close to the ground as possible"--a refrain echoed in SDC headquarters (HQ) in Bern where the approach was viewed as part of "the Swiss' DNA," and emanating from Swiss democratic principles of local consensus-building and "subsidiarity."

On top of a shift from 30-plus smaller and thematically dispersed projects, towards a focus on three pillars and eight comprehensive projects, thanks to lessons learnt from previous governance project phases and evaluations, SDC has made positive adaptations that:

During the current Bolivia country strategy period, SDC advanced significantly towards the implementation of the Paris Declaration on Aid Effectiveness principles, through:

- Fewer and larger projects based on work with multiple stakeholders and levels;
- Better aid coordination with like-minded donors;
- Better country-level analysis and results-based M&E.

1. Apply a "triangular approach" which builds synergies and networks (i.e., *concertación*) between state-civil society-and international cooperation actors;
2. Engage simultaneously at the national (macro), departmental (meso) and local (micro) levels, while fostering linkages between all three;
3. Use specific sectors/issues such as health, education, and women's security as entry points towards improved governance;
4. Combine immediate economic benefits with long-term capacity building efforts;
5. Coordinate closely with like-minded donors; and
6. Invests in solid contextual analysis and results-based management reporting.²⁷

Our field research showed that these lessons were effectively applied and were evident in best practices, such as those of the DDP and PMS/PADEM (See boxes below):

²⁵ According to an independent evaluation, in Bolivia, SDC does not work with the "abject poverty". (See, Khot, Seemantinee et al, Op. Cit.) Nevertheless, we found that because one needs to support change agents and innovative institutions to promote good governance, working with the "poorest of the poor" is not the necessarily the only or best way to achieve governance impacts.

²⁶ Carlos Romero Bonifaz,. Op. Cit.; COSUDE-Bolivia, MERV 2013. Op. Cit.

²⁷ Ventura, José; Gonzales, Guillermo, and Ponce, Naya. Evaluación Externa: Area Gobernabilidad. Informe Preliminar. La Paz, Bolivia, April 2012.

Box 1: The Human Rights Ombudsman's Office—*Defensor del Pueblo* (DDP):

With fully harmonized and long-term funding from Switzerland, Sweden, Canada, The Netherlands and UNICEF, the *Defensor del Pueblo* (DDP) is one of Bolivia's few long-standing and full-fledged program-based approaches/basket funds. In addition, the DDP has the distinction of consistently being voted among the three most respected institutions in the country thanks to its effective involvement in Bolivia's most critical democratic processes (e.g., DDP's participation in the Constituent Assembly which culminated in the integration of a human rights-based approach in the *2009 Constitution of the Plurinational State of Bolivia*) and its non-partisan mediation of some of Bolivia's most high-profile conflicts (e.g., its protection of the labour rights of striking miners or Guaraní Indians).

Thanks to stable foreign assistance, over the years, the DDP has developed a competent and loyal professional cadre and transparent results-based management (RBM) systems and has gradually expanded its geographic presence through departmental DDPs who make rural visits. In 2014, the DDP further increased its relevance when it obtained long-awaited additional GoB funding for new programming specifically oriented towards youth and children's rights. Most significantly, the DDP has maintained its autonomy and right to speak out on controversial, public justice and human rights issues such as the proposed construction of a highway through the TIPNIS or the MAS' top-heavy treatment of political adversaries. The DDP's autonomy, contribution to democratic debate, and long-term sustainability, however, should not to be taken for granted. There were times, in recent years, when Bolivians feared that the *Defensor* was not sufficiently vocal about human rights or democratic transgressions. The institution's effectiveness and the *Defensor's* respected voice, many feared, had been muffled by MAS political pressures to "toe the MAS Party line" and the GoB's inability (or refusal) to pay its full share of the counterpart funding needing to maintain the operations of the DDP Office.

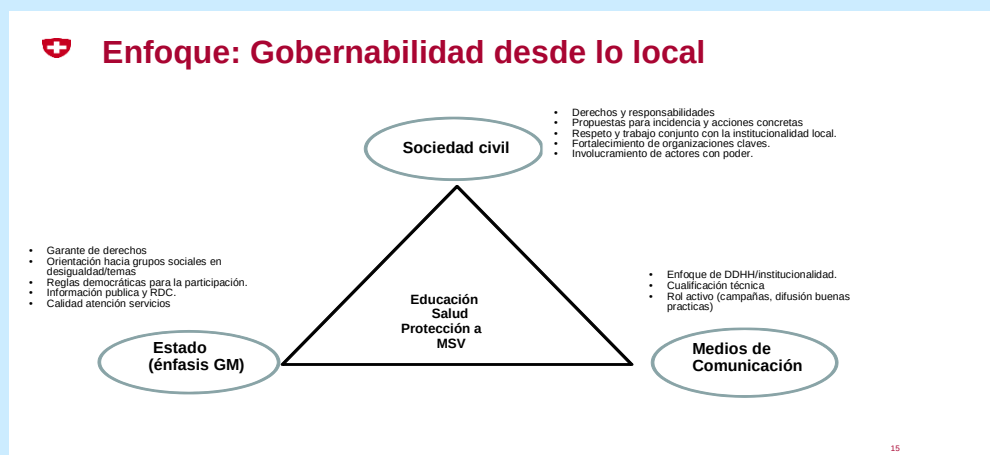
According to our analysis, the DDP's success is attributable to a number of factors. The fact that the DDP is chosen by the Bolivian Parliament is what enables it to operate in a non-partisan basis. Organizationally speaking, DDP's efforts to develop strong project planning and implementation, RBM, gender analysis, and conflict resolution expertise has further reinforced its credibility. But equally important though, is the stable financial and moral support it receives from donors such as Switzerland and which enables it to develop its institutional capacities, as well as to weather political pressures from the GoB, thus maintaining its legitimacy in the eyes of the Bolivian people. Donor-supported south-south collaboration opportunities with DDPs in Colombia, Peru and Ecuador and exposure to similar entities in Europe and North America have further helped the DDP keep abreast of cutting-edge of hemispheric human rights debates and to build regional networks which at the same time provide much-needed moral support. The DDP's organizational practices are far from perfect. For instance, it still has difficulties with RBM reporting and its decentralized offices should be considerably strengthened. These issues notwithstanding, DDP best practices such as forming broad alliances, formulating detailed stakeholder and risk mitigation plans, and directly managing donor funds in a harmonized fashion could serve as models for other SDC-supported institutions. As one of the DDP's earliest and most stable supporters, SDC is highly valued in Bolivia for the long-term contributions it has made to what remains one of the country's few autonomous and trusted institutions providing checks and balances on executive, legislative and judicial powers.²⁸



²⁸ Inksater, Kim. Human Rights Ombudsman Evaluation for the 2007-2011 Institutional Strategic Plan. Just Governance Consultants. Ottawa, Canada. July 31, 2012.

Box 2: The Municipal Democracy Support Program (PADEM) Success Story

Within the *Program for Local Service Delivery* (PMS) coordinated by SOLIDAR Suisse, the *Support to Municipal Democracy* (PADEM) Project is noteworthy for its “triangular approach”. The first element involves modest funding of innovative civil society and local governance efforts through open contests which further reward those initiatives with the potential to be scaled up or replicated (e.g., INTEREDES was comprised by bringing together NGOs, businesses, the police, municipal service-delivery entities and councillors from the municipalities of Sacaba, Tiquipaya, Vinto, Colcapirhua, Cercado, and Quillacollo in Cochabamba to combat violence against women. With modest seed funding from a PADEM contest, INTEREDES managed to safeguard municipal human resources and investment for the proper function of *Integrated Municipal Legal Service Centres* [SLIMS] to assist victims of family violence. The network shared their experience in a roving “fair” and carried out a wider public education campaign to create wider awareness about the GoB’s newly approved *Law to Guarantee Women a Life Free of Violence* [Law 348]. The second element calls for the provision of technical assistance to municipal governments that have shown a commitment towards increased social public spending and multi-stakeholder planning and consultation (e.g., with seed capital from PADEM, the Health Service of Tiquipaya Municipality purchased three motorcycles to reach remote health posts, while longer term technical assistance enabled health officials, the AMDES, and the Mayor’s Office bring together 50 actors/sectors to develop the first *Municipal Plan for Health* [POA] in Cochabamba). The final element of this triangular approach entails building broad-based networks capable of carrying out targeted lobbying and mounting creative multi-media campaigns which build social capital, generate public awareness and influence public policy change (i.e., *concertación*). For example, PADEM’s fictitious radio character “Dra. Edilicia,” a dowdy but avid crusader for women’s rights, has caught the imagination of Bolivians who tune in to listen to her educational commentaries about women’s rights, while PADEM-sponsored TV spots use famous Bolivian actors, singers, and politicians to transmit the message that a “macho man never hits a woman.” The ads have proven to be effective social marketing instruments which not only prompted the Mayor of Cochabamba to wear a T-shirt denouncing violence against women, but have influenced municipal decisions to ring-fence public spending geared towards protecting women’s and children’s rights.²⁹ PADEM’s successes do not come easily. Although all of its development efforts directly benefit communities and citizens in some form (e.g., through the provision of IT equipment to schools, coordination of municipal planning processes, or training on women’s rights), only 20 out of 100 PADEM initiatives produce higher-level national or policy-level impacts and these require long-term commitment and gargantuan coordination efforts. Yet, when facilitated effectively and when PADEM’s far-reaching networks and alliances strategically focus on producing major policy change, their broader-level governance impacts can be significant.



²⁹ PADEM. Proyecto para la Mejora de los Servicios Municipales (PMS).SOLIDAR-Suisse, La Paz, Bolivia, April 2014.

3.2.2 Performance Against Assessment Criteria:

Even though we only visited two of the departments where SDC is active and some of the initiatives we visited were in early stages of implementation, our case study does provide insights about SDC-Bolivia's performance vis-à-vis our eight assessment criteria. See Table 4 below for a summary of performance:

Table 4: Summary of Ratings Against Assessment Criteria

Overall, SDC-Bolivia performed very well under our evaluation's assessment criteria:	
Legitimacy and Relevance	Good-Excellent
Ownership, Participation and Non-Discrimination	Good-Excellent
Accountability and Transparency	Good-Excellent
Efficiency	Satisfactory-Good
Capacity Development	Good
Outcomes & Sustainability	Good
Coherence	Uneven
Coordination	Good
Adaptive Learning	Satisfactory-Good

Relevance, Legitimacy and Ownership: Rating: Good-Excellent:

- As noted earlier, SDC-Bolivia's long history of aligning to evolving Bolivian governance reforms, its respectful approach and 15-20 year commitment to promoting institutional learning and trusted partnerships have kept SDC relevant and confirmed its legitimacy in the eyes of Bolivian stakeholders. Virtually all persons we spoke to echoed such views.
- We were similarly able to observe the sense of ownership and empowerment among SDC-supported Bolivian leaders and collaborators. In Sucre, for example, we met a former Guaraní indentured labourer who became an influential human rights activist, and later a parliamentarian in the Legislative Assembly of Chuquisaca, and learned his political skills under the aegis of the EMPODER Project, thus transitioning from "rights holder" to a "duty bearer." During our visit to the GESTOR Project, the Head of Departmental Government of Chuquisaca explained how donors like SDC had helped them transition from "being responsive" towards "preventive" natural resource management. The charismatic leader of the *mancomunidad* (a Bolivian institution comprised of multiple municipal governments) in Chuquisaca-Centro conveyed equal enthusiasm when he spoke of how GESTOR's strategic support of the often underestimated meso-level mancomunidad mechanism had enabled them to pursue their own agenda by coming together among municipalities to advance larger-scale physical works such as the Rio Grande catchment area.

- SDC-Bolivia performed particularly well with respect to the relevance and legitimacy of its governance initiatives thanks to its alignment and adaptability to changing Bolivian governance priorities and its willingness to tackle tough issues.
- SDC-Bolivia has fostered a sense of ownership and consistently promoted accountability/ transparency, participation and inclusiveness (non-discrimination) among stakeholders thanks to its respectful approach and long-term commitment to partners.

Accountability and Transparency; Participation and Non-Discrimination: Rating: Good-Excellent

- Again using the mancomunidad as an entry point, the GESTOR Project had enabled various municipalities to pursue collaborative governance-related initiatives such as the establishment of a public website and the creation of a locally-inspired mascot, "Lupita" (A popular female Spanish nick-name also meaning "magnifying glass") whose presence was sought after at community fairs to raise awareness about the value of public accountability and transparency.
- In a similar vein, PMS/PADEM has promoted democratic governance values such as increased accountability and transparency through its roving "democratic bus" and taken community participation to whole new level with its "open contests" in support of popular social public awareness and social marketing campaigns such as "Municipality with the Face of a Woman" or "My Municipality Goes to School."³⁰
- All the projects we visited promoted some form of participation. At the San Roqué Jail

SDC-Bolivia's capacity-development work and the outcomes and sustain-ability of results are solid thanks to conscious SDC efforts to build individual and institutional capacities and to leverage Swiss investments with joint donor and Bolivian counterpart funding. Yet,

- Capacity development does not easily translate into collective capabilities;
- National and policy-level impacts have proven more difficult to achieve; And
- Reporting of higher-level results or cross-cutting themes can be inconsistent.

in Sucre, rarely-heard prison representatives themselves articulated their needs to us, at the remote *Puente Pampa Public School* at the border of Mizque and Aiquile municipalities in Cochabamba, parents from the Parent-Teacher Association told us they "wanted their children to learn to use modern computers which they could not." And at the Jampina Huasi Health Centre, 4,000 meters above Cochabamba City, young medical interns and sandal-clad Don Angel, an elected but visibly poor volunteer Social Oversight Committee member, described how they periodically

walked hours on foot (or now on a Moped thanks to PADEM) to do home visits.

Capacity Development: Rating: Good

- Our analysis showed that SDC-Bolivia has a comprehensive notion of capacity development known as "the butterfly" (*La Mariposa*) which includes human, organizational, networking (i.e., social capital) and broader institutional/policy capacity-building. True to its commitment, SDC capacity-building efforts have involved a wide range of actors, including female mayors and councillors, The National Police's Special Force Against Violence (FELCV) police instructors, local leaders, and disaster risk reduction professionals.³¹ What has proven more elusive has been making the leap from "training" (i.e., the "acquiring of skills") towards building "collective capabilities" (i.e., the "actual application of those skills") or transformative institutional or policy change.³² In projects like GESTOR, steps in the right direction have been taken by linking capacity-development activities with other donors, as well as with universities and other SDC projects. Nevertheless, as the head of the mancomidad in Chuquisaca-Centro lamented during our visit, many of the Bolivian professionals trained never complete their diplomas nor ever apply their new skills. The sheer difficulty of translating "capacities" into "collective capabilities" and achieving higher-level results is acknowledged by PMS/PADEM partners who explained that,

³⁰ Gonzales, Ponce and Ventura. Op. Cit.

³¹ As an example, out of 50 women's initiatives supported by PADEM in 2013., only 13 had broader policy impacts like securing funding for SLIMs. See COSUDE-Bolivia. Informe Anual: Bolivia 2013. Op. Cit.

³² For a conceptual classification of different levels of capacities, see Baser, Heather and Morgan, Peter, Capacity, Change and Performance. Discussion Paper 59B, European Centre for Development Policy Management (ECDPM), Maastricht, Holland, April 2008.

approximately 20 percent of the initiatives it promotes will ever translate into broader governance impacts.³³ Such obstacles are part of the course in development: the reality is that changing institutions and behaviours is an extremely difficult endeavour which requires strategic action, wide-reaching alliances, long-term commitment and sheer persistence.

- These challenges notwithstanding, what is noteworthy about SDC governance programming in Bolivia is that it demonstrates that targeted technical assistance and capacity development efforts need to be combined with multi-stakeholder consultations, multi-sectoral linkages and the formation of wide-ranging alliances. These processes, in turn, need to be complemented by strategic lobbying and creative public education and communications campaigns—i.e., *concertación*. Although it's not easy to achieve, when these elements align to form what PADEM calls a "virtuous triangle", modest bottom-up initiatives can produce wider outcomes and impacts.³⁴ This explains how the joint efforts of SDC-supported organizations like the DDP, the Human Rights Committee (CDH) and the UN Office of the High Commissioner for Human Rights (OHCHR) instigated the development of a *National Human Rights Plan* and the inclusion of a HRBA in Bolivia's *2009 Plurinational Constitution*; how EMPODER, the OHCHR, and Guaraní leaders, backed by the DDP internally and bolstered by the UN and OAS globally, achieved a major blow against indentured labour; and how CDH's legal advice to ACOBOL's (Association of Female Councillors and Mayors of Bolivia) leadership in creating a "Momentum Committee" (*Comité Impulsor*) and building an impressive coalition of over 40 civil society organization, emboldened female councillors and mayors to lobby Bolivia's National Assembly for a *Law Against Political Violence and Harassment* (Law 243).³⁵

A Cautionary Note about Monitoring and Evaluation and Adaptive Learning

As shown above, SDC's Bolivia Program clearly has achievements it can showcase. Regrettably, our evaluation revealed that the Agency does not consistently systematize nor report many of its best results. Notably, SDC's *Annual Reports* are notoriously dense, technocratic, and largely quantitative 25-30-page documents which faithfully track hundreds of "activities" carried under each pillar of the Country Strategy's logical framework (e.g., "61 citizen initiatives supported among youth, women, and communicators; 1,800 violence against women cases attended in 37 SLIMs; and 17 social networks supported in 45 municipalities). But when it comes to capturing Switzerland's respected trajectory or the kinds of long-term partnerships and creative adaptations described above, such stories are often buried in multiple reports, unearthed mainly by evaluations or disclosed only through conversations with SDC staff and partners. In the case of SDC-Bolivia, the root of the problem does not seem to be a lack of governance indicators. In fact, although somewhat biased towards quantitative measures (e.g., "Increased proportion of municipal execution" or "proportion of compliance with international human rights recommendations"), the Bolivia COOF has developed a useful Monitoring and Evaluation Framework for its Governance pillar which contains relevant qualitative indicators of governance progress such as measures of changing citizen perceptions and satisfaction with service delivery and access to justice.³⁶ However, in order to capture its more significant impacts and lessons learned, SDC HQ in Bern needs to show greater flexibility in enabling country programs to extend their results reporting beyond the confines of their CP LFAs and encouraging them to report both cross-cutting

³³ PADEM. Proyecto para la Mejora de los Servicios Municipales (PMS). Op. Cit..

³⁴ Gonzales, Ponce and Ventura, Op. Cit.

³⁵ Kenny, Karen, Human Rights-Based Approaches and Results Measuring. Part II: The Core of the CAPEX Five Case Studies. An SDC Capitalization Experience. International Human Rights Network. SDC-HQ. Bern, Switzerland. May 2013; COSUDE-Bolivia. Sistematización TTG. La Paz, Bolivia, July 2012; ACOBOL, Consejoala. Numero 6, La Paz, Bolivia, November 2013.

³⁶ See: COSUDE, Estrategia de Cooperación con Bolivia 2013-2016: Matriz de Monitoreo para los efectos de desarrollo del País: PMS+AJ. La Paz, Bolivia, 26.02.2014.

and longer-term achievements, as well as relevant challenges and adaptations (including failures). Such efforts could be combined with much shorter and more accessible results reporting for the Swiss public, decision-makers, and Bolivian counterparts alike. In the final analysis, SDC as a whole would benefit from investing more in systematizing adaptive learning, knowledge-sharing and effectively communicating higher-level and cross-cutting program results.

Adaptive Learning: Rating: Satisfactory-Good

(See the final paragraph in section 3.2.3 on governance, human rights, and gender equality mainstreaming for a fuller discussion regarding adaptive learning.)

Outcomes and Sustainability: Rating: Good

- In terms of the long-term sustainability of outcomes, SDC-Bolivia generally performed well thanks to the fact that all of its governance initiatives support existing Bolivian institutions and SDC expects recipient governments to cover personnel costs and major investments through their own budgets and beneficiary communities to carry out the construction and maintenance of all public works. Thanks to these strong self-sufficiency principles, SDC-Bolivia has demonstrated solid leveraging power and ownership, both of which bode well for sustainability.

Forms of Leveraging by SDC-Bolivia:

From other Donors:

- SDC-Bolivia leverages US\$ 3 million from multiple allies and beneficiaries who invest in the GESTOR Project's various initiatives. Hence, only 8% of resources spent on GESTOR-related activities originate from Swiss funds.³⁷

From the GoB:

- In Quillacollo, Cochabamba, a modest investment of US\$ 1,000 provided through a PADEM contest generated US\$ 40,000 in municipal investments in infrastructure;³⁸
- Through the EMPODER Project, SDC helped secure 530 million *Bolivianos* from the GoB as compensation for Guaraní Indians subjected to indentured labour in large farming states;³⁹
- SDC-supported Disaster Risk Mitigation efforts have been generally accompanied by at least 30% increases in municipal and departmental investments.⁴⁰

Through the creation of Self-Sufficient Organizations:

- Through SDC support, several self-reliant Bolivian institutions have been created, including private financial funds (e.g., CAJA LOS ANDES, ECO-FUTURO), private and mixed enterprises (e.g., SEFO, CIFEMA, SEPA) and foundations (PROIMPA, PRO-RURAL, PROFIM).⁴¹

³⁷ COSUDE-Bolivia. Programa GESTOR—Gestión Territorial Concertada de los Recursos Naturales: Evaluación de medio término. La Paz, Bolivia. Junio, 2013.

³⁸ Ibid.

³⁹ Gonzales, Ponce and Ventura. Op. Cit.

⁴⁰ COSUDE-Bolivia. Informe Anual: Bolivia 2013. Page 9. Op. Cit.

⁴¹ COSUDE-Bolivia. Se Hace Camino Al Sembrar. Page 40. Op. Cit.

Areas in which there is need for improvement in SDC-Bolivia's governance programming performance mainly relate to coherence, efficiency, and coordination.

- SDC-Bolivia has made important strides in developing larger and more comprehensive governance initiatives, as well as in collaborating more closely with other donors. However,
- Ambitious theories of change and sector complexity, coupled with very broad projects with insufficient synergies between sub-components have, in some cases, undermined program cohesion; And
- A tendency towards Swiss or "hands-on" project implementation has increased transaction costs and undermined SDC-Bolivia's much-needed shift towards the use of country systems and genuinely harmonized international assistance. Yet, possible Swiss participation in a future multi-donor justice PBA is a step in the right direction.

Coherence: Rating: An Uneven Record

- As previously noted, SDC-Bolivia has made major strides in developing more comprehensive and synergistic initiatives which bring together public-civil society-and international cooperation actors at the micro, meso and macro levels. At the same time, some of the SDC projects/programs we visited remain very elaborate and dispersed, sometimes resembling collections of sub-projects much more than holistic or cohesive programming initiatives. A 2013 mid-term evaluation, for instance, describes GESTOR as a "complex" "virtual construct" comprised of four separate sub-projects and implementation mechanisms (PDCR, PNC, PROMIC and CONCERTAR). On the positive side, despite its complexity, GESTOR has achieved major natural resource and governance outcomes. Furthermore, we have learned that, in its next iteration, GESTOR is expected to be integrated into Bolivia's *National Watershed Management Plan* (PNC).⁴² PMS/PADEM'S most recent evaluation also identifies the dispersion of actors, themes and processes as an issue, even though, like GESTOR, thanks to staff coordination skills, PADEM produces positive outcomes despite its dispersed nature.⁴³
- In the case of the AJ Project, however, the situation is more complex. SDC-Bolivia's sectoral scans and planning documents correctly characterize Bolivia's justice system as extremely fragmented and characterized by deeply entrenched structural constraints. The Bolivia COOF always knew that it would realistically only be able to program in a few carefully chosen intervention areas (and it appropriately chose to do so in the areas of public defence and conciliation). In order to ensure a holistic program approach based on strong synergies between these two sub-components, AJ's original planning design envisaged the creation of a third project sub-component which would constitute the "strategic pillar" which would act as the "jell" or "connector" which would bring AJ's sub-components and multiple actors together through targeted research initiatives, as well as by facilitating public policy dialogue between stakeholders about those critical justice issues and the enabling conditions required to pave the way for comprehensive justice sector reform. Unfortunately, instead of exiting from former areas of work, in practice, SDC found itself dedicating AJ's third pillar towards the completion of a plethora of initiatives which had remained unfinished under previous project phases. These various initiatives with the Ministry of Labour, the Vice Presidency and the Catholic University of San Pablo, and the National Police/FELCV undeniably have important justice and human rights links and merits of their own. Nevertheless, the concern is that their collective addition to the AJ Project may have unnecessarily extended AJ's scope. In the future, they also risk potentially detracting from AJ's coherence and shifting valuable operational resources and

⁴² COSUDE-Bolivia. Se Hace Camino Al Sembrar. Page 40. Op. Cit.

⁴³ Gonzales, Ponce and Ventura. Op. Cit.

coordination efforts away from the “connector” dimension originally planned for the third pillar of the AJ Project and correctly foreseen as critical for bringing together AJ's very different sub-components, as well as for stimulating those key research, collaboration and policy dialogue efforts needed to gradually create an enabling environment for transformational change--a condition which SDC planning documents themselves identify as a *sine qua non* for AJ's success.⁴⁴

Another impediment to AJ's potential impact, has been that several of the factors required for the Project's success within public defence, conciliation, and within the realm of violence against women have not advanced as quickly or as far as originally hoped.⁴⁵ This difficulty is mainly attributable to the slow and disappointing pace of reform in Bolivia's justice sector. At the same time though, some of the entry points of the AJ Project (such as the violence against women component) have perhaps been approached from more of a “judicial perspective” that concentrates on treating the symptoms of the problem (i.e., training Bolivian police officers to respond to legal complaints filed under Law 348) rather than adopting a more “preventative approach” which addresses the structural causes of gender equality in Bolivia. And, it is the latter societal sets of issues which, in our view, explain why the implementation of Law 348 is proving so challenging.⁴⁵

Finally, Swiss relations with the Ministry of Justice have been strained due to disagreements over compensation for EMPODER Project staff once embedded within the Ministry. This issue has been contained by the Swiss Embassy in Bolivia and is expected to be resolved imminently. Still, the diplomatic and legal resources invested in resolving the issue has absorbed SDC's time and engagement efforts with the Ministry of Justice which has responsibility for coordinating the various entities in Bolivia's justice system and is, therefore, a key player in any serious dialogue about comprehensive justice sector reform.

Efficiency: Rating: Satisfactory-Good

- In terms of efficiency, it is beyond the scope of this evaluation to carry out an in-depth cost-benefit analysis of SDC. Nevertheless, on the basis previous evaluations and our own observations, it is evident that, through economical *concertación* efforts and requirements for counterpart funds, SDC has been able to “scale up” and “leverage”

⁴⁴ See Schlappi, Erika and Verástegui, Op. Cit. for an explanation of AJ's original vision and logic.

⁴⁵ In the case of Public Defence, a major constraining factor recognized by Bolivian officials is the lack of increased public funding for additional public defenders or improved salaries for them (Bolivian public defenders earn half of what lawyers do, and hence, lack credibility and rarely remain within their posts long.) In the absence of such enabling conditions, new public defenders hired with donor funding can only join the system as “consultants.” As such, they do not enjoy the same benefits package received by permanent employees, thereby creating two different classes of public defenders—a situation which risks a further erosion of public defenders' already low morale. Differences in benefits between consultants and permanent government staff exist in other international cooperation projects as well. Only in a few cases (as in the DDP), are measures taken to close the benefits gaps using project resources. In the case of conciliation, the recent approval of the Bolivian Civil Code which clarifies the conciliation function in Bolivia was a welcome step in the right direction. Nevertheless, according to SCD-Bolivia's own 2013 Annual Results Report, delays in the actual implementation of the Code represent a major risk for the implementation of the AJ Project. Finally, in the case of the FELCV, police investigators informed us that 70% of the cases of violence against women brought to their attention are eventually dropped. Women's rights' organizations confirmed that this is due to various constraining factors, including insufficient operating SLIMS or women's shelters, lack of access to medical personnel to complete the assessments which must accompany denunciations, insufficient forensic experts to investigate crimes, lack of implementation regulations for the implementation of Law 348, and inadequate training for judges who are failing to ensure the protection of victims or to enforce the sanctioning requirements of the Law. Under these circumstances, Law 348 cannot be properly implemented. (Source: INTEREDES, Acta de Reunión, Sacaba, Cochabamba, September 16, 2013; COSUDE-Bolivia, Informe Anual: Bolivia 2013. Op. Cit.)

its own investments, thus punching well above its weight in terms of financial efficiency.⁴⁶

- Transaction costs, on the other hand, are SDC's main Achilles' Heel since, with the exception of the DDP, its governance projects in Bolivia are implemented by multiple Swiss intermediaries—be it Swiss NGOs or the Swiss Embassy's own Office of Direct Project Management (OPD). This results in implementation mechanisms which, according to different SDC interlocutors can be bureaucratic and tedious. Financial transactions, we were told, went through several levels of approval between SDC HQ in Bern, the Management and Services Unit in the Swiss Embassy in La Paz, and OPD's internal financial team, before eventually making their way to recipient institutions. GoB officials remarked how SDC's multiple levels of intermediaries meant that during periodic consultations with SDC they were more likely to meet Swiss Embassy staff than to interact with those partners that actually implement projects on behalf of SDC and with whom they would appreciate having more direct and regular interaction. According to proceedings from a 2013 staff workshop, the Bolivia Country Offices' (COOF's) layered and process-heavy management systems have generated internal discussion about possible duplication of labour between the COOF and the OPD, as well as concerns regarding "stove-piping" between program pillars and lack of time for strategic policy dialogue due to excessive operational and administrative workload. Luckily, management's honest discussion of these issues shows an openness to transitioning from a "hands-on" operational role towards a more "strategic" "guidance" and "coaching role" for the Bolivia COOF.⁴⁷
- Beyond the COOF, because other international donors have heavy financial accountability and reporting procedures of their own, small Bolivian beneficiary organizations pointed out that, in the absence of donor harmonization, they found themselves having to produce numerous technical and financial reports and to conform to divergent timelines, formats and demands from different donors. By continuing to implement projects mainly through Swiss entities, SDC may be adding to recipient organizations' transactions costs while at the same time foregoing an opportunity to enhance the implementation capacities and the long-term sustainability of the very same Bolivian institutions it loyally supports.

Coordination: Rating: Good

- SDC-Bolivia's management choices seem to have spill-over effects into related areas such as that of coordination. Taking advantage of its "integrated embassy model" which includes a competent Head of Cooperation as well as an Ambassador who is at the same time Director of Aid, SDC has been able to play a catalytic role in the Bolivian Development Partners' Group (GruS) and the Justice Discussion Table (*Mesa de Justicia*), while at the same time embarking on collaborative relationships with the EU (especially in the preparation of possible joint justice programming) and the UN (including OHCHR and UN-Women). Operationally, SDC has wisely pursued delegated cooperation with Belgium in support of the Human Rights Ombudsman's Office (DDP) and joint funding efforts with Denmark in support of Public Defence.⁴⁸ And, during our field visits, we found projects like GESTOR effectively coordinating with donors ranging from the German Technical Assistance Service, and SNV to UNDP and the World Bank on the ground. As evident in the best practices of projects

⁴⁶ Gonzales, Ponce and Ventura. Op. Cit; GESTOR mid-term Review, Op. Cit.; and Inksater, Op. Cit.

⁴⁷ Recommendations from a 2013 SDC-Bolivia management workshop speaks of how the COOF needs to move away from an intensively administrative and operational role ("los temas administrativos demandan mucho tiempo") and to reduce stovepipes (hay que "eliminar cortinas entre areas") in favour of a much more strategic approach based on more flexible administration and financial systems and greater time spent on policy dialogue, guiding development efforts, and systematically reporting on key issues and results (COSUDE-Bolivia, Acta del Taller Sobre el Rol del o de la Oficial de Programa, La Paz, Bolivia, Nov.7, 2013.)

⁴⁸ COSUDE-Bolivia. Informe Anual: Bolivia 2013. Op. Cit.

such as GESTOR and PMS/PADEM, SDC's coordination with the GoB is solid at the local level. In the case of GESTOR, making the *mancomunidad* a key entry point has been especially astute since it has helped compensate for limited national-local coordination by encouraging horizontal collaboration between municipalities, while at the same time strengthening vertical coordination between municipal governments, departmental governments and, when possible, the national level.

- Nonetheless, with the exception of the DDP, governance sector donors in Bolivia have a long way to go towards fully harmonizing their cooperation efforts so that they channel funds through Bolivian systems and jointly support Bolivian entities through a single work plan and shared financial and M&E systems managed directly by Bolivian institutions. Clearly, not all initiatives lend themselves to harmonized program-based approaches (PBAs) and, in some sectors or institutions, the conditions needed for the effective use of country systems simply may not yet be present. Furthermore, despite the official GoB doctrine of self-reliance, due to the politicization and limited capacity of many Bolivian institutions, some recipient entities may be *de facto* reluctant to directly assume project implementation responsibilities. This is especially so in the face of the political pressures they face to produce quick results in a country where political careers are fleeting, bureaucratic posts can be just as ephemeral and the international context is such that donors themselves face growing financial controls and pressure from their publics and decision-makers to disburse funds quickly and to show measureable results in a transparent and accountable manner.⁴⁹ Together, these demands go a long way in explaining the reluctance of both donors and recipient partners to use untested country systems or assume greater responsibility for project implementation. These are legitimate concerns which SDC is right to seriously ponder. In the final analysis though, harmonized support of Bolivian systems and institutions is essential not only for reducing duplication and transactions costs but for building precisely those Bolivian implementation and accountability capacities which are needed to ensure long-term Bolivian ownership and sustainability.
- Another area which would benefit from greater attention within SDC-Bolivia is the under-reporting of synergies or knowledge-sharing between human rights and decentralized service delivery programming within the governance pillar. For example, within the governance pillar, we found that FELCV police investigators supported by the AJ Project were not aware of the research which the PADEM-supported INTEREDES network had been doing on the structural reasons as to why Law 348 would likely need to be adjusted before it could be effectively implemented (See Footnote 45). In fact, because the logic of AJ's current design, is centred mainly around national state justice institutions based in La Paz, its strategic alliances or linkages with relevant sub-national level actors, including those nurtured by PMS/PADEM, are limited. On a positive note, as SDC-Bolivia pursues new planning related to both violence against women and to the rights of vulnerable indigenous populations, it is exploring ways of building much stronger synergies between human rights/justice and local governance interventions.⁵⁰

Annex G provides project-level performance vis-à-vis our eight assessment criteria. Annex H presents a country-level assessment for Bolivia.

⁴⁹ According to SDC's Organigram for Bolivia, as many as a third of the Swiss Embassy's professional staff have functions centred on or closely related to financial and administrative responsibilities.

⁵⁰ Marchand, Marie. Bolivia Mission Report from 25.03 to 05.04 2014. SDC-HQ. Bern, Switzerland. May 2014.

3.2.3 Governance, Human Rights and Gender Equality Mainstreaming

An important part of our evaluation's mandate was to explore SDC-Bolivia's integration of governance, a HRBA and GE as cross-cutting themes.

- Even though SDC's core governance principles, a HRBA, and GE are all adequately mainstreamed within SDC-Bolivia's governance programming, they are much less evident in the other two pillars of the Bolivia CS.
- On top of evidence-based analytical frameworks and tools, effective governance and gender equality mainstreaming require clear corporate direction, and strong organizational investment and incentives conducive to mainstreaming.
- SDC should invest in systematizing and sharing learning, as well as in better communicating governance results in Bolivia, Switzerland and internationally.

A content analysis of the SDC 2013-2016 Country Strategy (CS) for Bolivia and its accompanying LFA, the Monitoring and Evaluation Plan for the PMS and AJ projects and SDC-Bolivia's 2013 Annual Results Report corroborates our field observation that SDC's five core governance principles, a HRBA and gender equality (GE), were all effectively embedded within SDC's governance programming. However, neither SDC's 2013-2016 Bolivia CS nor its 2013 Annual Results Report make in-depth linkages to human rights issues or go beyond the principles of citizen participation, non-discrimination and capacity development in their description of SDC's work in Climate Change Adaptation and Employment and Income. Whereas references to GE issues are found in these documents' descriptions of work in other pillars, such references are uneven. For instance, the CS LFA includes some sex-disaggregated indicators but does not set GE-based targets in cases where it would be extremely pertinent to do so. In the area of Climate Change Adaptation, substantive discussions of GE issues are virtually absent from the 2013 Annual Report, but successful affirmative actions beyond one-time training events are, on the other hand, reported under the Employment and Income pillar.⁵¹

While our time on the ground was too short to make conclusive assertions about SDC's "mainstreaming" efforts in Bolivia, we did gain some potentially useful insights. One is that many SDC-Bolivia (and Bern) staff perceive what could be described as insufficient senior-level commitment or corporate insistence regarding obligations to integrate governance, human rights or gender equality within SDC's work. This finding was equally prevalent in the 2009 independent Evaluation of SDC's Performance in Mainstreaming Gender Equality.⁵² Several interviewees also alluded to SDC's lack of updated, country-

⁵¹ Within SDC's 2013-2016 CS, the section on Climate Change Adaptation mentions human rights once in reference to Mother Earth (Madre Tierra). The CS LFA refers to "families" or "children" and speaks of "budgets" without making GE distinctions. Under the Employment and Income pillar, the SDC-Bolivia CS does reference women's special technical vocational needs to enter the formal market and makes commitments to promoting both a HRBA and affirmative GE actions. In the Employment and Income pillar, the LFA does distinguish between male and female beneficiaries but specific LFA targets do not include separate targets for men and women, even in cases where doing so (e.g., graduates from technical vocational courses, jobs created or improvements in salaries) would be extremely pertinent in the Bolivian context. In SDC's 2013 Annual Results Report, under the Climate Change Adaptation pillar, there is a mention of how male migration and the need to access water in remote areas has translated into increased labour for women but there is no mention of how—or if—the relevant project has developed a strategy to abate this problem. Under the Employment and Income pillar, on the other hand, the annual report does report on the recent development of GE Strategies in specific projects and describes the positive effects of affirmative action such as setting up daycares for female farmers. (COSUDE-Bolivia, Informe Anual: Bolivia 2013. Op. Cit.)

⁵² According to SDC's independent Gender Equality mainstreaming evaluation, due to a lack of clear senior direction or corporate sanctions, mainstreaming gender equality within SDC has often been seen as "voluntary" or treated merely as an "add on." See: Stuart, Rieky et al. Evaluation of SDC's Performance in Mainstreaming Gender Equality. Evaluation commissioned by SDC, Bern, Switzerland, February 2009.

specific and practical mainstreaming tools.⁵³ A third but connected issue is what respondents referred to as a shortage of organizational incentives or mechanisms to ensure the integration of cross-cutting issues at all stages of the project approval, implementation and monitoring and evaluation cycle. From a strictly country perspective, Bolivian respondents noted how, in order to advance GE in Bolivia, it is necessary to combat male resistance emanating from a *machista* culture and the indigenous inheritance of *Chacha warmi*, which reinforces traditional gender roles that view women predominantly as nurturers within the family sphere.⁵⁴ According to the mid-term evaluation of the GESTOR Project, even though it is well known that the effective mainstreaming of gender equality entails major organizational, societal and cultural changes, development projects have tended to reduce gender mainstreaming down to a quantitative indicators or a few isolated initiatives aimed exclusively at women.⁵⁵ Interestingly, while Bolivia's *Participación Popular* process introduced key governance concepts and practices such as local capacity-building and participatory development into Bolivian communities over two decades ago, gender equality promotion and affirmative action never became part of the development discourse to the same extent in Bolivia.

Finally, respondents noted that “the way” in which mainstreaming was done was itself a determinant of its effectiveness. In fact, one of the corollary findings of our evaluation was that SDC-Bolivia is not lacking in strategies, workshops or technical tools to mainstream governance, a HRBA or GE. On the contrary, SDC-Bolivia has benefited from the analysis of highly qualified experts who have produced various conceptual frameworks, surveys, tool kits, tip sheets and training materials to assist the COOF in mainstreaming HRBAs, “do no harm”, conflict-sensitive program management/mapping, power analysis, stakeholder and beneficiary analyses. Because these tools address issues of political power and conflicting interests, they are extremely relevant to mainstreaming governance as a cross-cutting theme in Bolivia. The caveat is that, like GE tools, these training materials need to be better contextualized for the Latin American context and to be made more practical before they can be used to full effect by SDC staff and project partners to train local leaders or poor beneficiaries on the ground.⁵⁶

Fortunately, in parallel, SDC-Bolivia has encouraged practice-based governance and GE mainstreaming efforts based on concrete cooperation and field experiences. For instance, the GESTOR Project's “made-in Bolivia” Governance Framework integrates SDC's core governance principles (participation, non-discrimination, accountability and transparency), while at the same time incorporating democratic concepts such as legitimacy, credibility and confidence, human rights and “do no harm” principles. The Framework even has a companion Governance Strategy containing specific mainstreaming actions, targets and indicators (See Annex I).⁵⁷ The recent GE mainstreaming work carried out by the Rural

⁵³ For example, in its current form, SDC-Bolivia's GE Tool Kit makes a valuable contribution to gender mainstreaming but requires additional attention to be made more accessible among SDC staff and project partners. The Tool Kit puts forward questions (such as “Whether GE considerations have been taken into account in all project activities”) which are important but much too general, while others which ask SDC staff “Whether counterparts have the needed GE skills” or “What factors have obstructed project results from a GE perspective” are much too difficult to answer without previously undertaking comprehensive training needs or results assessments. (See: Loayza, Monica, Memoria: Aplicación de Fichas del Tool Kit de Género. La Paz, Bolivia, May 29, 2013; See also Memorandum from Magali Almanza, DG of CIAPS to Sven Gelhaar, Director of Swiss CONTAC on GE Mainstreaming in PROSEDER La Paz, Bolivia, November 26, 2012.

⁵⁴ García Cárdenas, Eduardo, Estudio de Caso El T'aquí de las nuevas mujeres. Programa de Servicios para el Desarrollo (PROSEDER). Fundación PROFIN and Swiss CONTAC. La Paz, Bolivia, December 2013.

⁵⁵ Gallardo Paz, Eliana, Evaluación de medio término: Equidad Social, Género e interculturalidad. La Paz, Bolivia, June 2013.

⁵⁶ For example, the CSPM Training Manual developed by HELVETAS for GESTOR is of high caliber but needs to be customized to the Latin American context and better targeted towards SDC partners. (Marchand, Marie, Op. Cit.)

⁵⁷ HELVETAS-Bolivia, Estrategia de Gobernabilidad, Programa de Gestión Territorial Concertada de Recursos Naturales—GESTOR. La Paz, Bolivia, 2012.

Economic Development Services Program (PROSEDER) is another best practice. Its accessible training tools were developed in close consultation with beneficiaries and, thus, take into account Bolivian women's serious time constraints and the need to involve both women and men throughout GE processes. Similarly, PADEM's cartoon-like training materials are based on real-life successes and feature indigenous Bolivian *Cholitas* forming broad-based, male-female alliances to protect public funding for SLIMs.

As a final observation, it's worth noting that assessing SDC-Bolivia's mainstreaming performance proved to be one of the more challenging elements of our evaluation because, despite the COOF's repeated requests for specific guidance on mainstreaming processes, there were few comprehensive written accounts and only limited institutional memory of how the COOF had applied, learned from, and adapted its mainstreaming approaches over time.⁵⁸ We therefore found ourselves having to "reconstruct the "mainstreaming story" from various aide memoires and informal personal accounts. Of course, this is in itself an important finding in that it speaks to the need to enhance adaptive learning efforts by systematically writing down, disseminating, and communicating experiential learning both within and beyond SDC. During our visit, we learned that regional and thematic workshops with other Latin American country programs, and periodic meetings between SDC staff, Swiss NGOs and other partners are in fact generating interesting examples of collaboration and knowledge-sharing within SDC. By way of illustration, the EMPODER Project has collaborated closely with DDP in promoting the rights of Guaraní Indians, PMS/PADEM has used INTER-Team (a volunteer-sending Swiss NGO) cooperants as psychologists within SLIMs, and Swiss Contact, an NGO working on environmental issues and PMS/PADEM have started exchanging lessons learned on ways to promote citizen participation. Interesting examples of cross-fertilization between SDC-Bolivia's governance work and SDC's Humanitarian and Global Governance programs likely also exist, but without consistent systematization or reporting, their positive effects are not as widely known as they should be. Thanks to the proactive support of the Latin America Division and the Decentralization and Local Governance Network (DLGN), systematization and sharing of governance learning across the Americas is growing, as was evident during Regional Decentralization and Local Service Delivery Workshop in La Paz in April 2014.⁵⁹

4 Issues Arising: Challenges, Adaptations, Lessons Learned

As shown above, SDC-Bolivia has made major adaptations which have enhanced its implementation of Paris Aid Effectively principles. Other relevant governance programming and mainstreaming lessons learned also emerged from this evaluation.

1. When ambitious theories of change are paired with a fairly broad scope, severe structural obstacles and stakeholder fragmentation, relative newness to national-level engagement, and few built-in mechanisms to ensure synergy and dialogue between project components and institutions, then implementation challenges and risks are considerably amplified. This is particularly evident in the SDC-Bolivia's AJ Project. Having said this, SDC-Bolivia should be commended for entering a tough area of work at a time when many others have left. The Agency is well aware that its commitment to justice sector reform in Bolivia needs to be a long-term endeavour which will require joint donor dialogue and ongoing efforts to help generate the enabling conditions needed for transformational change;

⁵⁸ A four-page Spanish document entitled: "Input para la Elaboración de la Estrategia de Cooperación 2013-2016: Producto 12: Evaluación Gobernabilidad como tema Transversal" (Op. Cit.) describes SDC-Bolivia's planned approach and challenges in mainstreaming governance but no follow up report exists.

⁵⁹ Calls for more systematic knowledge-sharing between SDC COOFs were common among our interviewees and echoed in SDC workshop recommendations. (See Karen Kenny's CAPEX survey Op. Cit and SDC's Regional Workshop on Decentralization and Local Governance, held in La Paz, April 1-4, 2014. Op. Cit.)

2. The blending of concrete benefits (e.g., IT, dams) and focussed technical assistance with institutional strengthening, broad-based coalition-building, strategic policy influencing and creative public communications constitutes a winning combination, especially when efforts are made to link different levels and actors along the way. The “triangular approach” and “*concertación*” methodology utilized by various SDC initiatives has effectively put these ideas into practice, thereby proving that it is possible to have national and policy impacts even when starting from modest local initiatives and investments. Higher-level impacts though, are not automatic: they require systematic and long-term commitment, trust, and conscious engagement of those state actors who shape policy changes;
3. SDC-Bolivia's efforts show that both conceptual (deductive) and practice-based (inductive) approaches to governance, human rights and gender equality mainstreaming have merits. However, when rooted in real-life experience, the latter is more likely to be operational and to resonate with beneficiaries. This is a good reason to invest in systematizing and communicating local success stories. But what is most effective is the combination of conceptual direction from the centre and evidence-based learning rooted in field practice. In essence, it is the learning created from the synergies between the two that is most productive. But technical tools and systematization of knowledge are not enough—it is equally important for SDC's senior cadre to convey strong messages promoting governance programming and to put in place organizational incentives, planning and operational guidelines and systems, and the financial and human resources needed to mainstream governance, a human rights based approach, and gender equality in all of SDC's work;
4. As SDC's experience in the justice sector in Bolivia shows, making the transition towards developing fewer but larger and more coherent projects/programs is not an easy one, especially if one aims to move beyond merely amalgamating collections of existing projects under a common *chapeau*. Building truly holistic governance initiatives requires both time and strategy, including making difficult choices about which partnerships to end and which initiatives are most likely to have the greatest governance impact, gauging risks and making needed adaptations along the way. Most fundamentally, it requires ongoing efforts to forge synergies between project sub-components and partners, and build strategic alliances at different levels;
5. Because of its inherent idealism and far-reaching nature, it is not always possible for developing countries (and donors) to achieve all of the Paris Aid Effectiveness principles in equal measure. Hence, achieving key aid effectiveness objectives such as increased ownership, harmonization and use of country systems can, in practice, be in tension with equally important Paris principles such as producing quick and measureable results and ensuring accountability vis-à-vis beneficiaries and “taxpayers” in donor countries. Such tensions have made it difficult both for SDC's country office and Bolivian partners to use country systems or assume direct implementation responsibilities. Our research revealed that SDC-Bolivia and fellow donors are aware of the need to adopt programmatic approaches and harmonize aid and use of country systems but have had to tread cautiously in order to fulfil the political demands and organizational imperatives facing them;
6. In progressive regimes, such as Bolivia under the Movement Towards Socialism Party (MAS), increased country ownership and emphasis on sovereignty can be a double-edged sword for donors and local populations alike. In such circumstances, pro-poor initiatives can become instruments of political cooptation, as evidenced, for example, in the “Evo Cumple” campaign which has personalized the Government of Bolivia social programs and transfer funds. It is also possible that the inclusion of some social groups (e.g., majority indigenous groups and organized peasant and labour groups allied to the MAS) can result in the exclusion of others (e.g., minority indigenous groups with no explicit political ties). In addition, the promotion of indigenous customs

and knowledge (e.g., notions of *Chacha warmi* or the tradition of public lynching) can be in tension with those individual, political and women's rights at the core of plural democracies. In this context, donors like SDC with links to communities and local government can play a valuable facilitation role promoting debate about ways of reconciling traditional and modern democratic values;

7. When political resistance impedes the advancement of a good governance agenda at the national level, aside from being respectful of Bolivian sensitivities, donors like SDC need to be adept at making creative adaptations such as adopting a phased approach to change, identifying prospective change agents or pockets of commitment. This could involve initially scaling sideways rather upwards (e.g., by bringing together various municipalities at the mancomunidad level), targeting receptive institutions (e.g., the Human Rights Ombudsman's Office, Public Defence or Conciliation), or even opting to directly engage citizens (e.g., via responsive PADEM contests). SDC in Bolivia has proven resilient and adept at using such techniques to gradually build a critical mass of support and increase momentum for fundamental governance change;
8. In middle-income countries where aid dependence has diminished and where national sovereignty, alignment and harmonization are the major drivers behind the national development agenda, donors may need to do more than to simply "adapt" the way they work. Genuinely harmonized use of national systems, implementation mechanisms and joint policy dialogue, may be the only way for donors with diminished clout to achieve meaningful impacts, influence broader policies and help protect democratic spaces. Swiss participation in a multi-donor justice sector policy dialogue process (*Mesa de Justicia*) aimed at gradually building the foundation for a harmonized comprehensive justice sector program-based approach is an important step in the right direction⁶⁰. In today's international development context, SDC's centre of gravity lies less in SDC headquarters in Bern and much more in decentralized offices overseas. But instead of a large cadre of Embassy staff or direct implementation units, SDC needs to play a catalytic role as opposed to an operational one and rely on strategic alliances, broad-based networks and trusted partnerships to promote sound governance.

5 Areas for Improvement

While specific recommendations for this governance programming and mainstreaming evaluation will be developed by SDC's Core Learning Group in Bern, some ideas did emerge from our case study on possible ways forward for SDC in Bolivia:

1. Robust Theories of Change, Program Synergy, Risk Mitigation and Adaptation

SDC has ambitious long-term governance objectives and, in cases like the justice sector, has shown that it is not afraid to tackle "wicked" governance problems, to borrow a term from Jim Armstrong. However, when ambitious theories of change are paired with work in a sector characterized by deeply-embedded structural obstacles, newness to working at the macro level, and a broad program scope where the chosen sub-components are not cohesively linked, delivering results is bound to be particularly challenging. This is not to say SDC should shy away from difficult governance issues. If anything, the Agency deserves kudos for remaining where other donors are known to have left in frustration. Yet, in order to **better manage its risks, the country office (COOF) might choose to develop an in-depth but flexible risk mitigation strategy** which explores options for improving programmatic synergies and adapting the timelines and targets of the AJ Project, including leaving open the option of piloting or gradually introducing riskier

⁶⁰ The present Mesa de Justicia has culminated in a Memorandum of Understanding aimed at developing a harmonized justice PBA involving Switzerland, the EU, Spain, Germany, Denmark, Sweden and UNDP. (See: Memorandum de Entendimiento en Materia de Coordinación y Armonización en el Sector Judicial. La Paz, Bolivia, April 2014.)

elements of a project first. In tandem with the European Union (EU) and like-minded donors in the *Mesa de Justicia*, **SDC should continue consolidating its relations with the Minister of Justice** and building broad-based alliances and linkages with existing research and policy-influencing actions, which have the potential to create enabling conditions for comprehensive justice reform and implementation.

2. Increased Programming Coherence, Depth, and Focus

Given that both respondents and previous SDC-Bolivia evaluations have observed that SDC remains dispersed, there is merit to considering focussing the scope of its governance programming further. In the justice sector, therefore, as initiatives from previous projects come to an end, it will be essential that SDC be very selective "adding on" new sub-components or partner institutions to AJ's third "strategic" pillar, concentrating instead on those efforts which will most improve enabling conditions and linkages between the Project's entry points in the areas of public defence and conciliation. Within decentralized service delivery, this could also mean further focussing the sub-sectors through which SDC currently intervenes (health, education and violence against women), reducing the number of municipalities (there are as many as 135 of them at present) and the range of community initiatives it currently supports (e.g., the provision of computers in schools), honing in on those with greatest potential for national-level policy impacts. Contiguously, **SDC's implementation coherence in governance could be further enhanced by consciously building synergies between the human rights/justice and decentralization components within its governance pillar.** Admittedly, building synergies under the current logic of governance programming is not easy since SDC-Bolivia's human rights/justice efforts are primarily aimed at promoting policy change in national-level state institutions, while its decentralization work is much more localized and responsive. Nevertheless, the COOF's recent exploration of collaboration with the Ministry of Autonomy offers new opportunities to link up its decentralized service delivery work to the national level, while new planning geared towards promoting the rights of highly vulnerable indigenous populations opens up possibilities for strengthening human rights partnerships at the sub-national level. and fostering greater linkages between state, civil society and citizen networks.⁶¹

Stimulating closer collaboration and knowledge-sharing between SDC's country-level and global programming in areas such as water also has the potential to increase Country Offices' exposure to governance mainstreaming practices in global fora. Further focusing governance programming activities, while at the same time building stronger synergy could serve the double purpose of leaving SDC staff and partners more time to deepen program depth and achieve higher-level impacts as well as creating the space needed to systematize and widely communicate its success stories.

3. Multi-Donor Policy Influencing Initiatives and Non-Traditional Alliances

Switzerland has wisely joined longstanding EU efforts to develop a multi-donor and programmatic approach to justice reform which has the potential to inject much-needed energy and gravitas into the maligned justice debate. It will be essential, nevertheless, that donor pressures to produce a "basket fund" do not push for unrealistic or unfeasible coordination preconditions or underestimate the difficulty of achieving genuine consensus among conflicting interests within the justice sector. In order to complement EU efforts and give impetus to justice reform and implementation processes, SDC could consider financing a joint donor responsive fund for highly specialized Swiss (or other) technical assistance to stimulate innovative justice coordination or policy dialogue efforts. **Aside from collaborating with "like-minded" donors, SDC-Bolivia also has an opportunity to explore alliances with non-traditional donors and development players.** Indeed, this could take the form of greater interaction with SDC's global programs, as well as with

⁶¹ See Marie Marchand Mission Report. Op Cit.

Latin American institutions working on similar governance issues such as the Inter-American Development Bank; FLACSO, the Latin American Faculty of Social Sciences; RELAJU, the Latin American Network for Community Justice; or ALOP, the Latin American Association of Development Organizations, just to give a few examples. Alternately, SDC could pursue new South-South cooperation opportunities (e.g., with other South American countries, such as Argentina which SDC's AJ Team visited to learn about public defence systems, or with Latin countries like Brazil, Chile, and Nicaragua which have laws which criminalizes violence against women.)

4. Harmonization and Use of Country Implementation Systems

As fellow donors in Bolivia themselves put it during our group discussions, "if we do not move beyond managing separate dispersed projects and develop joint dialogue capacity, our days may be numbered." **Fully harmonizing development programming has the multiple benefits of reducing duplication and transactions costs, of expanding aggregate (multi-donor) results reporting and knowledge-sharing and, most importantly, of augmenting ownership, implementation capacities and the credibility of promising Bolivian institutions.** The successful experience of the DDP as a competent implementation entity of harmonized donor funding could serve as a model for other Bolivian institutions with long-term PBA potential. At present, few Bolivian institutions enjoy the strong institutional conditions which exist within the DDP but meso-level entities (e.g., select *mancomunidades*) and membership-based associations which have a some distance from central government and political parties (e.g., the Departmental Municipal Associations (AMDES/AMDECO), although to a lesser extent), could, in due course, be in a position to work with donors in a harmonized fashion, as could Bolivian civil society networks or organizations such as the Human Rights Committee or Gregoria Apasa. Donor concerns with bureaucracy, inefficiency and corruption within Bolivian institutions or with pressures to disburse and account for tax-payer money are legitimate. However, **the use of country implementation systems could be more proactively piloted in select Bolivian institutions, relying on built-in "off ramps" and "back-stopping" measures to minimize the fiduciary risks involved in such efforts.** In the interim, as a means of increasing accountability and transparency to the Government of Bolivia, the Vice Ministry of Planning and Public Investment could be invited to join in on project-specific monitoring and evaluation missions, as well as to partake in visits to other SDC countries to learn from government-donor coordination and program-based approach experiences outside. In Mali, for example, via the *Programme de Développement Social Urbain* - PDSU, SDC has embraced *Koutalia 21*, the City of Koutalia's own agenda for local economic regeneration.⁶² And in Nicaragua, through the APIM – *Apoyo Directo de Inversiones Municipales*, SDC has provided direct budget support for local investments in basic social infrastructure.⁶³

5. Organizational Leadership and Incentives for Governance Mainstreaming

SDC experience in Bolivia indicates that realistic affirmative action works best and that mainstreaming analytical frameworks, tools and processes should be based on real-life experiences but need to be complemented by corporate conceptual frameworks and policy directions. Lessons learned also indicate that mainstreaming tools should be culturally accessible, participatory and the shared responsibility of senior managers and all staff, as opposed to relegated to focal points or network members. But tools are not enough: it is necessary to have an agency-wide governance framework, updated governance directives, increased access to governance expertise and additional resources for SDC's newly-formulated governance networks to guide their governance

⁶² SDC, *Le sursaut local: Un Destin Commun pour Koutalia et ses Environs en la République de Mali*. Bamako, Mali, November 2012.

⁶³ SDC. *Local Governance Program in Nicaragua (APIM) Credit Proposal*. Bern, Switzerland, December 13, 2012.

mainstreaming efforts. In addition, respondents spoke of how critical it was that the next Swiss Dispatch contain a clear and strong message about the importance of both governance and gender mainstreaming. **Also identified as essential was that SDC-Bern put in place organizational incentives and systems to ensure governance mainstreaming across the full spectrum of development planning, implementation and monitoring and evaluation processes.** But perhaps even more critical is that SDC assign a clear locus of accountability to oversee governance mainstreaming, including the enforcement of sanctions for non-performance.

6. New Governance Challenges and Possible Areas of Work in Bolivia

Given Bolivia's new status as a low middle income country and persistent dependence on extractive industries, social conflicts regarding water or other natural resources can be expected to continue. In this context and building on the positive governance mainstreaming experience and *concertación* model used in projects like GESTOR, **SDC-Bolivia may want to consider developing new programming in the important area of environmental governance.** This focus would complement Swiss expertise and SDC's respected global programming and influence in this increasingly relevant area of work.

7. Coordinated and Systematized Adaptive Learning and Communications

Both in Bern and in Bolivia, we were consistently impressed by the richness of knowledge and experience of SDC staff. Still, much of the learning taking place within the Agency seems to be informal and non-systematized. **SDC has much to gain from stimulating more explicit and targeted knowledge-sharing among pillars, countries or regional and global governance programs.** Forming a shared Latin American pool of flexible governance specialists which different country programs could draw on a needs-basis; internal SDC mainstreaming or affirmative action contests and awards; fact-finding missions between the economic and governance pillars or between country programs; and short-term secondments between regional, and global teams or even with different donor agencies or regional institutions, are but a few examples of ways in which SDC could stimulate much-needed synergy and systematized knowledge-sharing both within and beyond the Agency and open a plethora of possibilities for staff and partners alike.

Finally, as the international community puts governance at the centre of the New Deal for Fragile States and the UN's Post 2015 Agenda and as SDC prepares its 2017 Swiss Dispatch, **the Agency might benefit from formulating a forward-looking SDC-wide Communications Strategy which makes the case that, as found in E.T Jackson and Associates' evaluation, governance efforts accounts for as much as 50-60% of SDC's overall expenditures and have made significant contributions towards protecting democratic spaces and empowering communities such as those in Bolivia.** In parallel to a corporate communications strategy, SDC-Bolivia's successful social marketing campaigns could be given profile via a Latin American Communications Strategy aimed at showcasing SDC-Bolivia successes and broadening its alliances.

6 Conclusion

"Caminante, no hay camino...se hace camino al andar" Antonio Machado, Spanish poet

Like the famous refrain from the Spanish poet, Antonio Machado, which inspired the title of its celebratory 40th Anniversary retrospective,⁶⁴ Swiss cooperation in Bolivia has proven extremely resilient and flexible in adapting its approach to changing Bolivian governance needs. It is for this reason that Swiss cooperation in Bolivia has been historically valued for its continued relevance, long-term commitment and flexibility with partners, respectfulness, and participatory bottom-up development programming. Over time, SDC Bolivia

⁶⁴ COSUDE-Bolivia's 40th anniversary publication is entitled: *Se Hace Camino al Sembrar* (Op. Cit.) which means "One makes the path as one plants the seeds." The title is a variant of the famous refrain from the above-cited Antonio Machado poem which means "Traveller, there is no path...you must make it as you go."

has learned from experience and increasingly aligned to the Paris Aid Effectiveness principles. During the 2013-2016 CS period, this has been achieved through increased thematic focus, enhanced coordination with fellow donors, larger and more comprehensive projects that simultaneously engage state-civil society-and international development actors at multiple levels, and greater emphasis in contextual and political analysis, as well as results-based management and reporting.

With respect to governance programming, our evaluation found that SDC-Bolivia is in the right programming areas, targeting the right beneficiary groups, and is generally doing things right. SDC's ongoing efforts to improve its governance effectiveness have clearly paid off in terms of its performance on key assessment criteria such as relevance and legitimacy, accountability and transparency, ownership, participation and non-discrimination. Through its promotion of a "triangular approach", SDC has set the bar high in the area of decentralized service delivery by working to build social capital and empower both state and civil society Bolivian actors. Through a process of *concertación*, SDC has proven that ongoing capacity-building and institutional strengthening, combined with broad-based alliances and strategic policy dialogue makes it possible to leverage resources and thus translate initially modest local investments and innovations into broader national and policy-level impacts. Within the realm of human rights, by being an early and steadfast ally of the *Defensor del Pueblo* basket fund, SDC has shown that, even in middle income countries, audacious champions and autonomous institutions that provide checks and balances need allies to bolster them and lend them legitimacy as they take those risks necessary to consolidate democratic values.

To be sure, major challenges still remain. Mainstreaming governance, coordination and adaptive learning efforts tend to be uneven and ad hoc. And achieving higher-level impacts, increased programming coherence and making the leap towards genuine aid harmonization and use of national systems have proven particularly troublesome for SDC in Bolivia. Much of the difficulty is attributable to the constraining context in which Swiss cooperation must operate today, including the pervasive politicization and bureaucratization of Bolivian institutions but also the exalted and sometimes contradictory expectations of the Paris Aid Effectiveness agenda itself which expects donors to make timely disbursements and show measureable results, while at the same time guaranteeing financial probity, local ownership and long-term sustainability. The burden of delivering on such a tall order should not be underestimated. At the same time, in middle income countries like Bolivia with public resources and a fervently nationalist development agenda, the onus is on donors like Switzerland to ensure Bolivians are truly in the drivers' seat and leading development processes.

For SDC, this implies leaving behind its "hands on" implementation role in favour of a "catalytic" role which enables it to facilitate broad-based alliances and policy dialogue between citizens, the state and private interests. For SDC, further focussing the scope of its governance programming, harmonizing aid with fellow donors, and using country systems while delegating the *minutiae* of project implementation to Bolivian actors is a win-win situation with the dual benefit of building stronger Bolivian capacities and liberating SDC staff and partners to concentrate on achieving even more effective governance programming and main-streaming, as well as having the time to systematize and communicate higher-level governance impacts. Given that larger bilateral donors have already left the country and that Switzerland has an established trajectory as a respected interlocutor and adaptable partner, SDC is well-positioned to take advantage of newly emerging opportunities in Bolivia. As Bolivia's Human Rights Ombudsman, Rolando Villena, pointed out during our visit, in Bolivia, international assistance today is less about money or implementing projects than it is about becoming a sensitive but strategic ally who is there to back Bolivians in their own endeavours to build an inclusive, just and democratic society.

Annex A: Field Research Agenda

Annex A MISSION AGENDA (AGENDA CUMPLIDA)	Lilly Nicholls, Carmen Beatriz Ruiz
misión de evaluación Gobernabilidad	(7 al 24 de abril 2014)
REYMI/JGI/VILMA	Versión 31/01/2015

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
Lunes 07.04.2014 01:00	Llegada a La Paz Transfer Hotel Ritz		Hotel Ritz Plaza Isabel La Católica #2478 Telf.: (591-2) 2115544		VILMA
08.30	Acuerdos de coordinación del proceso	Establecer puntos centrales de tareas y responsabilidades durante el proceso.	Hotel	Lilly Nichols y Carmen Beatriz Ruiz	
09:30 – 10:15	Briefing y revisión de programa de la misión con JGI, REYMI	Vista general. Antecedentes del área Gobernabilidad y su transversalidad	COSUDE Sala 403	Bárbara Jagui (BJ), Mila Reynolds (MR) Lilly Nicholls (LN) Carmen Beatriz Ruiz (CBR)	JGI
10:15 – 11:15	Reunión Oficial Nacional de Programa (ONP): Área Gobernabilidad	Explicación del alcance de los proyectos: Desarrollo Municipal, Acceso a Justicia y Defensoría del Pueblo y enfoque de trabajo de Gobernabilidad.	COSUDE Of. 301	LN, CBR, MR	REYMI
11:15 – 12:15	Reunión con los Oficiales Nacionales de Programas (ONP): Cambio Climático y Empleo e Ingresos	¿Cómo implementan el tema transversal de gobernabilidad?	COSUDE Sala 403	LN, CBR, BJ, MR Gonzalo Mérida, Rodrigo Villavicencio, Marcelo barrón, Mónica Loayza, Philip X.	Equipo consultoras
12:30 – 14:00	Almuerzo con Responsable de Aseguramiento de Calidad y Asesora de Gestión	Entrevista L. Nicholls – GLM , Dir. Residente Adjunto, Aseguramiento de la Calidad. Conocer cómo se trabaja en este ámbito en CORLAP. Entrevista C.B. Ruiz – BRA – Asesora de Gestión. Conocer cómo se trabaja en este ámbito en CORLAP.	Restaurant La Tranquera – Hotel Camino Real – Calle 10, Calacoto	LN y Markus Glatz CBR y Lilian Bürgi	Equipo consultoras
Tarde					

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
14:30 – 16:00	Presentación Proyecto Acceso a Justicia	Conocer el alcance y características del proyecto AJ	Oficina de Proyecto Directos (OPD), Av. 6 de agosto	LN, CBR y Miriam Campos, Gonzalo Párraga y Héctor Huanca.	Miriam Campos (Coordinadora Proyecto)
16:30 - 18:00	Presentación Proyecto de Desarrollo Municipal	Conocer el alcance y características del proyecto PDM	PADEM, Obrajes, casi esquina calle 15.	LN, CBR y Martín Pérez, Ana Kudelka, Guimer Zambrana y José Luis España.	Martín Pérez (Coordinador Proyecto)
Martes, 08.04.2014					
08:00 – 08:45	Reunión con el Embajador, Peter Bischof	Briefing inicial.	COSUDE Of. 504	LN y Peter Bischof	BIP
09:00 – 11:00	Defensoría del Pueblo	Conocer la situación de los DDHH en el país. Conocer el alcance del trabajo de Suiza como Lead y el funcionamiento de la Canasta. Valoración sobre el apoyo.	Defensoría del Pueblo	LN, CBR y Rolando Villena Defensor del Pueblo	REYMI
11:30 – 12:30	Ministerio de Justicia	Conocer la experiencia y perspectivas de la relación entre proyectos de COSUDE y el Ministerio.	Av. 16 de Julio 1769 – el Prado	LN, CBR Y Fernando Capriles, encargado de proyectos del Ministerio de Justicia.	VILMA
12:00 – 14:30	Almuerzo Trabajo con organismos de CI (NNUU, Canadá, Alemania, UE, España, BID)		Restaurant La Comedie, Pasaje Medinacelli 2234 entre R. Gutiérrez y F. Guachalla, tel. 2423561-Sopocachi.	Lilly Nicholls Carmen Beatriz Ruiz JGI y representantes de cooperación de algunos países de la UE.	JGI
15:00 - 16:00	Viceministerio de Inversión Pública y Financiamiento externo (VIPFE), del Ministerio de Planificación y Desarrollo	Información sobre las pautas y criterios de financiamiento externo del Estado boliviano.	Palacio de Comunicaciones. Obelisco.	LN, CB, Miraglia Giles (Directora de VIPFE) y su asistente.	JGI
17:30 – 18.45	Bélgica	Cooperación Delegada para la Defensoría. Conocer orientación de la embajada y su percepción sobre el estado de las relaciones entre el estado y la UE.	Embajada de Bélgica, Calle 9 Nr. 6, Achumani	LN, CBR y Roland Provot.	JGI
19.00 - 21.00	Carlos Böhr	Consultor contexto. Dialogar sobre su documento.	Restaurant Pampa y Rípo. Barrio San	LN, CBR y Carlos Böhr.	CBR

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
			Miguel		
Miércoles, 09.04.2014	Viaje a Sucre				
09:00 – 09:40	Traslado por avión La Paz – Sucre Amazonas 200		Hostal de Su Merced, Calle Azurduy 16 (entre Bolívar y Nicolás ortiz), tel. (4) 6442706	Lilly Nicholls Carmen Beatriz Ruiz.	
11:30 – 13:00	Explicación de GESTOR	Proyecto GESTOR – líneas de acción Estrategia de gobernabilidad – transversalización de gobernabilidad en el programa. Elementos relevantes de gobernabilidad a revisar en visita de campo	Hostal de Su Merced CONCERTAR	LN, CBR y Martín del Castillo.	CONCERTAR Martín del Castillo
13:00 – 15:00	Almuerzo (Misión – CONCERTAR – SNV)	Recibir información sobre los antecedentes del proyecto y su estado actual.	El Huerto	LN, CBR, Martín del Castillo y Marcos Loma.	CONCERTAR Martín del Castillo
15:30 – 18:30	Sesión con la gerencia de la mancomunidad Chuquisaca Centro	- Acuerdos intergubernamentales en Agua - Desarrollo de capacidades institucionales	Oficina de la mancomunidad	LN, CBR, Martín del Castillo y Marcel Orgaz	SNV – CONCERTAR Martín del Castillo
18:30 – 21:30	Traslado Sucre – Tomina (pernocte en Tomina)	Información de contexto local y regional		Lilly Nicholls Carmen Beatriz Ruiz	Marco Loma Martín del Castillo
20:00 – 21:00	Cena	Información sobre la mancomunidad	Tomina	LN, CBR, Martín del Castillo y Marcel Orgaz y nueva encargada de comunicación de la mancomunidad.	Marco Loma Martín del Castillo
Jueves, 10.04.2014	Viaje a Tomina y Alcalá				
07:30 – 08:20	Desayuno		Hotel		
08:30 – 09:30	Reunión Gobierno Municipal de Tomina	Explicación del Servicio Mancomunado de Transparencia Municipal – LUPITA y del observatorio del clima.	Gobierno Municipal de Tomina	LN, CBR, Marcel Orgaz, Martín del Castillo, Alcalde Tomina (Fermin), concejal	Marco Loma Martín del Castillo

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
				(Tomás) y concejala de Tomina (Petrona).	
09:45 – 10:45	Visita a la estación meteorológica Tomina	Conocer el funcionamiento de la UGR municipal, aplicación de la información de la estación meteorológica		Autoridades Tomina - MMCHC – CONCERTAR- PRRD LN y CBR	Marco Loma Martín del Castillo
10:50 – 11:40	Traslado Tomina – Tablas Mayu				Marco Loma Martín del Castillo
11:40 – 12:40	Visita de campo Tablas Mayu	Se conocerán los “Acuerdos Intergubernamentales”, procesos de concertación y prevención de conflictos Explicación en campo del objetivo y alcance de la ANSA		MMCHC – CONCERTAR - PRRD LN y CBR	Marco Loma Martín del Castillo
12:40 – 13:30	Traslado Tablas Mayu – Tomina			LN, CBR, MMCHC – PRRD	Marco Loma Martín del Castillo
14:30 – 16:00	Almuerzo			Concejalas, técnico UGR, proyectos CONCERTAR Y PRRD y LN y CBR	
16,00 – 17.30	Visitar técnicos municipales en curso de diplomado con Universidad Chuquisaca.	Información sobre el desarrollo del curso y las expectativas de los participantes	Centro parroquial	LN, CBR, GIZ, Universidad y proyectos CONCERTAR Y PRRD.	
18:00 – 21:00	Retorno a Sucre				
Viernes, 11.04.2014 Ciudad de Sucre					
09.00 – 10.30	Temas: Defensa Pública (SEPDEP) L. Nicholls	Escuchar problemática y conocer el apoyo de COSUDE a la Defensa Pública	Oficinas SEPDEP	LN y Gonzalo Párraga	Gonzalo Párraga Gonzalo Párraga
09.00 – 10.30	Juana Maturano, Defensoría del Pueblo	Conocer la problemática en esa ciudad y los avances que tienen en la atención y protección de los DD.HH	Oficina DP	CBR	
11:00 – 12:30	Visita a la Cárcel de San Roque	Ver la relevancia del apoyo de la Defensa Pública en privados de libertad.	Cárcel Pública de San Roque	LN, CBR, GP y autoridades	Gonzalo Párraga
13:00 – 14:30	Almuerzo	Explicación del proceso de proyectos		LN, GP y CBR	

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
		sucesivos FORDECAP			
15:00 – 16:30	Visita a la Fuerza Especial de Lucha contra la Violencia (FELCV)	Conocer el procedimiento, las dificultades y expectativas de mejora del servicio.		LN, CBR, GP	Gonzalo Párraga
17:00 – 18:00	Entrevista: Justo Molina (Líder guaraní y actual Consejero Departamental)	Conocer los antecedentes y logros del proyecto EMPODER con relación a pueblos indígenas.	Asamblea departamental	LN; CBR y GP	Gonzalo Párraga
Sábado 12.04.2014	Todo el día	Sistematización y reflexión de los datos hasta el momento. Llenado de fichas.	Hotel	LN y CBR	
Domingo 13.04.2014	Mañana	Sistematización y reflexión de los datos. Llenado de fichas	Hotel	LN y CBR	
Lunes, 14.04.2014		Viaje Municipio de Mizque			
06:30 – 10:00	Traslado terrestre al Municipio de Mizque	Información de contexto local y regional. Funcionamiento de las asociaciones de municipalidades y su experiencia de trabajo coordinado con PADEM. Participación en concursos.		LN, CBR, funcionaria de PADEM y funcionaria de Asociación de Municipalidades de Cochabamba	
10:30 – 13:30	Tema: corresponsabilidad ciudadana en la educación (proyecto Desarrollo Municipal / PMS)	Conocer la experiencia de una iniciativa ciudadana. Esta promueve la corresponsabilidad de los actores como el Gobierno Municipal, los profesores, la distrital de educación, y padres de familia en el uso de las TIC para mejorar los procesos de enseñanza y aprendizaje.	Colegio en Puente pampa, Municipio de Mizque.	LN, CBR, funcionaria de PADEM, alcalde de Aiquile, funcionaria del municipio de mizque, director, docentes y alumnado del colegio.	José Luis España
14: 30 –17:30	Retorno terrestre a Sucre				
18.00	Viaje a Cochabamba (vía aérea)			Lilly Nicholls Carmen Beatriz Ruiz	José Luis España
Martes, 15.04.2014		Municipio de Tiquipaya			
08:30 – 09:00	Traslado al Municipio de Tiquipaya				
09:00 – 10:30	Tema: corresponsabilidad ciudadana en la salud (proyecto Desarrollo Municipal/ PMS)	Información sobre la experiencia desde la visión de los distintos sujetos intervinientes.	Alcaldía de Tiquipaya	LN, CBR, RV, autoridades y funcionarios del municipio,	

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
10:30 – 13:00	Tema: corresponsabilidad ciudadana en la salud (proyecto Desarrollo Municipal / PMS)	En el Municipio se desarrolló un proceso participativo para la elaboración del POA de Salud, que fue incorporado al POA del Municipio. En el proceso se involucró a los actores del sector y organizaciones sociales y se orientó hacia programas de prevención y promoción de la salud desde el gobierno municipal, priorizando la salud de mujeres y madres gestantes, asimismo la salud de niños.	Comunidad de Chapisirca a 1 hora de Tiquipaya)	LN y Ricardo Villavicencio	José Luis España
10:30 – 12:30	Tema: Acceso a la justicia	Diagnóstico del Órgano judicial e información sobre la experiencia del Centro de Conciliación.	Centro de conciliación en sede judicial	CBR, GP, Cristina Mamani, Presidenta del consejo de la Magistratura y los tres abogados (dos mujeres y un hombre) del Centro de conciliación.	
12:30 – 14:00	Almuerzo Cbba.	Explicación de avances y perspectivas del proyecto acceso a la Justicia.		LN, CBR y GP	
Tarde	Municipio de Sacaba				
14:30 – 18:00	Tema: Trabajo en tema de violencia contra las mujeres	Visita una experiencia en tema de violencia (Trabajo en redes y SLIM's – Red Metropolitana)	Sacaba	LN, CBR, Ana Kudelka	Ana Kudelka
19:20 – 19:55	Retorno por avión a la ciudad de La Paz BOA 535		Hotel Ritz	Lilly Nicholls Carmen Beatriz Ruiz	VILMA
Miércoles, 16.04.2014	La Paz				
08:30 – 10:00	Entrevista Alto Comisionado	Conocer la problemática y desafíos actuales de Pueblos Indígenas. Conocer el enfoque del proyecto.		LN, CBR, Miriam Campos y Denis Racicot	Miriam Campos
10:30 – 12:30	Sesión de antecedentes y perspectivas	Conocer la problemática y el apoyo en estas dos direcciones.	EMPODER - FORDECAPÍ – ACCESO A LA JUSTICIA.	LN, CBR y Miriam Campos	Miriam Campos
Almuerzo	Avance del debriefing	Compartir con el embajador las ideas preliminares del avance.	Residencia de la embajada	LN, CBR, Peter Bichof y Bárbara jagui	

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
14:30 – 17:30	Preparación del debriefing			LN y CBR	
Jueves, 17.04.2014					
14:30 – 17:00	Debriefing COSUDE		COSUDE, Sala de reuniones.	LN, CBR, PB, BJ y colaboradores ONP's y de asesoría.	JGI
Viernes, 18 .04.2014					
Sábado, 19.04.2014					
Domingo, 20.04.2014					
Lunes, 21.04.2014					
09.00 – 11.00	Visita a ACOBOL	Experiencia de trabajo entre ACOBOL y PADEM.	ACOBOL	LN, Jessi López y funcionaria de ACOBOL.	
09.00 – 10.00	Rodolfo Soriano	Antecedentes de la transversal gobernabilidad en la historia de COSUDE	Hotel	CBR	
10.30 - 11.30	Horst Grebe	Experiencia de trabajo con COSUDE, percepción de sus proyectos con la transversal gobernabilidad.	Hotel	CBR	
14:45 – 17:00	Entrevista con Mónica Baya, Comunidad de Derechos Humanos (CDH)	Conocer el apoyo a la Sociedad Civil en la elaboración de informes sombra.	CDH	LN, CBR y Martín Pérez	Martín Pérez
17,30 – 19.00	Entrevista con Martin Pérez	Información actualizada sobre contactos con la sociedad civil.		LN, CBR y Martín Pérez	
Martes, 22.04.2014					
09.00 – 10.30	Entrevista con Fernando Medina, asesor de la embajada de Dinamarca	Información sobre participación Dinamarca en proyecto Acceso a la justicia.	Embajada danesa	LN y CBR	
10.30 – 12.30	Entrevista con alejandra Velasco, BM	Información sobre conflictos y estado actual de la relación de la cooperación multilateral con el Estado boliviano.	Banco Mundial	LN y CBR	
13:00 -14:30	Almuerzo con ONG Suizas	Conocer la situación actual de las ONG y su forma de trabajo.	Restaurant Vienna – Calle Federico Suazo 1905 esq. Batallón colorados, Tel.: 2441660	LN, CBR, Esther Haldimann, Ingrid Tapia, ML	REYMI
15:00 – 17:00	Briefing estudio conjunto y	Antecedentes Proyecto Policía:	CORLAP Sala 403	LN, CBR, Cnl. Rosa	REYMI

DIA	Actividad	Objetivo	Lugar	Participant	Responsable
	campos posibles de acción para el nuevo proyecto para una Vida Libre de Violencia.	FORDECAPI Cambios con la nueva ley 348 Cambios institucionales y nuevas atribuciones de la Policía Presentación alcance del estudio conjunto (ONU Mujeres/Suiza y Dinamarca)		Lema, dos asistentes, Natasha Loayza, Asa xx y MR.	
17.30 – 19.00	Entrevista con Erika Brockmann, evaluadora PADEM	Información sobre contexto, oportunidades y amenazas, experiencia de evaluación de PADEM.	Hotel	LN, CBR	
Miércoles, 23.04.2014					
09.00 – 13.00	Procesamiento de datos	Avanzar con la reflexión y el uso de los instrumentos previstos.	Hotel	LN. CBR	
14.30 – 16.00	Entrevista con Mila Reynolds	Profundizar la comprensión de los componentes y de las políticas de líneas transversales.	Hotel	LN, CBR	
16.00 – 19.00	Procesamiento de datos	Avanzar con la reflexión y el uso de los instrumentos previstos.	Hotel	LN, CBR	
Jueves, 24.04.2014					
	RETORNOS				

BIP – Peter Bischof

REYMI – Mila Reynolds – ONP Descentralización y DDHH

JGI – Barbara Jäggi Hasler

Martín Pérez – Coordinador PMS

Ana Kudelka – Responsable de Componente Violencia PMS

Miriam Campos – Coordinadora Acceso a Justicia

Gonzalo Párraga – Acceso a Justicia

BARMA: Marcelo Barrón – ONP Ámbito Cambio Climático

MERGO: Gonzalo Merida – ONP Ámbito Cambio Climático

PERJO: José Luis Pereira – ONP Empleo e Ingreso

VILMA: Martha Villegas, Asistente de Programa

LOAMO: Mónica Loayza ONP Ámbito Empleo e Ingreso

Instituciones:

FELCV: Fuerza Especial de Lucha contra la Violencia

SEPDEP: Servicio Plurinacional de Defensa Pública

CDH: Comunidad de Derechos Humanos

BRA: Lilian Bürgi – Asesora de Gestión

RODVI: Rodrigo Villavicencio – ONP Ámbito Cambio Climático

GLM: Markus Glatz – Responsable Aseguramiento de la Calidad

Annex B: List of Interviewees

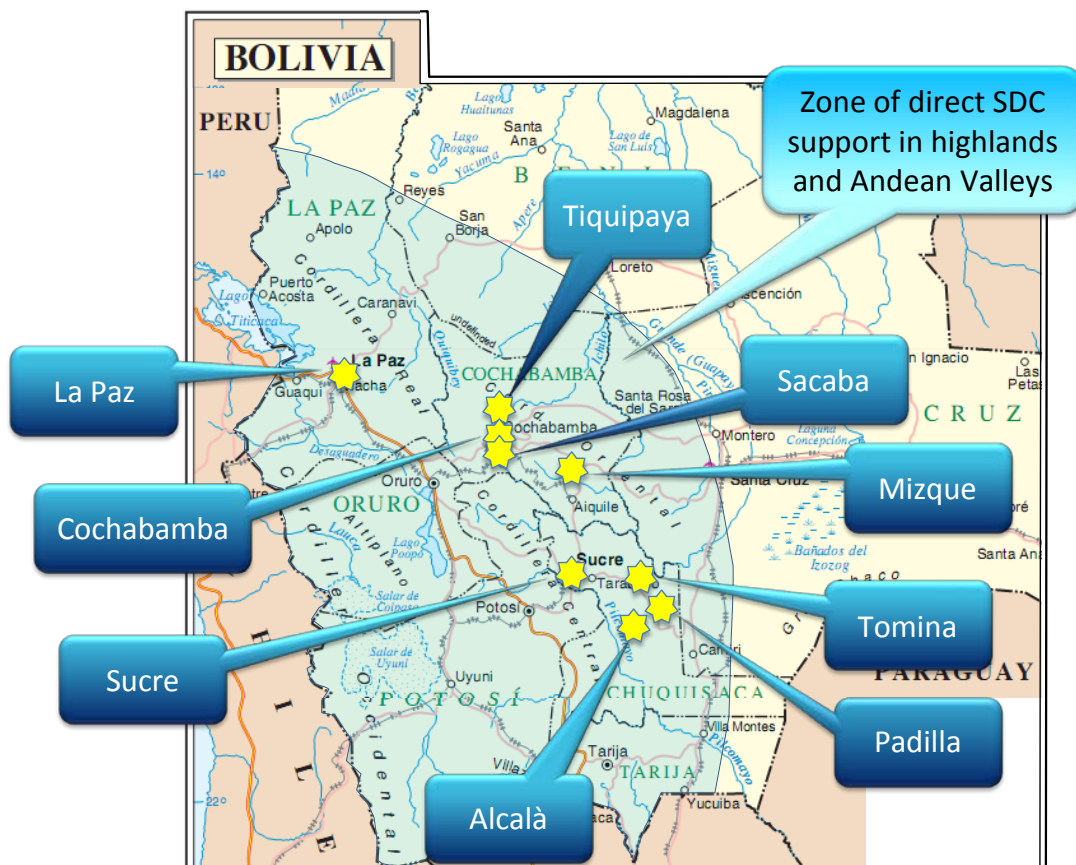
No.	Nombres	Cargo, institución
01	Peter Bischof	Embajador y Director de Cooperación
02	Bárbara Jaggi Hasler	Jefa de Cooperación
03	Mila Reynolds	Oficial Nacional de Programa, Descentralización y Derechos Humanos
04	Gonzalo Mérida	Oficial Nacional de Programa, Impacto del Cambio Climático (BIOCULTURA)
05	Rodrigo Villavicencio	Oficial Nacional de Programa, Impacto del Cambio Climático (Ayda Humanitaria/Desastres y Riesgos)
06	Marcelo Barrón	Oficial Nacional de Programa, Impacto del Cambio Climático (GESTOR)
07	Mónica Loayza	Oficial Nacional de Programa, Empleo e Ingreso/ Punto Focal, Igualdad de Género
08	Philippe Puyo	Director Residente Adjunto y Experto en Ayuda Humanitaria/Desastres y Riesgos
09	Lilian Bürgi	Asesora de Gestión Regional
10	Markus Glatz	Director Residente Adjunto, y Expertos en Gestión por resultados
11	Martin Pérez	Coordinador, SOLIDAR-Suisse/Coordinador, PMS/PADEM
12	Ana Kudelka	Asesora de Género, PMS/PADEM
13	José Luis España	Asesor, PMS/PADEM
14	Guimer Zambrana	Asesor, PMS/PADEM
15	Miriam Campos	Coordinadora, OPD/ Acceso a Justicia
16	Gonzalo Párraga	Asesor Técnico, OPD/ Acceso a Justicia
17	Xx	Oficial de Programa, OPD/ Acceso a Justicia
18	Rolando Villena	Defensor del Pueblo de Bolivia
19	Blanca Laguna de Vera	Jefe de Cooperación internacional, DDP
20	Fernando Capriles	Encargado de proyectos del Ministerio de Justicia.
21	Miragliha Giles	Directora de Financiamiento externo, Vice ministerio de planificación e inversión pública
22	Xx	Oficial de Programa, VIPFE
23	Roland Provot	Embajador y jefe de cooperación belga
24	Alberto PalaciosHardy	Jefe de Cooperación Canadá
25	Jens Busma	Cooperación Alemania
26	Nico Hansmann	Responsable sectorial, Unión Europea
27	Sergio Martín	Coordinador cooperación España
28	Carlos Böhr	Consultor contextosocio-político
29	Martín del Castillo	Proyecto GESTOR y Concertar
30	Marcos Loma	Proyecto GESTOR Y PRRD
31	Marcel Orgaz	Gerente mancomunidad Chuquisaca centro
32	Fermin X	Alcalde de Tomina
33	Petrona X	Concejala de Tomina
34	Tomás X.	Concejal de Tomina
35	Xx	Productor beneficiado con represa tablas Mayu
36	Xx	Encargado de la UGR del municipio Tomina
37	Xx	(GIZ) Cooperación alemana
38	Xx	Universidad San Francisco Xavier de Chuquisaca
39	Juana Maturano	Representante Defensoría del Pueblo Chuquisaca
40	Jorge Leyton	Director departamental, Defensa Pública
41	Xx	Director nacional de Defensa Pública

No.	Nombres	Cargo, institución
42	Xx	Director régimen penitenciario Chuquisaca
43	Xx	Concejala de Alcalá
44	Xx	Concejala de Alcalá
45	Xx	Técnico alcaldía Alcalá
46	Xx	Directora de cárcel San Roque
47	Xx	Representante de internos hombres en San Roque
48	Xx	Representante de internas en San Roque
49	Fidel Herrera	Representante de internos hombres en San Roque
50	Ten. Rodrigo Murillo	Director departamental FELCV
51	Ten. Ruben Villavicencio	Subdirector departamental FELCV
52	Justo Molina	Líder guaraní y consejero departamental Chuquisaca
53	Carlos Carafa	Ex funcionario COSUDE
54	Rodolfo Soriano	Ex funcionario COSUDE
55	Horst Grebe	Director PRISMA
56	Alejandra Velasco	Asesora, Banco Mundial
57	Erika Brockmann	Consultora
58	Ludmila Santa Cruz	Funcionaria de PADEM, Gestión Municipal
59	Xx	Funcionaria de AMDECO
60	Xx	Funcionario de ANDECH
61	Xx	Director colegio Puente Pampa
62	Xx	Profesora colegio Puente pampa
63	Xx	Alcalde Tiquipaya
64	Pilar Ponce de león	Wiñay pacha
65	Thelma Andia	Concejala de Sacaba
66	Claudia Ojeda	Presidenta Red contra la violencia
67	Zoraida Choque	Wiñay pacha
68	Cinthya Antezana	Sacaba
69	Ramiro claros	Director derechos humanos alcaldía Sacaba
70	Juan Carlos López	Defensoría niñez Sacaba
71	Guery Zabala Gumucio	Funcionario de PADEM, Género y Gestión Municipal
72	Lic. Lucero	SLIM Sacaba
73	Denis Racicot	Representante Alto Comisionado DDHH de ONU
74	Jessy López	Directora, ACOBOL
75	Angélica Mendoza Blacutt	Coordinadora de Proyectos, ACOBOL
76	Col. Rosa Lema	Coronela, Directora nacional FELCV
77	Policía 1	Asistente (a) FELCV
78	Policía 2	Asistente FELCV
79	Natasha Loayza	Oficial Nacional de Programa, ONU Mujer
80	Asa Regner	Representante Residente, ONU Mujer
81	Fernando Medina	Asesor cooperación danesa
82	Alejandra Velasco	Banco Mundial
83	Dra. Mónica Bayá	Asesora Técnica, Comunidad DDHH
84	Xx	Funcionario, Comunidad DDHH
85	Xx	Funcionario, Comunidad DDHH
86	Ingrid Tapia	Alliance Co-Mundo, ONG suiza
87	Esther Haldimann	Helvetas ONG suiza
88	Xx	Presidente Concejo Municipal Tiquipaya
89	Xx	Médico, encargado de hospital Tiquipaya
90	Xx	Encargada área de salud Tiquipaya
91	Xx	Doctor encargado, Centro de Salud Jampina Huasi, Tiquipaya

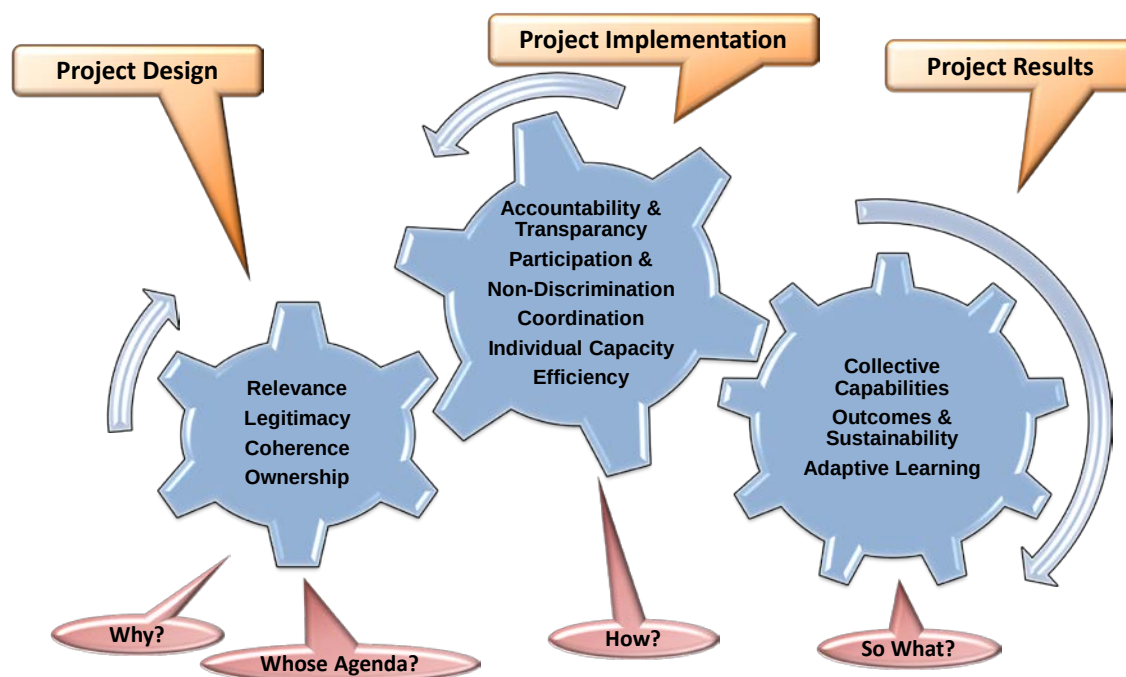
No.	Nombres	Cargo, institución
92	Xx	Doctora Residente, Centro de Salud Jampina Huasi, Tiquipaya
93	Xx	Doctor Residente, Centro de Salud Jampina Huasi, Tiquipaya
94	Angel	Miembro del Comité de Salud de la Comunidad, Centro de Salud Jampina Huasi Tiquipaya
95	Ricardo Montecinos	Asesor, PMS/PADEM, Gestión municipal, Cochabamba
96	Cristina Mamani	Presidenta Consejo de la magistratura
97	Paulino Verástegui	Asesor, Centro conciliación Cochabamba
98	Xx	Abogada Centro conciliación Cochabamba
99	Xx	Abogado Centro conciliación Cochabamba
100	Xx	Abogado director departamental Cochabamba

(Xx=name unknown)

Annex C: Map of SDC Geographic Concentration and Sites Visited



Annex D: SDC Governance Evaluation Assessment Framework



Annex E: Methodological Note for the Bolivia Case Study

The research agenda for the Bolivia case study was largely determined by the mandate for the broader Governance Evaluation. As such, the case studies were intended to highlight governance programming and mainstreaming results, to help learn from governance experience in dealing with difficulties, to render accountability for governance results, and to contribute to future strategic orientations for SDC's governance work. The overall mandate for the Governance Evaluation specified that the case studies would not generate primary data but would instead rely mainly on existing (secondary) data. The case studies would thus contribute field-based evidence to the wider evaluation. Thus, the research teams would use existing evaluations as key sources of secondary data, while interviews with program participants would be the principal sources of primary data. Hence, the research required a sample of projects and programs which:

- offered a window on the essentials of SDC-Bolivia's governance programming on both access to justice/human rights and decentralized service delivery;
- provided access to both public authorities and civil society actors;
- encompassed a spatial range of programming circumstances;
- had a reasonably complete documentary record.

The content covered by the research was shaped by the eight assessment criteria featured in the graphic in Annex D). The Evaluation Team accordingly drafted a generic template of questions related to each criterion.

In terms of **data collection methods**, in addition to individual interviews, the research team carried out three group discussions (One with Swiss Embassy staff, one with the Office of Project Implementation and Access to Justice Team, and one with the PMS/PADEM Team). Two luncheon discussions also took place (One with international donors and one with Swiss NGOs. The Bolivia COOF provided feedback and ensured that the evaluators had access to required program documents throughout the process. Near the end of the mission, debriefing sessions took place with the Swiss Head of Cooperation and with Ambassador/Director of International Cooperation, as well as with an expanded SDC-Bolivia Core Learning Group (CLG).

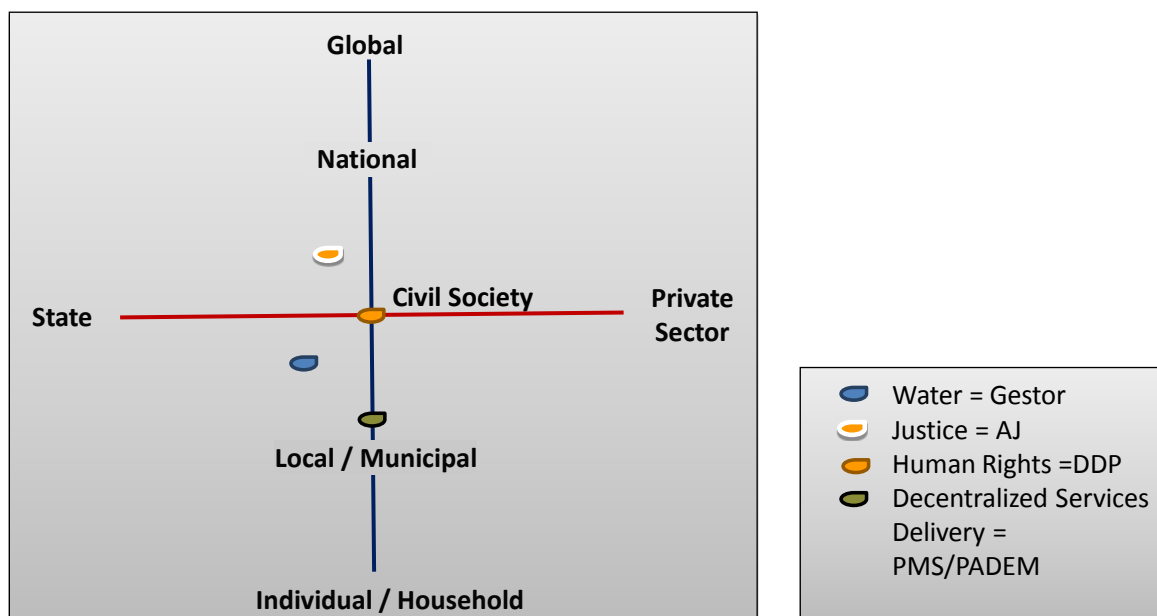
Limitations in the research methodology included the following:

- Due to cost limitations, the evaluators had only 14 working days for interviewing respondents and visiting rural communities in Chuquisaca and Cochabamba;
- The *breadth* of the sample was appropriate. On the other hand, the complexity of the projects and the volume of documents to be absorbed, combined with the number of respondents to be interviewed made for limited *depth* of interviews;
- SDC staff from La Paz or local offices were present in some of the interviews, luncheons, and group discussions held.

To compensate for these limitations, the evaluators organized private conversations with independent researchers and former SDC staff whose names were divulged to Swiss Embassy staff but they were chosen by the research team alone. To obtain politically-sensitive information, E.T. Jackson and Associates commissioned its own socio-political analysis from a respected Bolivian analyst and former politician. To gather different points of view during field visits, the two evaluators often separated or talked privately with respondents in the side-lines. To delve deeper into issues, the team's well-known and connected Bolivian evaluator also held "off-the-record" follow-up conversations with Bolivian respondents after the field mission. Finally, to verify findings, all information gathered was, in turn, triangulated with existing documentary sources, including background project planning documents, internal staff workshop *aide memoires* and *memoranda*, as well as independent mid-term reviews, and evaluations.

Annex F: Graphic of SDC Programs/Projects Assessed in Bolivia

Governance Interventions Mapping Tool



Annex G(a): PMS Program/Project Level Assessment Tool

Program/Project Level Assessment Tool:		
Program/project title: The Improvement of Municipal Services Project (PMS)		
Pillar/sector: Decentralization & Human Rights	Alignment with national development plan & governance strategies: • 2009 Constitution of the Plurinational State of Bolivia; • The National Autonomy Law (Ley Marco de Autonomías y Descentralización); • Law Against Political Violence & Harassment (<i>Ley Contra el Acoso y Violencia Política</i>); • Law to Guarantee Women a Life Free of Violence (Law 348: Ley Integral para Garantizar a Mujeres una Vida Libre de Violencia); • National Development Plan: 2006-2011; Patriotic Agenda 2025.	
Geographic focus: 120 rural & 15 peri-urban municipalities in Highlands and Andean Valleys.	Target beneficiaries: Up to 4 million beneficiaries in the targeted municipalities with a focus on vulnerable women and youth.	
Executing entity: SOLIDAR-Suisse (formerly AOS)	Budget: CHF 12.6 Million	Timeline: 2013-2016
Implementation mechanism: Swiss NGO as EA	Other Donors: UNDP, UNICEF, IDB, DANIDA, Spain, Canada	International & national partners: Ministry of Autonomy; FAM/AMDES/ACOBOL; JUANA UZURDAY, INTERVIDA, INTEREDES, CDH, CDC, UNIR, CIDEM, FPP, INTERTEAM (SUISEE), WORLD VISION, PLAN INTERNATIONAL
Development objective and outcomes: PMS' overarching development goal is to reduce poverty and inequality faced by vulnerable groups (especially women and youth) by improving their access to quality public services and enhancing citizen participation in development processes at the local level. PMS's two core outcomes include: • Improved access to quality priority public services (especially in health and education) through improved engagement between municipal governments and citizens; and • Enhanced exercise of women's political participation rights and a life free of violence via a HRBA. Governance, a HRBA and GE are mainstreamed throughout PMS.		
Theory of change & assumptions: PMS has a strong HRBA and governance-based theory of change embedded in a "virtuous triangle" built around government-civil society-and public engagement/communications. The core assumption is that increased local citizen participation leads to citizens demanding better services, while strengthened local institutional capacities increases local governments' capability to respond to citizen needs and demands. When supported in tandem, the two can result in significant democratic governance improvements. In concrete terms, PMS uses public contests as means of identifying and reinforcing innovative civil society initiatives that break new ground in democratic governance, while at the same time investing in the institutional capacity of municipal governments to effectively plan and implement social programs in a way that involve a wide array of government partners, as well as active civil society participation. Lastly but certainly not least, PMS invests in coalition building, research, mass public education and communications campaigns in an effort to scale up successes and broader policy impacts.		
Major results achieved: *PADEM-supported municipalities enjoy a 72% implementation rate (compared to a national average of 55%) and 93% of them have avoided the freezing of bank accounts; *69 out of 159 PADEM-supported local competitions to promote women's rights (i.e., via the <i>Municipio con Rostro de Mujer</i> competition) and 59 proposals in support of youth action (via the <i>La cosa es proponiendo</i> competition) have resulted in broader outcomes; * Competitions (Like <i>Mi Municipio va a la escuela</i>), and math card games like CASNET and the use of IT in schools has promoted		Major challenges: *Decentralization demands co-exist with re- centralization tendencies as well as a persistent political culture of clientelism (<i>caudillismo</i>), corruption, and machismo; *The service delivery responsibilities of different governmental levels & depts. are fragmented & roles and responsibilities are often unclear; *50% of municipal budgets go

Program/Project Level Assessment Tool:		
youth learning and participation; * PADEM's lobbying efforts have led to the establishment of 32 extra judicial conciliation services and 60% increased funding for Integrated Municipal Legal Service Centres (SLIMS), including lobbying for a Special Resolution that guarantees their funding; * PADEM's support of meeting spaces between municipalities (EDMs) and institutional strengthening of Departmental Municipality Associations (AMDES) has increased their capacity to support multi-stakeholder planning processes in education and health; * CDH's national research informed the drafting of Bolivia's Law Against Political Violence and Harassment (for which it helped include the issue of feminicide), as well as the preparation of the Bolivian Civil Society Paper for the UN's Periodic Universal Human Rights Review and for CEDAW implementation in Bolivia; * Institutional support to the Association of Female Councillors of Bolivia (ACOBOL) and training of 280 ACOBOL members has improved their representational capacities and reduced their susceptibility to political harassment; * The training of 300 radio and TV communicator, the "Democratic Bus" and public campaigns using Bolivian celebrities or the media character of "Dra Edilicia" has increased public awareness of violence against women issues and promoted democratic values.		towards infrastructure, while only 0.6% go towards GE, resulting in non-compliance of municipal government responsibilities; * Women politicians are harassed and women's organizations (e.g., ACOBOL, SLIMS) remain politically & institutionally weak; * PADEM contests are of modest scope and only a small proportion are successful enough to be scaled up or become sustainable; * PADEM's approach reinforces local innovation but is less conducive to engaging in more sensitive & national policy debates. * The PMS model involves a complex web of actors and intermediaries and deploys mainly urban & professional La Paz-based staff.
Assessment criteria:	Rationale for rating:	Rating:
Legitimacy and Relevance	PMS' focus on developing municipal capacities is very relevant given the GoB expectations that municipalities disburse 25% of resources and deliver services; All the actors supported in local government and civil society are Bolivian & have shown leadership and innovation; Because many of the political women's organizations supported (e.g., ACOBOL, SLIMS) remain weak and are often treated as less legitimate local leaders, it is especially important that they receive PMS support.	Excellent
Ownership /Participation/ Non-Discrimination	By providing funding support on the basis of contests, PMS encourages Bolivian actors to take leadership and ownership of their initiatives. The funding then further empowers them to take their ideas to the "next level".	Excellent
Accountability & transparency	PMS is effective at encouraging municipal dialogue and accountability mechanisms between government and civil society partners; I however, fewer efforts exist to forge links with interlocutors in the private sector even though the latter have a potential role to play in efficient service delivery or policy influencing.	Good
Efficiency	By most accounts, PMS does a lot with very little. Nevertheless, the various levels of intermediaries does mean that a considerable coordination effort and number of professionals are required to make the complex and an array of partnerships work.	Good to Satisfactory
Capacity Development	PMS' and especially PADEM's Virtuous Triangle approach to governance is conducive to building capacities with civil society as well as with state actors. The recent sectoral focus makes technical assistance and training more precise and relevant as do SOLIDAR Suisse's own governance and gender experts. Economic expertise and linkages (for example, with other Swiss projects) could be enhanced.	Excellent

Program/Project Level Assessment Tool:		
Outcomes & sustainability	The most important outcome of PMS is that its efforts are leading to improved provincial plans (e.g., POAs on Health) and to funding for public services oriented towards vulnerable groups (e.g., SLIMS) being protected within municipal budgets; There is evidence that important components of PMS' work (e.g., Policy influencing on Law 243 and 348 (on VAW) have had impacts well beyond the municipality; Particularly effective is the use of public TV and radio campaigns using both humour and professional actors to communicate important messages. While the recent focus on health and education helps the technical quality of the project, it does make national-level influencing more difficult since PMS does not engage directly with either ministry at the national level and since relations with the Ministry of the Presidency or the Ministry of Autonomy are less frequent within the new sectoral focus.	Good
Coherence & Coordination	Although there are many intermediaries and interlocutors involved, the coherence of PMS is helped by the recent decision to focus on health and education services, as well as by SOLIDAR Suisse's expertise in building alliances; SOLIDAR Suisse does a good job of coordination with a wide range of international and national development actors although the various donors each work on their own, using separate funding mechanisms, thereby increasing the administrative and reporting burden for weak Bolivian institutions such as ACOBOL.	Good Good
Adaptive Learning	PMS' and especially PADEM's Virtuous Triangle approach to governance is conducive towards knowledge-sharing. Particularly impressive is the capacity of small organizations (like CDH) to disseminate high-quality and well researched material of lessons learned in key issues such as violence against women and the practice of "public fairs" to showcase and share success stories from promising civil society efforts	Good
		Overall Rating: Excellent-Good

Annex G(b): AJ Program/Project Level Assessment Tool

Program/Project Level Assessment Tool:		
Program/project title: Access to Justice Project (AJ)		
Pillar/sector: Decentralization & Human Rights	Alignment with national development plan & governance strategies: - The 2009 Constitution of the Plurinational State of Bolivia; - National Human Rights Plan: 2009-2013; - Plural Justice Sectoral Plan: 2013-2025; - Law to Guarantee Women a Life Free of Violence (Law 348); - National Development Plan 2006-2011; Patriotic Agenda 2025.	
Geographic focus: National Program	Target beneficiaries: Capacity development is aimed at specific justice institutions (e.g., Public defenders, judges, police) but the legal services to be improved target vulnerable Bolivians with no access to paid legal services (e.g., poor Bolivians, prisoners or women who are victims of violence & harassment)	
Executing entity: Office of Direct Project Implementation	Budget: CHF 8.2 Million	Timeline: 2013-2016
Implementation mechanism: AJ Project funding goes to diverse Bolivian institutions through Bolivia's Unique Treasury Account via SDC's CORLAP and OPD offices,	Other Swiss or International donors: Denmark (Joint Funding); Belgium (Delegated Cooperation); UN High Commission for Human Rights (joint research and TA); UN Women (joint Research & TA); EU (potential basket fund).	Key national partners: Ministry of Justice, Ministry of Labour, Employment & Social Services, Vice Presidency of the State; National Public Defense (SENADEP); Magistrate's Commission; The National Police Catholic University of San Pablo
Development objective and outcomes: The AJ Project's Overarching objective is to see "access to justice by vulnerable and marginal persons significantly improved thanks to the implementation of justice sector reforms." AJ's three core outcomes are as follows: - Improved and timely access to justice through the strengthening of judicial conciliation processes; - Improved quality and rural coverage of public defence services through the strengthening of the Bolivian National Public Defence Service (SENADEP); - The implementation of key judicial reforms through a constructive policy dialogue between the state and civil society. Governance, a HRBA, multiculturalism and GE are mainstreamed throughout the AJ Project.		
Theory of change & assumptions: The AJ Project is based on dual notions of "access to justice as a human right" which concentrates on guaranteeing all Bolivians access to impartial and independent justice services to protect their fundamental individual and collective rights, as per Bolivia's international commitments; and the notion of "access to justice as public policy" and particularly UNDP's conception of "plural justice" which is aimed at enhancing the ability of vulnerable persons to seek justice through formal or informal institutions. The AJ Project also promotes integrated policy dialogue and articulation of public-private interests, thereby adopting a "triangular approach" which combines public sector-civil society-international cooperation collaboration. In addition to helping to develop normative and institutional frameworks and building human, organizational, and networking capacities, AJ seeks to forge synergies through coordination and policy dialogue between relevant judicial, executive and legislative entities. AJ's core assumption is that strengthening specific state entities to deliver rapid and cost-effective legal services and increasing public awareness of the advantage of alternative forms of legal and conflict resolution, will :i) reduce Bolivia's procedural burden; ii) benefit vulnerable Bolivians, and iii) improve the credibility of the judicial system.		

Program/Project Level Assessment Tool:		
Major results achieved: * EMPODER (finished in 2013) helped protect Guaraní rights (via Law 450); to increase their wages from 5-15 to 35-60 Bolivianos/day and to obtain 530 million Bolivianos and 44,000 hectares as restitution for 121 Guaraní in Chuquisaca; it also highlight their plight at the UN & OAS; *Through CDH's research , the Ministries of Foreign Relations & Justice drafted a <i>National Human Rights Plan: 2009-2013</i>; * Since signing an MOU in 2013 with Swiss and Danish cooperation, SENADEP improved its IT systems & increased its professional cadre, thereby allowing it to increased its case load; *The SDC-supported CDC created a Network of Conciliation Centres; *In collaborated with the UN, AJ helped profile the conciliation function in the UN's 2013 Human Rights Report for Bolivia; **In the past, AJ exposed the Magistrates Council (<i>Consejo de la Magistratura</i>) to best practices in Argentina; and in 2013, it supported both the XIV Encounter of Latin American Magistrates in Cochabamba, and the Judicial Conference (<i>Cumbre Judicial</i>) with 500 stakeholders; *AJ with the Vice President's Office & Catholic University of San Pablo produced the Juridical Encyclopedia based on the 2009 Constitution; *AJ helped the FELCV Police Force prepare 1,500 T.o.Ts on human rights & VAW.		Major challenges: *Only 0.53% of the General Bolivian State Budget is spent in justice; coordination between justice organs is dismal; and structural constraints are worsening: In 2012, 56% of judicial cases before the courts were delayed (compared to 31% in 1995); in 2014 75% of penal investigations were still pending 2010 (compared to 57% in 2002); and in 2013,83% of prisoners have not been sentenced; *Judicial serves coverage is sparse: Only 55% of Bolivian municipalities have judges and 23% have prosecutors; and the country's 69 Public Defenders cover 3% of the country; *The 2009 Constitution set plural, integrated and participatory legal foundations which resulted in new laws & institutions still requiring regulations & institutionalization; *7/10 Bolivian women suffer violence but 70% withdraw their complaints under Law 348; *The AJ Project is comprised of sub- projects with their own <i>modus operandi</i> as opposed to a programmatic approach and are implemented using three modalities, none of which uses national entities as direct implementers; *AJ's donor allies are coordinates but not harmonized.
Assessment criteria:	Rationale for rating:	Rating:
Legitimacy and	Given the limited success of previous reforms and the politicization and corruption present in the justice sector, Bolivian actors in this area have little legitimacy. SDC is respected in specific institutions but its relations with the Ministry of Justice were strained by disagreements over EMPODER's <i>modus operandi</i> near the Project's completion. Given the severity of governance constraints in Bolivia's justice system and the reduce presence of some donors in justice (e.g., Spain, Germany, Canada), SDC's involvement is highly relevant;	Good-Satisfactory
Relevance		Excellent
Ownership/ Participation / Non-Discrimination	The leaders at the forefront of the key institutions being supported by the AJ Project are dynamic, intelligent and empowered, in each able to articulately explain their organization's challenges, vision and future solutions and to present AJ's various objectives as their own agenda; The justice services which AJ focuses on clearly target poor and vulnerable Bolivians. At the same time, with a few exceptions, leadership roles for women and indigenous persons are limited in the targeted justice organizations. AJ's strong capacity-building approach will help remedy gender and ethnic gaps.	Good

Program/Project Level Assessment Tool:		
Accountability & transparency	AJ is consciously investing in information systems and capacity development which will increase institutional accountability, transparency and access to information in entities such as the Magistrate Council, Public Defense and the National Police.	Good
Efficiency	With three different parallel implementation modalities for its three pillars and an OPD which carefully tracks all financial transactions, the AJ Project is efficient in terms of its tracking of resources but weak on the Paris Declaration Principle of using national systems as implementing bodies; Similarly, while AJ uses joint funding and delegated aid modalities, donors have not harmonized their systems. As such, Bolivian entities must have separate financial processes to attend to time-consuming financial demands from donors.	Satisfactory
Capacity Development	AJ has an enlightened approach which includes the promotion of four types of capacity development. Although AJ is still in its early implementation phase, capacity development strategies and activities are already underway for its target institutions. What will remain to be determined is whether AJ provides specialized training targeted at vulnerable groups like women and indigenous persons.	Good
Outcomes & Sustainability	EMPODER which was completed in 2013 had strong outcomes, including official restitution for Guaraní, national policy level change and global awareness raising. Today many of the Guaraní Indian leaders trained by EMPODER are among Bolivia's most active human rights activists or even members of departmental parliaments empowered to continue the plight of the Guaraní by their own volition and in their own terms. In this sense, EMPODER can be assessed as having achieved long-term policy impacts and sustainability. On the other hand, tensions with the Ministry of Justice have caused compensation for EMPODER's former collaborators who eventually became Ministry of Justice employees to be called into question; With the AJ Project only recently starting its operation, it is too early to judge results beyond the output level. Thus far, progress is satisfactory.	Satisfactory
Coherence & Coordination	AJ's coherence is limited by the fact that it is made up of three very different pillars/sub-projects, each with its own history and set of actors, including a third pillar (called strategic actions) which is a particularly diverse collection of SDC projects left incomplete under SDC's former FORDECAPI Program. Although the AJ combines state and civil society actors in a way that FORDECAPI, its predecessor, did not, AJ's programmatic logic and foundations remain weak; AJ has made important leaps forward in collaborating much more closely with other donors, including the use of delegated aid (with Belgium) and shared M&E reporting with Denmark. In addition, thanks to the professionalism and solid reputation of AJ's Coordination Team and SDC's OPD, important activities are well coordinated. On the other hand, AJ broad design (See Coherence above) and multiplicity of actors and institutions involved means that coordination is	Satisfactory- Unsatisfactory Good- Satisfactory

Program/Project Level Assessment Tool:		
	very labour intensive. Moreover, SDC is still working on the basis of strained relations with the Ministry of Justice which is the leading entity in charge of overseeing Bolivia's Justice system.	
Adaptive Learning	There is a considerable amount of learning taking place, helped by SDC's work justice and human rights issues through the DDP and PMS programs. It would be useful to further systemize learning which is still largely shared orally.	Good-Satisfactory
		Overall Rating: Good-Satisfactory

Annex G(c): DDP Program/Project Level Assessment Tool

Program/Project Level Assessment Tool:		
Program/project title: Human Rights Ombudsman's Office (<i>Defensor del Pueblo--DDP</i>)		
Pillar/sector: Decentralization & Human Rights	Alignment with national development plan & governance strategies: - The 2009 Constitution of the Plurinational State of Bolivia; - National Human Rights Plan: 2009-2013; - Bolivian Law 1818 for the Establishment of the DDP (1997); - The National Mother Nature Law (<i>Ley Marco de la Madre Tierras</i>); - The National Development Plan 2006-2011; The Patriótica Agenda 2025.	
Geographic focus: DDP Office in La Paz and regional offices in all Depts.	Target beneficiaries: All sectors (public, private, civil society) and Bolivian citizens benefit from the DDP's "watchdog" and accountability/ transparency mandate. DDP also serves as arbiter in conflicts between state or private firms with vulnerable groups.	
Executing entity: Multi-donor Basket Fund implemented directly by DDP.	Budget: US\$ 2.56 million by SDC towards a budget of US\$25.8 million (2012-16)	Timeline: 2012-2016
Implementation mechanism: Core institutional funding provided to the DDP through the Bolivian Treasury.	Other Swiss channels/donors: Synergies exist with SDC's AJ and PMS projects/programs in particular.	Key international & local partners: According to DDP's own Risk Analysis: Core National Stakeholders include: The Bolivian Executive, Legislature, Judicial organs, The National Police, and all GoB ministries (with support within Ministry of Justice & the Public Ministry); Fellow Basket funders include: Holland, Sweden, Canada and UNICEF; Common international and Bolivian allies include: The UN Commission for Human Rights, FAM, Social and indigenous organizations, NGOs nationally; SLIMS and Offices for the Public Defence of Children at the local level.
Development objective and outcomes: The overarching objective of the DDP is to contribute to the defence, compliance, and promotion of the human rights of all Bolivian men and women, as well as towards the institutional capacity to guarantee the supervision of all Bolivians' human rights." The DDP's three core outcomes are: - To contribute to the construction of a Bolivian plurinational state through strategic human rights institutional initiatives; - To support the establishment and implementation of mechanisms that promote respect and enforcement of the universal and indivisible human rights of peasant and indigenous nations and peoples (<i>naciones y pueblos indígenas originarios y campesinos--NPIOC</i>) , afro-descendants, urban and inter-cultural communities. This includes a sub-project to support the rights of boys and girls; - To promote respect and enforcement of cultural and collective rights of public interest and in protection of Mother Nature (<i>Madre Tierra</i>) for NPIOC peoples and afro-descendants. Governance, a HRBA and GE are mainstreamed throughout the DDP Basket Fund.		
Theory of change & assumptions: The DDP Basket Fund has a governance-based theory of change/hypothesis based on a vision which foresees a critical role for the DDP in the "transformation of the state". In order to meet this vision, and beyond its role as a i) defender and promoter of Bolivians' fundamental human rights, and as ii) Articulator of social demands, the DDP has also positioned itself as a mediator, translator, creator of dialogue spaces to resolve differences between Bolivia's diverse cultures, peoples and territories. Through these roles collectively, the DDP sees itself as playing a critical role in formulating a genuinely <i>plurinational</i> Bolivian		

Program/Project Level Assessment Tool:		
state, as conceived in Bolivia's 2009 Constitution.		
Major results achieved: *Between 2007-2011, DDP received over 20,450 human rights complains & resolved 76%; * DDP has investigated over 5,000 complaints of police abuse, while at the same time training over 6,000 police and a cadre of 111 police instructors on human rights; DDP has also given human rights training to judges, indigenous and women's organizations; *DDP has served as an arbiter in many of the country's major conflicts (e.g., on land or water rights); has intervened in 550 conflicts among peasant and indigenous groups (including on behalf of the Guaraní Indians suffering from indentured servitude) and has solved 2/3 of these; and is consistently rated among the most credible Bolivian institutions; *The DDP supported the creation of a Unit to attend to victims of sexual violence within the Public Ministry, as well as contributing to Law 348 on VAW, to the <i>National Plan for Adult Human Rights</i> & the <i>Plurinational Plan for Human Rights Education</i>; *The DDP played a key role in ensuring the inclusion of key human and women's rights articles within the 2009 Constitution and influenced numerous family and labour laws; *In 2013, with UNICEF, the DDP created a Unit for Youth & Children's rights & also received long-awaited GoB funding for two new DDP professional positions; * In 2013, the DDP was one of the few Bolivian entities to publicly speak out against the partisan and undemocratic handling of the TIPNIS crisis and Chaparina case by the GoB.		Major challenges: *The 2009 Constitution created new human rights laws requiring norms, clarity and institutionalization; *MAS' centralizing and authoritarian tendencies have led to social tensions with specific communities, censorship attempts and GoB attacks on the DDP's impartiality; *GoB entities such as the Ministry of Hydrocarbons, the Ministry of Mining, and the National Policy resist DPP intervention; *TNCs have been hostile towards DDP's mediation of natural resource conflicts with indigenous and peasant communities; *There is a need for a new law to guarantee the independence of the DDP; *Decentralized and rural DDP offices need strengthening
Assessment criteria:	Rationale for rating:	Rating:
Legitimacy and	The DDP is consistently rated as one of the most respected and credible institutions in the country and often cited by all development actors as making a positive contribution to Bolivia's development and governance.	Excellent
Relevance	The DDP's role of both promoting Bolivians' human rights, fostering a democratic culture and helping to build a genuinely plurinational state is the most important goal facing Bolivia today.	Excellent
Ownership/ Participation/ Non-Discrimination	Because of his/her selection by Parliament, successive DDPs have succeeded in protecting their autonomy and sense of "ownership" vis-à-vis the GoB and international community. After almost 10 years of diverse sources of funding and institutional development support, the DDP as an institution has become particularly adept at defining its own agenda and priorities. The DDP's mandate and its current plan put tremendous emphasis on promoting and protecting the human rights of particularly vulnerable Bolivian groups such as peasants, women and indigenous Bolivians who have become victims of human rights violations	Excellent

Program/Project Level Assessment Tool:		
Accountability & transparency	The DDP's very existence and core function of protecting Bolivian human rights is itself critical for enhancing public and private transparency and accountability on a broad range of political and human rights issues. In parallel, the DDP regularly publishes and disseminates public information on the status of the human rights cases and broader conflicts in which it is involved in resolving.	Excellent
Efficiency	By most accounts the DDP is one of the most efficient national institutions in the country. The DDP stands out as one of Bolivia's few PBAs and perhaps the only major Basket Fund in the Governance sector in Bolivia. As such, it is one of the few institutions where donors' implementation and financial practices are truly harmonized and where doors do not utilize additional intermediaries or executing agents which can exacerbate duplication and transaction costs for recipient Bolivian institutions.	Good
Capacity Development	Over the years, the DDP has become particularly adept at providing training to specific groups (e.g., judges, police, indigenous and women's groups), and at disseminating information for public education purposes. Some of the DDP's local offices still need some strengthening in these respects.	Good
Outcomes & sustainability	DDP's outcomes have been considerable so over the years; The DDP institutional sustainability has been possible due to its credibility among Bolivians and its joint core funding from the GoB and a stable and loyal group of donors. However, as highlighted by the DDP, its longer-term sustainability is far from guaranteed and could be threatened by the GoB's growing criticism of the entity, as well as by donors' departure as Bolivia becomes a MIC.	Good
Coherence & Coordination	The DDP's Plan is made up of three closely interrelated and complementary human rights and institutional objectives, making it one of the entities with the most coherent vision & plan in Bolivia. The DDP's extensive experience and intentional approach of forging strategic alliances allows it to coordinate with a broad range of development actors. Nevertheless, the DDP would benefit from forging greater links with other relevant SDC initiatives where greater opportunities for synergy exist, including at the local level.	Good-Excellent Good-Excellent
Adaptive learning	In addition to excellent annual reports and publications on special issues showcasing DDP experiences and lessons learned, the DDP's Library in La Paz is widely known as a valuable and professionally managed depository of human rights information. Learning activities could be stronger at the decentralized level and it would be interesting to create greater opportunities for systematic learning between the DDP and other SDC initiatives.	Good
		Overall Rating: Good-Excellent

Annex G(d): GESTOR Program/Project Level Assessment Tool

Program/Project Level Assessment Tool:			
Program/project title: The Integrated Sustainable Development of Natural Resources Project (GESTOR)			
Pillar in SDC-Bolivia 2013-16 CS: Climate Change	Alignment with national development plan & governance strategies: • The 2009 Constitution for the Plurinational State of Bolivia; • The National Mother Nature Law (<i>Ley Marco de la Madre Tierra</i>); • The National Autonomy Law (<i>Ley Marco de Autonomías y Descentralización</i>); • National Development Plan: 2006-2011; Agenda Patriótica 2025; • National Watershed Management Plan (<i>Plan Nacional de Cuencas--PNC</i>) .		
Geographic focus': Work with 18 inter-municipal "mancomunidades" (MCMs) in the Depts of Cochabamba, Chuquisaca and Tarija	Target beneficiaries: GESTOR builds the institutional capacity of MCMs but its beneficiaries include 30,000 farming families who benefit from increased improved watershed management and municipal governments who receive TA from GESTOR. Communities at large benefit from GESTOR's public information efforts.		
Executing entity: HELVETAS/ INTERCOOPERATION coordinates but GESTOR has four implementation mechanisms	Budget: CHF 14.5 million including extension	Timeline: 2010-2014 but many of GESTOR's initiatives existed previously (e.g., PROMIC is over 15 years old)	
Implementation mechanisms: GESTOR has multiple associates, partners and allies, and comprises four initiatives or sub-projects: • The National Watershed Management Plan--PNC, implemented by the Vice Ministry of Irrigation & Hydro Resources (VRHR); • The Departmental Watershed Management Program/Service—implemented by the Cochabamba Watershed Management Service (SDC), previously PROMIC; • The Integrated Rural Development Program--PDCR, implemented by the Ministry of Autonomy); and • The Governance Program for Sustainable Natural Resource Development--CONCERTAR, a Swiss mandate coordinated by the HELVETAS/INTERCOOPERATION Swiss Foundation.			
Other Swiss channels/donors: GESTOR has links to other Swiss Cooperation projects such as the Natural Disaster Risk Reduction Program (PRRD) and Biocultura; GESTOR coordinates with other donors, including the World Bank, UNDP, GiZ, Holland (SNV), and Denmark.		Key international & local partners: Ministry of Autonomy; Vice Ministry of Irrigation & Hydro Resources within the Ministry of Water and Environment; Departmental authorities (GADs); Mancomunidades (MCMs) and municipalities	
Development objective and outcomes: GESTOR's overarching development objective is to improve natural resource management in Bolivia through the following Outcomes: • Enhanced economic development and well-being through concrete income generation and food security initiatives esp. in water; • Enhanced institutional capacity development in local governance; • Enhanced social capital ("concertación) through strengthened state-civil society-producer and public-private partnerships; • Enhanced linkages and synergy between different levels of state; • Enhanced policy influence through improved policies formulation and implementation. Governance and GE are mainstreamed throughout GESTOR.			

Program/Project Level Assessment Tool:		
Theory of change & assumptions: GESTOR has a governance-based theory of change which includes promoting democratic governance principles at the sub-national level (<i>Gobernabilidad Política</i>); improved public administration effectiveness (<i>Administración Pública</i>) through improved inter-governmental linkages and institutional capacities within MCMs; greater public accountability (<i>Nueva Gestión Pública</i>) through both the promotion of public accountability/transparency in <i>mancomunidades</i> and increased public participation in decision-making; and strengthening social capital and networks (<i>Gobernanza de Red</i>) through greater public-private engagement and dialogue mechanisms. More concretely, GESTOR's approach uses concrete investments works (e.g., irrigation or support to almonds or peach production) as means of building individual or institutional capacities (e.g., via training on disaster risk reduction) which are, in turn, replicated or scaled up through different forms of knowledge-sharing (e.g., public websites or radio campaigns) , by linking up different development actors or levels of government (e.g., inter-municipal collaboration on the Cuenca de Rio Grande) , and through broader policy-influencing or public education initiatives (e.g., the LUPITA campaign aimed at promoting public access to information and accountable/ transparent local Gov't.		
Major results achieved: *MCMs have new planning, auditing, reporting capacities (e.g., Course with the <i>School of Public Management</i> on law drafting/implementation) which enhance their effectiveness and legitimacy; *A Transparency Unit, LUPITA & websites highlight role of account/transparency & citizen oversight in effective local governance; *Mancomunidades coordinating on larger initiatives such as Cuenca de Rio Grande or joint commercial fairs; *Meteorological centres created; technicians paid by municipality *Reforestation greenhouses & dams maintained by farmer committees; *25,000 farmers increase their incomes by 20% thanks to 2-3 crops/yr; *20 new supra-municipal spaces created within 150 municipalities *\$3 million in leveraged funds from other sources	Major challenges: *Complexity of the initiative complicates communications, while multiple components and players make accountability, coordination, systematization & knowledge-sharing difficult; *Only 10-20% of the territory has Internet access, thereby limiting reach of public education efforts which rely on radio; *Many postgraduate trainees don't finish or apply the training; *Women's empowerment is not as visible on the ground as it could be given that out of 30,000 beneficiaries, at least 10,000 women were trained, especially on natural resource management. *Project's depth in area of soil conservation and on economic commercialization are limited as are links with other key economic development initiatives.	
Assessment criteria:	Rationale for rating:	Rating:
Legitimacy and	GESTOR reinforces the legitimacy of the leaders of mancomunidades and, indirectly, municipalities	Excellent
Relevance	Focusing on water is a top national & departmental priority; GESTOR is letting the Gov't lead/take the credit & ensuring all efforts fit within national programs;	Excellent
Ownership/ Participation/ Non-Discrimination	Ownership by mancomunidad and municipal leaders is strong; on the other hand, women's leadership roles are more modest and not easily observed on the ground although women play a key role in water and natural resource management in rural areas.	Good
Accountability & transparency	Through efforts like LUPITA, websites, GESTOR promotes Accountability & transparency in MCMs under difficult technological constraints; However, given its multiple components, levels & players internal accountability can be challenging.	Good

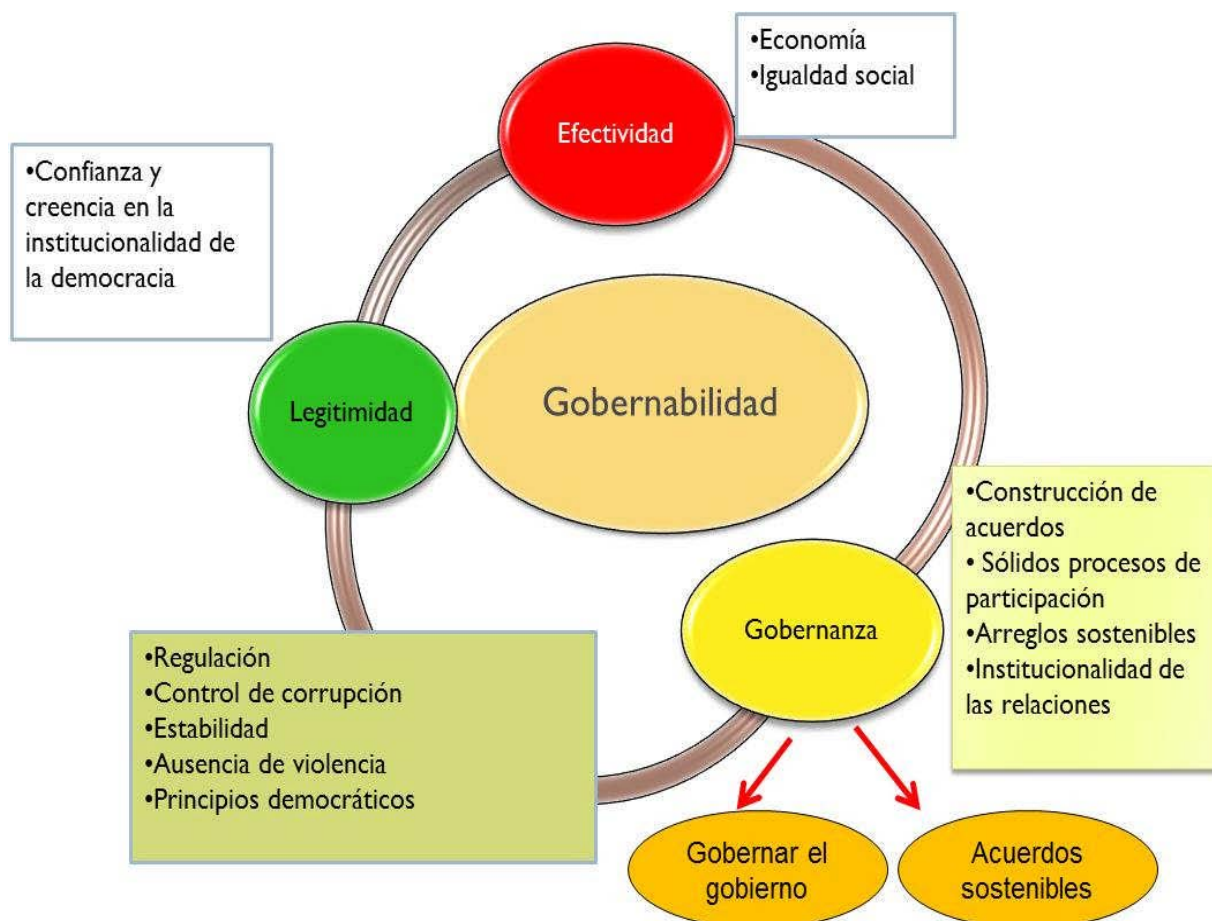
Program/Project Level Assessment Tool:		
Efficiency	There are as many as four executing entities and many components, layers, and players which make transactions efforts considerable. Yet, GESTOR staff are experienced connectors and leveraging of resources is strong. The decision to join the national watershed management program in the future will also help.	Good
Capacity Development	There are various courses being given but completion rates are modest & women's participation still needs to be increased, although progress is being made	Good
Outcomes & sustainability	GESTOR has positive outcomes and sustainability is good thanks to MCM leadership/responsibility and community-led maintenance. Long-term environmental and economic sustainability remain to be seen. Moreover, the coverage/scale of activities is modest and broader influencing of national policies/approaches is a challenge.	Good
Coherence & Coordination	GESTOR is four programs in one, has many layers & players. This makes it synergistic but difficult to communicate results, to engage and ensure accountability to all partners or to systematize knowledge and lessons learned; Coordination with Gov't levels is good and donor coordination is complementary but donors have their own projects instead of harmonizing efforts under one natural resource management basket fund. Internal coordination with other (e.g., economic) projects could be enhanced.	Satisfactory Good
Adaptive Learning	There are lessons learned (e.g., the need to focus on water) and applied (e.g., the decision to have communities lead construction and maintenance. However, report content on learning can be quite technical and broader dialogue and systematization among the various players could be enhanced.	Satisfactory – Good
		Overall Rating: Good

Annex H: Country Level Assessment Tool for Bolivia

Country Level Assessment Tool					
Country: Bolivia					
2013-2016 Country strategy development objective: To contribute towards change and increased public investment processes so that they benefit poor and vulnerable Bolivians, thus ensuring continued reduced poverty and inequality (General Objective from SDC Bolivia Country Strategy 2013-2016)					
2013-2016 CS pillars/sectors: - Decentralization & Human rights - Climate Change Adaptation - Employment & income		Governance programming budget in Bolivia CS: CHF 30 million		Overall SDC budget in Bolivia CS CHF 150M	
Overall CS governance approach, including mainstreaming: - Mix of micro, meso and macro-level work but with a historic focus on bottom-up development; “triangular approach” involving public-civil society-international cooperation collaboration; - Known for long-term and trusted partnerships. - Governance/ a HRBA and GE are mainstreamed throughout SDC’s development programming in Bolivia					
Major governance initiatives: - PMS - AJ - DDP Major development partners in Governance: Long-term support of local governments; local associations (e.g., AMDES,ACOBOL); Collaboration with select ministries (e.g., Justice, Autonomy, Labour, Vice Presidency); the National Police; Support of autonomous institutions (e.g., DDP); Support to Bolivian NGOs (e.g., CDC, CDH) & universities (e.g., Catholic Univ. of San Pablo) Historic support to labour (e.g., CSUTCB)				Alignment with major governance strategies : - The 2009 Constitution for the Plurinational State of Bolivia; - The Patriotic Agenda 2025; - The National Development Plan: 2006-2011; - The Plural Justice Sector Plan: 2013-2025; - The National Human Rights Plan: 2009-2013; - The National Autonomy Law; Various other laws and plans.	
Geographic focus: Geographic focus on rural areas of Highlands with a modest urban element.		Target beneficiaries: Poor and vulnerable Bolivians, especially in rural areas the ultimate beneficiaries but SDC intermediary institutions benefit.			
Implementation mechanisms used: - Prevalent use of Swiss NGOs; - Direct implementation by OPD; - Delegated or joint implementation; - Basket funding		Other Swiss channels/donors: Both Regional & humanitarian SDC channels; limited global programming; Strong collaboration with EU, Belgium, Denmark and the UN, including UN Human Rights Commissioner, UNICEF, UN Women.			
Evaluation Assessment Tool Criteria:	PMS	DDP	AJ	GESTOR	Overall
Legitimacy and	Excellent	Excellent	Good-Satisfactory	Excellent	Good-excellent
Relevance	Excellent	Excellent	Excellent	Excellent	Excellent

Country Level Assessment Tool					
Ownership/ Participation/ Non-discrimination	Excellent	Excellent	Good	Good	Good-excellent
Accountability & transparency	Good	Excellent	Good	Good	Good-excellent
Efficiency	Good-Satisfactory	Good	Satisfactory	Good	Good-Satisfactory
Capacity Development	Excellent	Good	Good	Good	Good
Outcomes & Sustainability	Good	Good	Satisfactory	Good	Good
Coherence & Coordination	Good	Good-Excellent	Satisfactory-Unsatisfactory	Satisfactory	Very Mixed
Adaptive Learning	Good	Good	Good-satisfactory	Good-Satisfactory	Good-Satisfactory.
Overall rating by Project/Program:	Good-Excellent	Good-Excellent	Good-Satisfactory	Good	Good

Annex I: Governance Mainstreaming Framework for GESTOR



Annex J: Documents Reviewed

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Management Response

Evaluation of SDC's Governance Programming and Mainstreaming

Bolivia Country Case Study

Date: 09/15/2014

1) General Comments.

We appreciate the hard work done by the consultant's team in a complex area and with a diversity of topics to be discussed during the assessment mission. However, we would like to highlight that in our opinion some of the work done has gone beyond the actual mandate of the consultants. The objectives of the evaluation focused on drawing lessons learnt and show results in the governance sector and in cross-cutting governance areas. Nevertheless, observations have been made on general management systems not only focused on the governance area (for example: "...*process-heavy management systems have generated internal discussion about possible duplication of labour between the COOF and the OPD...*" (ref. pp. 22)..). The office considers that it is problematic touching issues beyond the mandate, as not all the necessary information needed might have been available. In addition, the process of several rounds of feedback and clarifications on the draft report has been quite heavy and time consuming for the office.

In the following, we concentrate our response on the chapter 5 (Areas of improvement):

2) Specific comments and messages.

From Evaluation of SDC's Governance	Comments / Answers	Follow up actions	Dates	Responsibilities
5. Areas of Improvement				
1. Robust Theories of Change, Program synergy, risk mitigation and adaption				
"...SDC has ambitious long-term governance objectives and, in cases like the justice sector, has shown that it is not afraid to tackle "wicked" governance problems, to borrow a term from Jim Armstrong." "...in order to better manage its risks, the country office (COOF) might choose to develop an in-depth but flexible risk mitigation strategy which explores options for improving programmatic synergies and adapting the timelines and targets of the AJ Project..." "... SDC should continue consolidating its relations with the Minister of Justice and building broad-based alliances and linkages	We agree that working in Justice Sector is challenging and that it is an area highly relevant for the development of the country. We will continue our efforts in strengthening partnerships with stakeholders, with an emphasis in participation in the "Mesa Justicia" which is reuniting all relevant judicial actors, Ministry of Justice and international Cooperation. Actions to evaluate and mitigate risks are already being implemented (Continued actor mapping, context analysis). There are three major criteria which are the core of	Participate in "Mesa de Justicia". Actors mapping and Do no Harm analysis.	Continuously Every 4 months	COSUDE (Political dialogue en Mesa de Justicia) Access to Justice Team

with existing research and policy-influencing” actions...”	the “access to justice project”: flexibility to the changing context, alliances, and do no harm.			
2. Increased programming coherence, depth and focus				
“...it will be essential that SDC be very selective “adding on” new sub-components or partner institutions to AJ’s third “strategic” pillar, concentrating instead on those efforts which will most improve enabling conditions and linkages between the Project’s entry points in the areas of public defence and conciliation.” “...Within decentralized service delivery, this could also mean further focussing the sub-sectors through which SDC currently intervenes (health, education and violence against women), reducing the number of municipalities (there are as many as 135 of them at present) and the range of community initiatives it currently supports (e.g., the provision of computers in schools), honing in on those with greatest potential for national-level policy impacts. Contiguously, SDC’s implementation coherence in governance could be further enhanced by consciously building synergies between the human rights/justice and decentralization components within its governance pillar”.	In the actual phases of governance projects great efforts have been done to enhance coherence and build synergies, although the projects have not been planned simultaneously. For example, in the last three months synergies have been built between the two projects related to the promotion of inter-institutional networks (Redes) of women victims of violence, linking the work of the police (in different levels) and municipal legal services. We are now designing a new project on this topic, in alliance with UN Women and the Danish Cooperation, including complementary actions to provide comprehensive care to victims of violence, with emphasis on prevention. Links with the AJ and PMS projects will be sought. More analysis on how to deepen synergies will be done in the MTR of the Cooperation Strategy. As of the Access to justice project, the third component aims to support strategic issues of access to justice. Such strategic issues will be identified for example in the Mesa de Justicia, a joint effort between International Cooperation and State actors in the justice area to identify strategic action points. We are aware that the complexity of the justice sector requires process support and promotion of interagency agreements. Concerning decentralized service delivery, we will not consider reducing the number of municipalities. The initiatives to be supported are selected by criteria of potential impact, but of course not all of them will have influence in municipal budgets and plans. Those who do have impact will be made public to inspire other municipalities. Limiting the number of municipalities and range of initiatives from the beginning would be reducing important opportunities.	Include Programming Coherence in Mid Term Review of Cooperation Strategy and Include the recommendations in the new Cooperation Strategy (2016-2020) Identify strategic actions in the third component of Acces to justice that will contribute to project coherence.	April 2015. First Semester 2015.	Chief of Cooperation + NPO Access to Justice Team + NPO.

3. Multi-donor policy influencing initiatives and Non Traditional Alliance				
“... Switzerland has wisely joined longstanding EU efforts to develop a multi-donor and programmatic approach to justice reform... It will be essential, nevertheless, that donor pressures to produce a “basket fund” do not push for unrealistic or unfeasible coordination preconditions”. “...Aside from collaborating with “like-minded” donors, SDC-Bolivia also has an opportunity to explore alliances with non-traditional donors and development players” “...Alternately, SDC could pursue new South-South cooperation opportunities...”	We agree that seeking alliances with other donors and relevant actors is an important issue. In fact, the SDC cooperation strategy for Bolivia includes the issue explicitly, and efforts are currently being made to ensure broad alliance with relevant actors. We would like to clarify that the Mesa de Justicia does not intend to create a “basket fund” but rather a common policy dialogue between the International Cooperation and justice sector actors. We are very open to new relationships with institutions and South - South cooperation. In the case of Justice, in 2013 SDC has promoted exchange of experiences between Bolivian and Argentine judges on conciliation and more exchanges will be promoted in the next two years. We also have a previous working experience with RELAJU.	Facilitate South- South Cooperation	2 nd semester 2015	Access to Justice Team.
4. Harmonization and Use of country implementation systems				
“...Donor concerns with bureaucracy, inefficiency and corruption within Bolivian institutions or with pressures to disburse and account for tax-payer money are legitimate. However, the use of country implementation systems could be more proactively piloted in select Bolivian institutions, relying on built-in “off ramps” and “back-stopping” measures to minimize the fiduciary risks involved in such efforts.”	We agree that it is desirable to use country systems whenever possible. However it has to be mentioned that many state institutions request SDC not to transfer money to national systems because of the tedious and bureaucratic existing internal processes. We do systematically assess the possibility to use country systems on a case to case basis. In the last 3 years we increased significantly the use of country systems in our program (Access to Justice; Public Defense; INIAF; Plan Nacional de Cuencas)).	Assess possibility of using country systems in new support actions, and in the third component of Access to Justice Project.	Continuously	NPOs.
5. Organizational leadership and incentives				
“...it is necessary to have an agency-wide governance framework, updated governance directives, increased access to governance expertise and additional resources for SDC’s newly-formulated governance networks to guide their governance mainstreaming efforts. “ “... Also identified as essential was that SDC-Bern put in place organizational incentives and systems to ensure governance mainstreaming across the full spectrum of development planning,	We appreciate the recommendations for overall guidance on governance. These recommendations should be made to SDC-Bern so that guidelines for all offices could be elaborated and shared.	Implementation of new guidelines put in place by central.	Depending on date of putting in force new guidelines	COOF Bolivia

implementation and monitoring and evaluation processes. But perhaps even more critical is that SDC assign a clear locus of accountability to oversee governance mainstreaming, including the enforcement of sanctions for non-performance.”				
6. New governance challenges and possible areas of work in Bolivia				
“...SDC-Bolivia may want to consider developing new programming in the important area of environmental governance. This focus would complement Swiss expertise and SDC’s respected global programming and influence in this increasingly relevant area of work.”	The recommendation about considering developing new programming in environmental governance is not an option for us, since we treat governance as a cross-cutting theme in all our projects in the climate change area. In addition, we will start implement the new project of “Environmental Management” in November, the latter will include strong government aspects.	Consider governance issues in the new project Gestión Ambiental Municipal.	Continuously	NPO:BARMA
7. Coordinated and systematized adaptive learning and communications				
“...Forming a shared Latin American pool of flexible governance specialists which different country programs could draw on a needs-basis; internal SDC mainstreaming or affirmative action contests and awards...” “Still, much of the learning taking place within the Agency seems to informal and non-systematized. SDC has much to gain from stimulating more explicit and targeted knowledge-sharing among pillars, countries or regional and global governance programs.” “...In parallel to a corporate communications strategy, SDC-Bolivia’s successful social marketing campaigns could be given profile via a Latin American Communications Strategy aimed at showcasing SDC-Bolivia successes and broadening its alliances.”	The recommendation regarding a Latin American pool of flexible governance specialists is welcomed. SDC Bern should take a leading role in the organization of this pool. In past April we had a Regional Decentralization Workshop in Bolivia for knowledge-sharing between Latin-American COOFs. It was agreed in the workshop that further knowledge exchange on decentralization experiences will take place. SDC HQ - DALC will take a leading role in the matter. We agree that the social marketing campaign (comunicación para el desarrollo) is advanced in Bolivia. We will be happy to further share our experiences. In country, several mechanisms exist in the office which promotes knowledge sharing and learning. We are open to concrete suggestions how learning could be still improved.	Share good experiences on “Communication for Development” with other offices	On demand	Resp. for Communication (ALAMA)

**Annex D: Bosnia and Herzegovina Case Study Report and
Country Office Management Response**

**Evaluation of SDC's Governance
Programming and Mainstreaming**

Case Study of Bosnia and Herzegovina

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

Ottawa, September 2014

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Abbreviations and Acronyms

ACM	Association of Cities and Municipalities
BiH	Bosnia and Herzegovina
BMZ	Federal Ministry of Economic Cooperation and Development (Germany)
CLG	Core Learning Group (SCO)
CMHC	Community Mental Health Centre
CPI	Conception Perceptions Index
CS	Country Strategy
DPA	Dayton Peace Agreement
DRR	Disaster Risk Reduction
EIB	European Investment Bank
EBRD	European Bank for Reconstruction and Development
EU	European Union
FBiH	Federation of Bosnia and Herzegovina
FOM	Federal Office of Migration (Switzerland)
GNI	Gross National Income
GOV-WADE	Governance Project in Municipal Water and Environmental Development
GDP	Gross Domestic Product
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Federal Enterprise for International Cooperation)
HDI	Human Development Index
HSD	Human Security Division
ILDP	Integrated Local Development Project
IPA	Instrument of the Pre-Accession (European Union)
KfW	Kreditanstalt für Wiederaufbau (German Development Bank)
M&D	Migration and Development
MDP	Municipal Development Project
MDPi	Centre for Management, Development and Planning – MDP Initiatives
MEG	Municipal Environment and Economy Governance Project
MERV	Monitoring of Development Relevant Trends
MiPRO	Methodology for Integrated and Participatory Local Development Planning
MZs	Mjesna Zajednicas (Sub-Municipal Community Organizations)
OECD	Organisation for Economic Cooperation and Development
ORF	Open Regional Fund for South East Europe
OSF	Open Society Fund
PES	Public Employment Services

PHC	Primary Health Centre
RS	Republika Srpska
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SECO	Swiss Secretariat for Economic Affairs
SIDA	Swedish International Development Cooperation Agency
SIFEM	Swiss Investment Fund for Emerging Markets
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	World Bank
WES	Water, Environment and Sanitation
YEP	Youth Employment Project

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Executive Summary

Introduction

The purpose of this report is to summarize the findings and recommendations of the case study on Bosnia and Herzegovina carried out as part of the independent evaluation of SDC's governance programming and mainstreaming commissioned by the Evaluation and Corporate Controlling Division of the Swiss Agency for Development and Cooperation. The report is divided into the following sections: background, results, lessons and areas for improvement; annexes provide additional information.

Background

The present study was undertaken from March through June 2014 by an international and national consultant, who assessed the performance of a sample of closed and active governance interventions supported by SDC in BiH. The evaluation team reviewed more than 100 documents and files, interviewed some 60 key stakeholders (including Embassy staff, government officials, implementing organizations, professional experts, and community leaders), and visited nine project sites across BiH. Eight criteria were used to assess program and project performance: relevance and legitimacy; accountability and transparency; ownership, participation and non-discrimination; coherence and coordination; efficiency; capacity development; outcomes and sustainability; and adaptive learning. Fieldwork was carried out in April 2014. The evaluation team was advised by a Core Learning Group of five staff members of the Swiss Cooperation Office in Sarajevo, who provided input and advice to the team, as well as comments on an earlier draft of this report in written form and via videoconference.

Overview of Findings

Overall, the team found that SDC's work in governance in Bosnia and Herzegovina is innovative, of high quality and is achieving meaningful results, especially in the areas of local governance and water services. The Swiss approach—characterized by long-term commitment, dedicated and skilled staff and partners, respect, neutrality, mutuality, policy dialogue, multi-level interventions, and reflective practice—is much appreciated by local stakeholders. Moreover, Swiss funding in these areas attracts significant matching funds from local governments and downstream investments from external donors and investors.

However, while SDC governance interventions in BiH generally demonstrate strong performance on most assessment criteria, performance is uneven in terms of coherence and sustainability, reporting on outcomes needs improvement, and programmatic knowledge too often remains implicit and not systematized. Performance on governance in cross-cutting sectors like health and employment, while innovative and aligned with government priorities, is also uneven. Finally, the integration of gender equality measures in governance interventions is generally not systematic or visible.

Results

Overall, governance is at the heart of Swiss cooperation in Bosnia and Herzegovina. The evaluation team estimates that at least 60% of the Swiss cooperation budget in BiH is allocated to governance, with more than 40% of the overall budget for local governance and municipal service, and the rest spread across migration, employment and mental health. Over the past decade, a series of projects in the local governance and municipal services sub-domain has used geographic focus, continuity, partnership, vertical and horizontal engagement, and adaptive learning to produce some impressive results, including: widely adopted **methodologies** for municipalities in integrated local development planning and water sector planning and management; nearly 50 **local development plans** and ten **water, environment and sanitation plans**; municipal decrees and cantonal and entity-level **laws on utilities, water and waste**; entity level (FBiH) **draft law on local development planning and management**, concept for **local**

development funds in both entities (established in RS); creation of AquaSan, a **state-level network** on water and sanitation; incubation of **local technical expert groups** (three firms and a government unit) of local governance and water and waste professionals; **inter-municipal cooperation**, often across ethnic lines, on water-basin management, and on waste management and flood control; considerable **financial leverage** through downstream local and foreign grants, loans and other financing made possible by the preparation by municipalities of strong local development and water, solid waste and sanitation plans.

In the field of mental health, SDC has supported the preparation and rollout of an **integrated case management approach**, involving psychiatrists, nurses, social workers and occupational therapists working as a team, rather than in a hierarchy. In migration and development, SDC has funded the first mapping of the BiH **diaspora in Switzerland**, estimated to number 60,000, that will serve as a basis for providing support to returnees and facilitating investment flows into the economy.

Table 1: Performance against Evaluation Criteria

Criteria	Ratings	Rationale
Legitimacy and Relevance	Good-Excellent	Program closely matches priorities of state and entity level policies. Swiss Cooperation is highly regarded for its continuity, practical results and policy dialogue.
Ownership, Participation and Non-Discrimination	Good-Excellent	Program is based on these principles. Strong and consistent engagement with all entity groups, and good cross-entity cooperation facilitated. Gender equality is mainstreamed unevenly, though some gains.
Accountability and Transparency	Good-Excellent	Program is based on these principles. Good use of municipal budget system and requirement to demonstrate matching funds contribution. Higher levels of government more opaque. Regular monitoring and evaluation of interventions.
Efficiency	Good	Productive incubation and use of local consulting firms to implement later phases of projects. Support to municipalities to attract downstream infrastructure and other investments from external donors and investors.
Capacity Development	Good-Excellent	In multi-phase, well-resourced local governance projects, verifiable gains in strategic planning, job classifications, attraction of downstream investments, local professional expertise, horizontal linkages through networks and policy initiatives.
Outcomes and Sustainability	Satisfactory-Good	Important outcomes too often buried in reporting on outputs and activities. Permanent local professional capacity built in project areas. Local political rotation, and national-level elite capture, political gridlock and high unemployment undermine sustainability.

Criteria	Ratings	Rationale
Coherence and Coordination	Good-Excellent	Program is internally coherent and well-coordinated across projects and with other donors. Good coordination with SECO, but still could be improved.
Adaptive Learning	Good	Adaptive learning is most evident across phases within projects and in local alliances across projects. Good scaling up from local to regional networks on water and on governance. There is a need for greater systematization of knowledge and tools.
Overall Rating	Very Good	

Lessons

The evaluation team identified a number of lessons arising from SDC's governance work in BiH, including: water can be a powerful tool for improving local governance; local governance can be an effective tool for catalyzing change at higher levels; inter-municipal cooperation on water and waste can support the advancement of reconciliation and of disaster risk reduction; knowledge that is not systematized or shared remains under-utilized; reporting on important outcomes can be obscured by an over-abundance of information on activities and outputs; and lack of employment and livelihood opportunities in the population can undermine governance gains. Another important lesson, underscored dramatically by the extreme flooding in BiH in May 2014, is that the development process is not linear; sudden crises require that development actors rapidly re-assess local conditions and pivot quickly to deploy all their capacities to address a changing context and set of needs.

Areas for Improvement

The evaluation team highlighted several areas for improvement that should be considered by SDC with respect to its governance work in BiH. These include SDC: playing a more visible leadership role in BiH; extending its work above and below the municipality; monitoring and reporting on the financial leverage on Swiss funds; systematizing its knowledge and projecting it outwards; communicating more effectively to Swiss Parliament and the general public; refocusing on integrating gender equality into governance; linking local and global analysis and action on climate change, disaster risk reduction, governance and livelihoods; accelerating business and employment growth; harnessing the power of the BiH diaspora in Switzerland; and resetting the SDC-SECO relationship. Work in most of these areas is already underway.

Conclusion

The Swiss Agency for Development and Cooperation is a leading development partner in the field of governance, and especially in local governance and water services, in Bosnia and Herzegovina. In the aftermath of the extreme flooding in BiH, SDC's practical, partnered and strategic approach to governance is needed now more than ever. SDC is presented with an opportunity to play a more visible leadership role among other external agencies. However, if it is to play this new role, SDC will need to elevate its work on several fronts. By engaging all of Swiss cooperation's organizational instruments, and continuing to work closely with its partners, SDC can successfully achieve this change.

1. Introduction

The purpose of this report is to present the findings of an evaluation of SDC's Performance in Governance Programming and Mainstreaming in Bosnia and Herzegovina. The focus of this study is the Agency's work in strengthening local governance.

This report constitutes input into an SDC-wide evaluation of SDC's governance programming and mainstreaming. The purpose of this larger evaluation is three-fold: to capture **results** in governance as a sector and as a cross-cutting theme; to **learn** from good governance practice including dealing with difficulties; and to contribute to **future orientations** for SDC's governance work going forward. Case studies were also prepared for Mozambique and Bolivia. Other data collection activities involved broad portfolio analysis, desk studies of selected countries and programming themes, and a series of consultations with learning groups of SDC staff in Bern, Sarajevo, La Paz and Maputo.

Fieldwork for the present case study of Bosnia and Herzegovina (BiH) was carried out in April 2014. The evaluation team focused on a group of local governance and water projects, visiting partners and sites in nine cities and towns across the country, interviewing nearly 60 key stakeholders in SDC, municipalities and cantons, national ministries, agencies and consulting firms, and reviewing extensive program and project documentation. The team also applied an assessment framework of core evaluation criteria to examine SDC's recent performance in governance in BiH. In late April 2014, a debriefing session was held with the Core Learning Group (CLG) of SDC staff in Sarajevo for this evaluation, to provide feedback on the preliminary findings of the evaluation, and to seek further input. A follow-on exchange with the CLG was held via videoconference on June 17, 2014, and further feedback, information and clarification were provided by CLG members in late June 2014.

2. Context

2.1 SDC's Governance Programming and Mainstreaming in BiH

In some ways, most of Switzerland's cooperation with Bosnia and Herzegovina over more than two decades has centred on governance. Swiss aid began in the early 1990s, during the war, in the form of humanitarian assistance. The program soon evolved to focus on the promotion of peace, assistance to returnees, political reform, infrastructure rehabilitation and socio-economic development. As an independent, long-term development partner that has contributed to practical outcomes in an open, respectful and dialogical way, Switzerland has built trust and credibility with local partner institutions. In recent years, Switzerland's aid has channelled funds to work on governance programming in rule of law and democracy and municipal infrastructure, as well as governance mainstreaming in economy and employment, and in health care.

Today, Swiss foreign policy for Bosnia and Herzegovina and for the Western Balkans more generally is driven by five key priorities: "vibrant economic relations, security, stability, migration and European integration." Accordingly, a range of Swiss agencies participate in diplomatic and cooperation activities in BiH, including SDC, SECO, HSD, and FOM. The profile of the Swiss-BiH partnership has been elevated by the presence of an estimated 60,000 citizens originally from BiH who are living in Switzerland. This diaspora retains strong interests in BiH and its development and represents a potentially valuable source of professional expertise, local knowledge and private investment.

2.2 History and Contemporary Context

History

During the Second World War, when its current state borders were established, Bosnia and Herzegovina was part of the Socialist Federal Republic of Yugoslavia. Political and economic contradictions with the Yugoslav state were resistant to reform initiatives. In late 1991, following declarations of independence by Slovenia and Croatia, the parliament in Bosnia and Herzegovina also decided to part with Yugoslavia. In response to the demands of the European Union, a referendum was held on February 29 – March 1, 1992, with the majority of citizens voting for independence, though a great number of Bosnian Serbs boycotted the referendum. The European Union and the United States recognized Bosnia and Herzegovina as an independent state in April 1992.

Figure 1: Map of Bosnia and Herzegovina



The breakup of Yugoslavia gave rise to the Bosnian War, an international armed conflict that was prosecuted between 1992 and 1995. “The main belligerents were the forces of the Republic of Bosnia and Herzegovina, and those of the self-proclaimed Bosnian Serb and Bosnian Croat entities.”¹ The war in BiH started after the Yugoslav Army and Serbian paramilitary forces attacked BiH.

Following heavy fighting and conquest of large swaths of the country, the Republika Srpska (RS) declared its independence in January 1992, but the international community did not recognize it. From 1993 to 1994, there were occasional armed conflicts between Bosniaks and Croats in certain parts of Bosnia and Herzegovina. Under pressure from the international community, Bosniaks and Croats signed the Washington Peace Agreement in September 1994, establishing the Federation of Bosnia and Herzegovina. The massacre in Srebrenica in July 1995 led to forceful United Nation (UN) and North Atlantic Treaty Organisation (NATO) military action. With NATO support, Croatian and Bosniak troops defeated the Serbian military and forced them to the negotiating table.

The **General Framework Agreement for Peace** was completed in November 1995 in Dayton (Ohio, U.S.), and signed in December 1995 in Paris. Through its provisions and annexes, the Dayton Peace Agreement (DPA) ended the war and created the state of Bosnia and Herzegovina. It divided the country along ethnic lines, creating two entities (federal units): the Republika Srpska with a Serb majority (49% of the territory), and the Federation of Bosnia and Herzegovina (FBiH) with a Bosniak and Croat majority (51% of

¹ For a fuller account of the war in BiH, see the entries for the Bosnian War, http://en.wikipedia.org/wiki/Bosnian_War, and for Bosnia and Herzegovina, in Wikipedia, http://en.wikipedia.org/wiki/Bosnia_and_Herzegovina

the territory). Until the decision regarding Brčko District was delivered, the Brčko corridor remained under international supervision, administered by the RS.

The Dayton Peace Agreement attempted to create a balance among opposing interests, and to restrain disintegrative political forces. A complex political system was created, with four administrative levels and **veto** mechanisms for the three ethnic groups. Consociationalism was introduced to the political system. **The Office of the High Representative (OHR)** was established as an observing/governing body with the ability to coordinate and supervise the implementation of the civil aspects of the Agreement, though this power has not been exercised since 2006 when the international community decided it was time for domestic politicians to take responsibility for internal issues. The Dayton Peace Agreement also foresaw the allocation of NATO troops within the country, and in 2004 this task was transferred to EU troops. Security issues have improved recently due to the fact that the monopoly of military power held by state organs shifted following military reform in 2006, which established the **Armed Forces of Bosnia and Herzegovina**. However, there are still unresolved issues with national security.

Neither the solutions offered in the Peace Agreement nor the strong presence of the international community has been sufficient to create a successful, integrated post-war state. From the beginning, Bosnia and Herzegovina has faced instability and a lack of legitimacy. The conflict regarding the mere existence of the state expanded to encompass all discussion on the division of powers between the state and its entities and empowered centrifugal politics that worked to weaken efforts focused on creating a stronger state. The possibility of comprehensive reform at the state-level arose in 2006, when representatives of the three major ethnic groups reached an agreement on constitutional reform. However, the changes were rejected in the state-level parliament, just one vote short of reaching a two-thirds majority. This failure threw the state into political crisis, the effects of which are still being felt.

The apparent inability to compromise on the functionality of the state has continued in recent years, during which political elites have blocked most possibilities for substantial reform. Some observers argue that the stagnant nature of Bosnia and Herzegovina's democracy has resulted in it functioning as a quasi-protectorate of the international community, with a complex state structure, long decision-making processes, and underdeveloped political culture.

Contemporary Context

Nonetheless, since the DPA of late 1995, BiH has benefited considerably from nearly two decades of general peace and stability in relations among its main ethnic groups. During that time, macroeconomic conditions have also stabilized, and GDP per capita has risen, the result of the combined effects of reconstruction, renewed trade, remittances and large infusions of external aid. But this income growth-trend has been uneven, faltering during the global financial crisis, and has only slowly recovered to pre-2008 levels. In addition, building human development capacity has proven to be challenging; while BiH has improved its ranking somewhat on the Human Development Index (HDI), after a high point in 2005, its HDI scores per se have not advanced appreciably. Moreover, corruption among economic and political elites remains a problem, with BiH's ranking on the Corruption Perception Index of Transparency International actually falling relative to other countries, and then recovering to some degree in recent years (see Table 2).

Table 2: Basic Development Indicators, Bosnia and Herzegovina, Selected Years

Year	GNI Per Capita (US\$)	HDI Score	HDI Rank	CPI Score	CPI Rank
2000	5,647	0.719	99/166	1.3	89/90
2005	6,610	0.786	68/177	2.9	88/150
2010	7,585	0.710	68/169	3.2	91/178
2012	7,700	0.735	81/186	42 ¹	72/174

¹ TPI changed its method of calculation of the CPI in 2012

Sources: UNDP, Transparency International, various years

Box 1: Unprecedented Flooding-Climate Change, DRR and Governance

In May 2014, unprecedented torrential rains flooded parts of Serbia and north and central parts of Bosnia and Herzegovina. Authorities estimated that three months' worth of rain fell in just two days—the worst rainfall episode in 120 years. In BiH, 100,000 homes were damaged and as many as one million residents were left without clean water, with nearly 1,500 persons displaced to collective shelters. The flooding also dislodged mines from the war 20 years ago, adding a new threat to the local population already facing the risk of contaminated land and water from the thousands of livestock that died in the floods.² The European Bank for Reconstruction and Development (EBRD) estimates the costs of the damage in BiH alone to be US \$1.8 billion. The European Union has committed large-scale financial aid and sent civil protection experts to assist. Private donations for relief have been raised across the globe, including Switzerland.³ SDC has also reallocated some of its existing funds, and committed additional funds, for recovery purposes.

The Swiss Embassy/SDC has provided emergency support through Swiss experts, two helicopters, and small-scale action funds, as well as participating in coordination meetings to gain a full overview of the damage and needs on the ground. SDC is also providing additional financial support to ongoing projects to respond to emergency and recovery requirements. For its part, the SDC-UNDP Integrated Local Development Project (ILDP) has focused on ten of the most affected municipalities in its programming area, including Prijedor, Doboj and Zenica. ILDP moved quickly to carry out a rapid needs assessment and provide the ten municipalities with supplies and equipment to disinfect and dry out public and private buildings.⁴ The project is now considering how it can support medium- and longer term recovery actions with these partner localities.

While the municipalities in this region of BiH had in recent years cooperated on water-basin management and flood protection measures, through the Municipal Development Project (MDP) and ILDP, the extreme nature of this disaster overwhelmed much of that work in a matter of days. Now, because of flood damage to local government facilities, systems and records, the affected government offices cannot provide citizens with even basic services, such as identification documents or vehicle registrations. Moreover, the destruction of the facilities and inventories of most businesses in the area means that there is a looming employment crisis, as well.⁵ In fact, in some areas, cash transfers and cash-for-work are critical to the coping strategies of the local population. Clearly, in BiH and Serbia today, it is urgent that the international community, working with local institutions, take rapid, large-scale and bold action on all fronts.

This event dramatically underscores the importance of the nexus of climate change, disaster, governance and livelihoods—and why development agencies like SDC must organize themselves to work at these issues in a coordinated and integrated way, in real time, at multiple levels, from the local to the global, deploying all of their tools: emergency and humanitarian assistance, disaster risk reduction, policy analysis, local and national governance strengthening, and economic and business development.

² Euractiv. EU Committed to Helping Flooded Serbia, Bosnia and Herzegovina. May 20, 2014. <http://www.euractiv.com/sections/global-europe/eu-committed-helping-flooded-serbia-bosnia-and-herzegovina-302236>

³ SwissInfo. Swiss increase aid to victims of Balkan floods. May 23, 2014. http://www.swissinfo.ch/eng/politics/Swiss_increase_aid_to_victims_of_Balkan_floods.html?cid=38646014
In the wake of this disaster, Switzerland mobilized on several fronts: The Foreign Ministry committed CHF 500,000 immediately for emergency assistance in BiH. SDC's Humanitarian Aid Unit delivered water

Hyper-partisanship and political fragmentation, high unemployment (especially among young people) and climate change, including recent extreme flooding, are among the other key factors impeding development, livelihoods and citizenship. On the other hand, BiH's commitment to achieving EU accession and the EU's support for that objective, the country's educated, urban and young workforce, its engaged diaspora, and its positioning and capacity to facilitate trade with both the west and the Middle East are all important assets in building a positive future.

3. Governance Programming: Program Logic, Expected Results and Performance

Governance Program

The overall **goal** of the current Country Strategy (2013-2016) for SDC and SECO is stated as follows:

"Switzerland contributes to the transition of BiH towards a socially inclusive market economy and a decentralised democratic political system, with the longer-term perspective of European integration. Political stability will be fostered by promoting civil society participation in public affairs, and better cooperation between municipal, sub-national and national state levels. Economic prosperity and social well-being will be enhanced by supporting reform processes in the public and the private sectors, improving service delivery (including selected investments into municipal infrastructure) and by fostering increased employment opportunities." (p. 15)

The domain of **Local Governance and Municipal Services** is the lead domain for governance programming in the Country Strategy. In fact, between SDC and SECO, this domain accounts for 43% of planned disbursements during the period 2013-2016. The **domain goals** are articulated in the CS as follows: "The development of functional administrative and fiscal decentralization processes is further sustained; relevant reforms to set a conducive framework for decentralization and local governance is fostered; citizens have access to quality services provided by local governments in inclusive, efficient and accountable ways; citizens are enabled to play a proactive role within the local institutional and political environments." (p. 22)

Governance as a Cross-Cutting Theme

In terms of **mainstreaming governance** in other areas (economy, health and migration), the Strategy commits SDC and SECO as follows:

"The five governance principles – accountability, participation, equity, transparency, and efficiency – are integrated in all projects, whereby a renewed focus will be on efficiency combined with effectiveness. Throughout all of its interventions, Swiss Cooperation devotes special attention to the promotion of inter-entity cooperation and to bridging efforts between nationalities. Therefore conflict sensitive programme management will be applied as required." (p. 19).

In general, then, governance is central to almost all of the work of SDC and SECO in BiH.

purification equipment and clean water to the area, and bolstered its technical expert team in the Balkans. Swiss organizations—including the Swiss Red Cross, churches and the fundraising arm of the Swiss Broadcasting Corporation—allocated more than CHF 3 million for relief efforts in BiH.

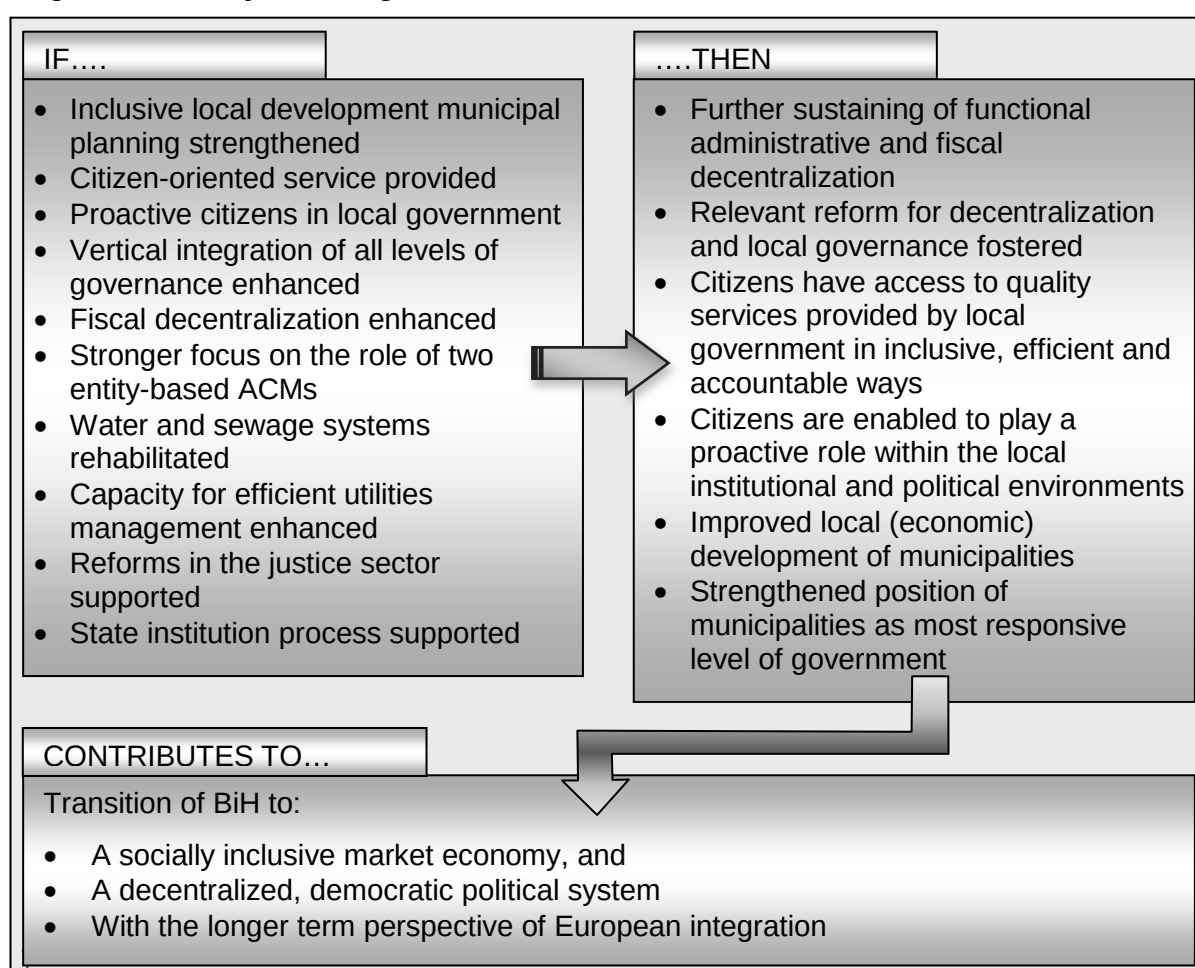
⁴ Swiss Embassy, The Aftermath of Floods in Bosnia and Herzegovina: Lasting Damages to Livelihoods and Service-Delivery, Article submitted to the DLGN Newsletter, June 5, 2014, Sarajevo.

⁵ Swiss Embassy, The Aftermath of Floods in Bosnia and Herzegovina: Lasting Damages to Livelihoods and Service-Delivery, Article submitted to the DLGN Newsletter, June 5, 2014, Sarajevo.

Theory of Change

The logic of the program, or its **theory of change**, is presented in Figure 2. The core logic is that if planning and management capacities at the level of municipalities are strengthened, citizens are supported to be proactive in local government, and the relevant policy environments are enhanced, then key administrative, fiscal, and policy systems are further sustained, (economic) development in municipalities is enhanced and citizens are enabled to play a proactive role in local institutions and politics more generally. In turn, these outcomes contribute to the transition of BiH to an inclusive market economy, a decentralized democracy, and a candidate for integration into the EU. This logic model integrates results for both SDC and SECO, and assumes the engagement of other Swiss agencies, including the Federal Office of Migration (FOM) and the Human Security Division (HSD).

Figure 2: Theory of Change, Local Governance Domain



Source: SDC and SECO, 2012

It is important to note that underlying this theory of change is an assumption that a series of place-based, hands-on project interventions at the local level is the primary means of attaining the first order of results in the logic model both horizontally, in the municipality, and vertically, above the municipality to the cantonal (for FBiH), entity and state levels. It is true that the municipality is the most responsive level of government in BiH, and therefore the most appropriate starting point. In reality, however, given the multitude of actors and factors in play, successful results that may be achieved at the municipal level may not, in fact, translate into success at the higher levels of institutions and politics.

However, despite many obstacles, gains can be made at those levels, as well, as SDC's program shows.

Other observations can be made on this theory of change. First, change will occur deepest and fastest in the geographic sites of project interventions—that is, in specific municipalities, areas/cantons, water basins, and so on. Even at those sites, the sustainability of gains must prevail in the face of the rotation of political leadership, economic stagnation and widespread unemployment, and natural disasters, such as flooding. Second, the most challenging aspect of this TOC, in fact, is the assumption that the results achieved in the “Then” box will really contribute to the longer-term results sought in the “Contributes to” box. Of course, the results in the former box do contribute to the results set out in the latter box—but is this effect decisive or, instead, marginal? As SDC managers understand, achieving meaningful results at the level of the overall economy and political system of BiH requires broad-based coalitions of external and internal actors, especially involving the EU, US and UN.

Planned Disbursements

Table 3 summarizes the planned disbursements of the Country Strategy for Swiss cooperation for the period 2013-2016. The domain of Local Governance and Municipal Services accounts for 43% of those planned disbursements. Migration, which works mainly through government systems, accounts for another 5%. Governance is a cross-cutting issue for two other domains—Employment and Economy, and Health. It is reasonable to ascribe, at a minimum, 10% of those disbursements to governance, though the real work of strengthening government systems for employment services and primary and mental health services very likely accounts for much more than this percentage. In any case, at a minimum, in BiH for the current Dispatch period, SDC and SECO will spend more than half of their disbursements on governance and perhaps as much as 60%. This reinforces the view that governance is at the heart of Swiss cooperation in Bosnia and Herzegovina.

Table 3: Planned Disbursements, 2013-2016

Domain of Intervention	CHF (million) (% of Total)		
	SDC	SECO	Total
Local Governance and Municipal Services	18 (26%)	12 (17%)	30 (43%)
Employment and Economy	13 (19%)	4 (6%)	17 (25%)
Health	12 (17%)	0 (0%)	12 (17%)
Migration and Development	2 (3%)	1 (2%)	3 (5%)
Program Management and Other Costs	5 (7%)	2 (3%)	7 (10%)
Total	50 (72%)	19 (28%)	69 (100%)

Source: SDC and SECO, 2012

In terms of recent history, the over-arching goal of the 2009-2012 Cooperation Strategy was to support the transition and European integration process of Bosnia and Herzegovina through the promotion of: political stability, security and functioning democratic structures and processes; private sector based economic development and employment generation; together with a functioning public sector and improved service delivery for all BiH citizens. That Strategy developed and implemented projects under four domains: Rule of Law and Democracy (comprising the sub-domains of decentralization and local governance, and state and nation building processes) (SDC); Economy and Employment (SECO/SDC); Health (SDC) (including the sub-domain of mental health); and Basic Infrastructure (SECO) (including the sub-domain of municipal infrastructure). Good Governance and Gender were highlighted as transversal issues.

The budget for the Strategy provided about EUR 13 million per year and an overall total for the period of EUR 54 million. The Strategy indicated that about 45% of this spending would be allocated to Rule of Law and Democracy, 25% for Economy and Employment, and 30% for Health. SECO planned to invest 15% in the Economy and Employment and 85% in Infrastructure. To the extent that interventions in the latter two domains were implemented through, and aimed at strengthening government systems, it is safe to estimate that between 60% and 75% (and perhaps more) of the entire 2009-2012 Strategy budget that was spent for BiH was governance-related.

Projects Reviewed

Table 4 summarizes the sample of projects reviewed by the evaluation team. Six of these projects have worked through municipal governments: GOV-WADE, MDP, ILDP, the Prijedor and Tuzla-Zenica Water interventions, the Open Regional Fund, and the Migration and Development Project. Even the Constitutional Reform project engaged mayors from partner municipalities. The Mental Health and Youth Employment Projects are examples of governance as a transversal issue, where project partners are actively working to strengthen government policy and systems.

Table 4: Projects Reviewed

Project	Years	Budget	Partners	Status
GOV-WADE	2006-2013 (Three Phases)	CHF 8.5M	--	Closed
MDP	2001-2011 (Three Phases)	CHF 4.8M	OSF	Closed
ILDP	2007-2015 (Three Phases)	CHF\$ 5.5M	UNDP	Ongoing
Constitutional Reform	2012-2013 (Bridging Phase)	CHF 1.2M	--	Ongoing
Prijedor Water Sector	2008-2011	CHF 12.9M	Prijedor Municipality (BAM 5M)	Closed
Tuzla-Zenica Water Programme	2011-2016	CHF 12.0M	KfW-EUR 11.0M (loan) BMZ-EUR 1.51M (grant)	Ongoing
Migration and Development	2013-2015	CHF 0.9M	UNDP	Ongoing
Open Regional Fund	2013-2015	CHF 4.8M	BMZ-EUR 4.9M GIZ	Ongoing
Mental Health	2014-2018	CHF 5.7M (Phase II)	--	Ongoing
Youth Employment Project	2008-2015	CHF 2.9M (Phase II)	--	Ongoing

Source: SDC, SECO, 2014

3.1 Expected Results and Performance

3.1.1 Governance Programming

The present evaluation focused much of its attention on three major governance interventions targeted at the local level: ILDP, which is ongoing, and MDP and GOV-WADE which are completed. All three projects were well aligned with state- and entity-level plans and strategies for development, governance, and water, waste and the environment. These projects have provided the platform for the building of significant long-term partnerships; testing and refining innovative planning and capacity building methods; producing key outputs in the form of strategic and sector plans, policies and laws; and influencing policy vertically at the local, cantonal, entity and state levels.

In the case of the **Integrated Local Development Project**, or ILDP, this project was able to build upon the knowledge, capacities and partnerships created through MDP in the Doboï area, and GOV-WADE in Una Sana Canton, and to transfer that learning to other parts of BiH (and vice-versa). ILDP's expected outcome is that, by 2015, the local strategic planning system in BiH shall be vertically integrated within higher-level government planning frameworks, horizontally scaled-up country-wide, and the capacity of local governments and their socio-economic partners will be strengthened. As of mid-2014, the project had made impressive progress toward this ambitious expected outcome. Animated by ILDP, some 41, or about one third, of local governments across BiH have created integrated local development plans that are aligned with the priorities of higher levels of government, municipal budgets and spatial plans. As of mid-2014, ten cantons were also working on their development strategies. In addition, the project has supported the training in integrated strategic planning of almost 1,600 representatives of some 40 local governments and their communities. Moreover, ILDP has catalyzed the drafting of and public consultations for the pre-draft Law on Development Planning and Management in the Federation, the guidelines on strategic planning that would constitute the Bylaw of that law, the concept for the future planning system in the RS, and a concept for local development funds that is established in RS and underway in FBiH.

While the quality of the work itself has been excellent, and the outreach and partnership achievements of ILDP impressive, progress in reaching the target of 100% coverage of the rollout of the strategic planning process has not been proceeding quickly enough to reach this target by the end of 2015, less than a year and a half away. Of course, with the May 2014 floods, achieving this target will now definitely not be possible. While ILDP's capacities, networks and leaders are currently being mobilized by SDC and UNDP to support the flood recovery, the project should regroup and revise its schedule of implementation; it will need a substantial extension to complete its mandate.

For its part, the Municipal Development Project (MDP), which operated from 2001 through 2011, sought to support eight municipalities in the Doboï region to "lead their development processes in accordance to the principles of good governance and to continuously upgrade the standard of living of all of their citizens in the frame of BiH's progression toward EU accession."⁶ The project goal was to enable partner municipalities to continuously upgrade their capacities and actively contribute to improving local economic development, utilizing EU funds, and participating in inter-municipal cooperation, often across ethnic lines. SDC contributed "on-budget" funds to the budgets of each municipality, requiring matching funds from local governments and seeking external donors and investors, as well. Paying special attention to the sub-municipal, or MZ, level, the project also aimed to build the capacities of local NGOs and women, youth, marginalized and vulnerable groups in local planning and decision-making.

⁶ SDC, Municipal Development Project, End of Phase Report, Sarajevo, 2011. See also SDC, MDP Logframe April 2008-March 2011, Phase III, Sarajevo, 2008.

In general, MDP was designed in a way that its expected results were very operational and not stated with the ambitious framing of ILDP. As such, the project was able to meet, and often exceed, expectations on a short-term basis, while providing a site of experimentation and demonstration for other regions of BiH and for subsequent development projects, like ILDP and the new MZ project being started by SDC. However, some of the gains achieved by MDP have proven to be vulnerable to political rotation, staff turnover, resistance by public servants, the challenging political climate and administrative system at the higher levels of government, and other factors—challenges that are prevalent elsewhere in BiH. Nonetheless, the growing momentum of ILDP has in fact been a countervailing factor and has encouraged and reinforced the local champions of reform and change who seek to build on MDP's work.

The third major governance project which we reviewed in detail was the **Governance Project in Municipal Water and Environmental Development (GOV-WADE)**. Working with five FBiH municipalities of Una-Sana Canton and four RS municipalities in the Una River catchment area, GOV-WADE ran from 2006 to 2013. The main expected results of the project included: capacity-building of local authorities and civil society for sustainable management of water resources; advocacy for more effective legal framework in the water and environmental sectors at multiple levels; and, in selected communities, creating replication models and increasing the quality of services while contributing to integration at higher levels of government.

Table 5 lists some of the notable **laws, policies, tools and structures** generated by the three major projects reviewed here: ILDP, MDP and GOV-WADE. While the bulk of these results were produced at the municipal level, as expected, there were also significant contributions made by the projects at the entity and state levels. Moreover, particularly for ILDP and GOV-WADE, results were also generated at the cantonal level of the Federation. Furthermore, the most recent project, ILDP, benefited from the plans, policies and systems put in place by the earlier initiatives, MDP and GOV-WADE. Indeed, leading municipalities in the earlier projects—along with local consultants and political leaders above the municipal level—have also become high-performing players in ILDP, building on, adapting and extending the work as it has proceeded through various projects over the past eight to ten years. SDC project managers have accompanied, encouraged learning about, and added value to this process all the way along, while at the same time holding the various actors accountable for results and probity.

Table 5: Laws, Policies, Tools and Structures, Three Projects

Level	ILDP	MDP	GOV-WADE
Municipal	- Local development capacity assessment methodology - Integrated local development planning methodology (MiPRO) 41 ILD strategies based on MiPRO - Concept for local development management structures - Guidelines for annual planning and monitoring - Eight training modules in ILD planning - Web space on local	- Eight local development strategies in MDP municipalities - One-stop shops in Doboј and Maglaj; regulatory plans for building of two bridges in business zones of Maglaj - Youth policy in one municipality (Petrovo) - Spatial plans in six municipalities - Communications and health management strategies in five municipalities - PR officer positions institutionalized in six	- Ten strategic plans for WES sector - Agreements between municipalities and water utilities defining roles and responsibilities - Municipal decrees on - Sewage and water treatment - Water supply - Waste management - Management of water supply systems - Amendments to municipal organizational

Level	ILD	MDP	GOV-WADE
	planning • Ongoing preparation of IMC manual	municipalities • Policy research on key issues (e.g., asset management, citizen participation) • MZ action planning in 14 communities • Training for 24 NGOs in PCM (50% women)	structures and job classifications
Cantonal	• Methodological framework for cantonal planning in FBiH • Two cantonal development strategies (further eight in preparation) • Draft Manual for cantonal planning		In Una-Sana Canton: • Law on Waters • Law on Utilities • Law on Solid Waste Management • Waste Management Plan • Waste Water Management Program
State Entity /	• Pre-draft Law on Development Planning and Management in FBiH, public consultations completed • Guidelines on strategic planning (bylaw of the Law) • Concept for future planning system in RS • Concept for Local Development Funds in both entities (established in RS and underway in FBiH)	• Local Government Strategy, for BiH, adopted by ACM, used by donors • RS Local Government Strategy of SDC's good practices in the strategy	• In RS, contributed to two laws, including Law on Utilities • In FBiH, contributed to Law on Waters • Creation of state level BiH AquaSan network

Source: SDC project reports, files, various years

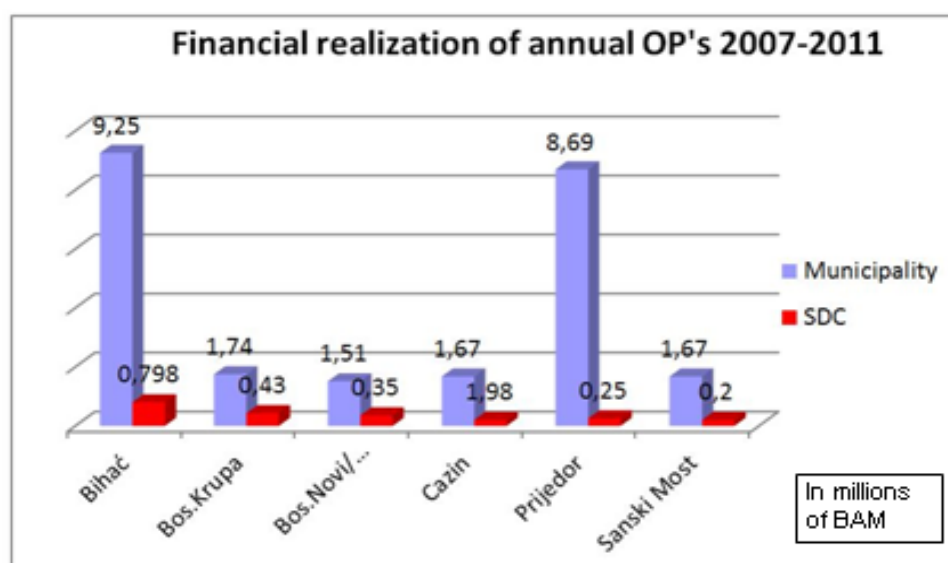
Other results are worth highlighting. Innovative **tools and methods** have been developed, tested and applied by other SDC-supported projects, as well. The work of SDC and its partners with the Ministry of Health through a network of mental health centres has enabled the design and rollout of the integrated case management approach, which involves psychiatrists, nurses, social workers and occupational therapists working as a team, rather than in a hierarchy. For its part, MDP also experimented with innovative methods, particularly participatory video. In the frame of Switzerland's Migration Partnership with BiH, the Bosnian diaspora in Switzerland has been mapped in order to assess their capacity and interests in contributing to development from a distance or returning to resettle in BiH. Through a complementary study, a survey has been conducted, in selected municipalities, regarding the perceptions and expectations of the diaspora for their country of origin.

At the same time, **inter-municipal cooperation**, often across ethnic lines, was facilitated by these projects, including collective action on water-basin management by municipalities in the Una River Basin in the Bihac-Prijedor area through GOV-WADE. Supported by MDP and ILDP, Doboj (RS) and Doboj-South (FBiH) have cooperated on waste management, flood control and other matters of common interest. And SDC's Constitutional Reform project supported the Mayors for Development initiative. SDC and its implementing partners have also been very effective in incubating **local technical**

expert groups. Both the NGO Una-Sana (later transformed to the company Una Consulting LLC), based in Bihac, and the RS Water Agency's branch office for the Una River Basin, in Prijedor, were enabled by a transfer of knowledge and responsibilities from Swiss engineering companies to local engineers, economists and policy specialists. Other SDC-enabled consulting firms include MDPI in Dobo, which grew out of MDP, and Banja Luka-based EDA, which has advised ILDP and earlier SDC projects.

Another notable result is the **financial leverage** achieved on locally produced plans. By this we mean downstream grants, loans and other financing made possible by the preparation by a municipality of a strong local development or the Water, Environment and Sanitation (WES) plan. This is clearest in the case of GOV-WADE, which supported a group of municipal WES plans that, in turn, attracted downstream financing from SECO, KfW, EIB, WB, EBRD, GIZ and EU, as well as upper levels of the BiH governance system. While SDC is not responsible for the total quantum of all funds leveraged in this way, of course, in the particular case of GOV-WADE, it is clear that that project had a decisive influence over the plans and, in some cases, the additional inflows, as well. Figure 3 shows the significance of these downstream financing contributions catalysed by operating plans for the water and environment sector.

Figure 3: Downstream Financing Contributions, GOV-WADE Project



Source: Una Sana Consulting

While other SDC local governance projects have not tracked the leveraging issue in the detail that GOV-WADE and NGO Una-Sana (now Una Consulting LLC) did, there is further evidence of leveraging in the Agency's local governance portfolio in BiH. In particular, during Phase III of MDP, SDC contributed BAM 1.21 million toward 51 local projects, BAM 1.14 million by the municipalities involved, and about BAM 276,000 by third parties. This means that SDC's contribution to these projects was matched on a one-to-one basis by local governments and other actors, in an accountable and transparent manner. Furthermore, the number of local NGOs increased in some municipalities. For example, in the Dboj-Jug municipality, such new NGOs attracted about KM 100,000 in a two-year period.

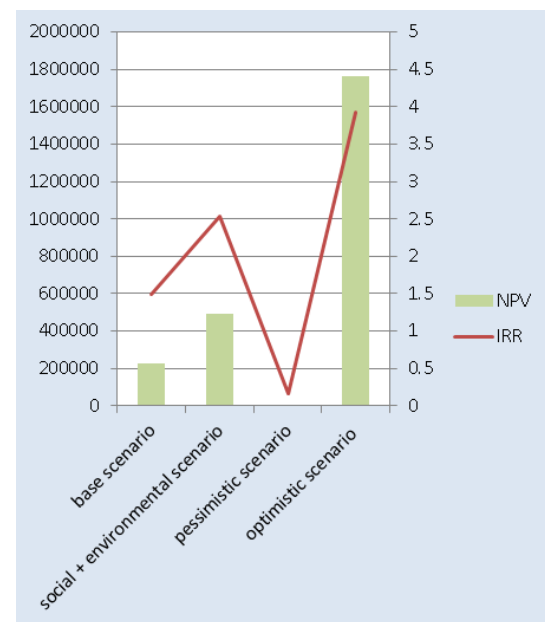
Similarly, a cost-benefit analysis under-taken by the Swiss Cooperation Office and UNDP in Cazin municipality calculated the value of the benefits of the municipality's integrated development strategic plan that had been introduced by the ILDP project of SDC. The study found that, even for the most pessimistic scenario for the municipality, the benefit to cost ratio was at least 1 to 1; that is, for every franc spent on preparing the integrated

development plan, an additional franc was generated in downstream investment. However, the most optimistic scenario run for the study yielded a benefit to cost ratio of about 16 to 1, a very positive leveraging effect, indeed. Using the metric of internal rate of return, the study reported that: "engaging in the strategic planning process is profitable and brings benefits in terms of higher volume of and better focused development investments. Even the most pessimistic scenario shows the positive return of investments while in the most optimistic scenario internal rate of return goes close to 400%." Figure 4 depicts these scenarios. The authors conclude that, even though more detailed study should be made of the effects of each individual investment made as a result of the development plan, these overall ratios for Cost-Benefit Analysis and Internal Rate of Return (IRR) can reasonably be taken as proxies for more granular calculations.

Again, our concern here is not to determine attribution of these results, or a portion of them, to SDC's contribution. There is no doubt that SDC's catalytic, first-in funding of the planning process leading to the integrated local development plan was in fact decisive. What matters for Parliamentarians and citizens in Switzerland, we would suggest, is that these downstream effects were, in fact, achieved. These examples illustrate how SDC spending on development planning at the local level, whether of an integrated or sector-specific nature, can have a powerful leveraging effect.

SDC staff point out that the EU's 2014-2020 Instrument for Pre-Accession (IPA II) funds for transition assistance and institution-building, and cross-border cooperation, will require solid strategic plans and clear sectoral priorities as well as fully-fledged project proposals and capacities at the cantonal and municipal levels. In that sense, SDC staff note, the integrated strategic planning and plans of ILDP partners will allow for more effective absorption of available and future pre-accession funds.

Figure 4: Sensitivity Analysis of Four Scenarios



Source: ILDP, 2014

Box 2: Developing Technical Capacity in the Water Sector: Una Consulting

One prominent example of SDC's support for developing permanent local technical capacity in the water sector and local governance is Una Consulting, based in Bihac. From 1997 to 2006, the sub-regional office of IBG Ltd, a Swiss engineering company, provided consulting services to SDC-funded communal infrastructure rehabilitation and construction projects in northeast BiH. In 2006, local professionals came together to form the Una-Sana Association for Environmental Protection and Improvements, an NGO. Working on the GOV-WADE project with municipalities in the Una Sana Canton, the Association steadily built its capacity in promoting good governance and public participation as well as in the specialized areas of water, environment and waste. Among other contributions, it supported the strategic planning process in the WES sector for the municipalities and the Canton and the drafting of three new cantonal laws in the sector. At the level of BiH, the emergence of AquaSan—an informal network of water and environmental professionals—is widely attributed to the efforts of the Una-Sana leadership and staff.

In 2010, the Una-Sana Resource Center and Consultancies for Water and Environment, operating as Una Consulting, was established as a limited liability company owned by its key employees to

provide services to wider, more diverse markets across BiH and The Balkans. These services now include engineering and infrastructure design, project management, strategic planning, institutional strengthening, monitoring and evaluation, and supervision and auditing, and among the firm's clients are the World Bank and KfW, as well as municipalities, such as Bosanska Krupa. Among the factors that underlie Una Consulting's success are visionary and entrepreneurial leadership, talented local professionals, diversification of skills and markets, and a nuanced understanding of the processes and strategies supporting local governance. It is clear that SDC's support of this group of local professionals both before and during GOV-WADE, and its credibility in recommending Una Consulting to other donors, have also been important factors in the company's development.

Box 3: Local Institutional Adaptation in Municipalities: From Planning to Action

Strengthening institutional policies, plans and systems is challenging for governments everywhere, but several examples of SDC partner municipalities show that doing so is very possible. In the case of Bosanska Krupa Municipality in the northeast, a new mayor embraced the results of GOV-WADE and ILDP activities, and took steps to create an environmental section in the Construction and Urban Planning Department, strengthen the municipality's strategic planning capacities across several departments, and implement several revisions of the job classification system to better align roles with the emerging functions of the municipality. In the Municipality of Cazin, also in the northeast, the mayor there also used the ILDP planning process to adapt the job classification system in his administration to strategic planning needs, reorganize a number of departments, and retrain municipal staff to better carry out their future duties. And, in the Canton of Una-Sana, the Minister of Construction, Urban Planning and Environment, having learned from the GOV-WADE project, established a new Environmental Department and led an effort to draft and pass laws governing solid waste treatment sites.

Elsewhere in BiH, in Doboj-South Municipality, a progressive mayor who had benefited from MDP and ILDP developed a new Planning and Monitoring Unit that in turn animated a process that resulted in a new municipal zoning plan and the definition of a business zone. These were key achievements for this small Federation community bordering on the RS. However, following an election, the incoming mayor dissolved the Unit, and the Municipality lost both its well-trained staff and innovative organizational capacity. All of these examples of institutional adaptation benefited from the long-term commitment of SDC to working with these municipalities, and the effectiveness of the planning and capacity building methods of GOV-WADE, ILDP and MDP, together with the talents and energy of high-performing mayors and their administrations.

In addition to these three major local governance projects, the SDC program in BiH has supported a wide range of other governance interventions. One of these has been the **Constitutional Reform Project**. While this intervention has proven to be challenging to implement, it nonetheless provided another platform through which to organize a group of committed "mayors for development" drawn from past and current partnerships in MDP, GOV-WADE and ILDP. One interesting feature of this project was the ability of the SDC staff to "pause" the project when conditions made it too difficult to proceed, and be able to restart the project when the time was right. This kind of flexibility is rare among donor agencies and underscores SDC's operational agility as well as its understanding of the nature of constitutional politics. This project also required SDC staff to navigate through a range of diplomatic and policy sensitivities among other donors active in the constitutional reform field.

A more recent initiative is the **Migration and Development Project**, undertaken in BiH with UNDP.⁷ The main goal of the project is to embed migration for development policies

⁷ UNDP, Government of Bosnia and Herzegovina and SDC, Migration and Development: Mainstreaming the Concept on Migration and Development into Relevant Policies, Plans and Actions in Bosnia and Herzegovina, Sarajevo, Undated.

in the integrated local development plans of municipal governments, particularly those working with ILDP, and to thereby influence entity- and state-level policies. The project is interested in animating plans and policies that enable BiH diaspora in Western Europe and North America investing in, or finding employment with, local businesses. One sector being examined, for example, is the potential of agri-business and organic food production and processing. At the state level, the project works with the BiH Ministry of Human Rights and Refugees and an inter-institutional working group. This project can draw on the experience of SDC's broader regional network of initiatives in Migration and Development across the Western Balkans.

Another SDC-financed project, implemented by GIZ, is the **Open Regional Fund (ORF) for the Modernisation of Municipal Services in South-East Europe**.⁸ This fund works with the Network of Associations of Local Authorities of South-East Europe (NALAS) to develop specific proposals from local municipalities. In BiH, this means working, as well, with the Associations of Municipalities and Cities of the two entities. The ORF project complements SDC's involvement in other regional networks on governance, water and related issues. It also helps further prepare participating municipalities for more advanced engagement with EU funding in the future.

Two other projects in the local governance domain worth noting have been funded by SECO. One of these is the **Tuzla-Zenica Water Programme**, which finances the construction and rehabilitation of municipal water infrastructure—for water supply and wastewater systems—in the two towns through their public utility companies. Through technical assistance, the project also seeks to strengthen the capacities and efficiencies of the public utility companies, including the setting of appropriate tariffs for sustainability of the schemes. This project originally included the town of Travnik; but Travnik was dropped when the public utility company there faced bankruptcy. When the evaluation team discussed this project with KfW, a financing partner in the programme along with BMZ, we learned that KfW intends to shift its resources increasingly to the energy sector and away from water and waste systems, perceiving the former to be more profitable and transparent than the latter.

Earlier, in 2008-2011, SECO had financed the **Prijedor Water Sector Project**, which was co-financed by the Prijedor Municipality. The project focused on building infrastructure for an improved water supply system serving 70,000 residents and a range of local industries. This intervention complemented the capacity building work of the GOV-WADE project with municipalities in the Una River Basin, which included Prijedor. That project built capacity in integrated water resource management and strategic planning in the water and environment sector. This is a good example of the complementarity of two projects and of the two Swiss agencies, SECO and SDC, combining efforts.

It is worth noting that, in 2009 and 2010, when SDC and SECO efforts were combined, Switzerland ranked fourth—behind the EU, Germany and the United States, and ahead of Sweden and UNDP—in quantum of grant financing allocated to all infrastructure projects in BiH.⁹ Most of the Swiss investment was in the water sector.

In recent years, cooperation and coordination between SECO and SDC have improved steadily. Personnel of the two agencies share space and cooperate in team meetings and working groups. However, where SDC's decision-making processes are decentralized, SECO's are still centralized, with decisions being taken in Bern rather than in the field.

http://www.ba.undp.org/content/dam/bosnia_and_herzegovina/docs/Operations/Projects/PR/Migration%20and%20Development/BiH_Project_document_migration.pdf

⁸ GIZ, Open Regional Funds, South-East Europe, Website, Undated.

<http://www.giz.de/expertise/html/4702.html>

⁹ Donor Coordination Forum, Donor Mapping: Infrastructure, Sarajevo, 2010.

<http://donormapping.ba/pdf/infrastructure-sector.pdf>

This has resulted in some delays and even lost opportunities when joint action is necessary and SDC can move quickly but SECO can't. But this situation may improve with the imminent arrival of a SECO manager to assume the duties of deputy head of cooperation at the Embassy.

3.1.2 Governance as a Transversal Theme

With regard to governance as a transversal theme, there are two streams of activity that the present study reviewed. One involves the health domain; the other involves employment. Overall, the Swiss cooperation approach has been to work on the terrain on practical projects focused at the local/municipal level. This has proven to be fertile ground for innovative programming that involves substantial vertical work in strengthening and streamlining government policies and systems in these areas.

Mental Health

The integration of good governance is well-advanced in the Primary Health Care and Mental Health projects supported by Swiss cooperation in BiH. The entity Ministries of Health have demonstrated strong commitment to this work, and there has also been excellent cooperation by stakeholders on the ground. The implementation of the projects is mainstreamed in the Ministries' activities and interwoven with entity-level, multi-year strategies. Interaction is intensive and the projects sometimes face demands that exceed their facilitating role. But this 'spillover' is seen by both project and SDC staff as affirmation of the integration of the project into the health care sector and the policy-management community.

With substantial funding over the next four years, the Community Health Centre Project aims to achieve the following results: improved administrative and legislative framework that allows efficient work and processes in mental health care in both BiH entities; human resources educated to provide quality services in mental health care; provision of mental health care in the community that is supported by the management of Primary Health Centres as one of the reform priorities; and strengthened capacities to fight stigmatization and discrimination related to mental disorders.

A site visit to the Zenica Community Mental Health Centre (CMHC) by the evaluation team confirmed earlier findings of the survey conducted with the participants in multiple seminars for the leaders of the Primary Health Centres, Centres for Social Work and CMHCs: that the relative position of CMHCs and their cooperation with these and other institutions have improved. The relationship with the local communities has also seen considerable progress, with greater understanding shown by other community systems affecting the lives of mental health patients, notably the municipality, social services, schools and police. Important achievements have been noted in the efforts to combat stigmatization and discrimination of mental health patients, while the group work method has been widely adopted among beneficiaries. So too has the integrated case management system that involves psychiatrists, social workers, occupational therapists and nurses working as teams rather than in a traditional hierarchy.

While the CMHCs have many needs, practitioners point to a persistent shortage of trained staff as a key challenge. Professional CHMC staff reported they were satisfied with and grateful for the trainings delivered through the project, but they noted that targeted training for orderlies working at CHMCs would meet a particularly sensitive need, as would, more generally, expanded opportunities, in BiH or abroad, for graduate training for younger specialists working in this field.

How societies deal with the psychological trauma of war as well as other mental health challenges says much about the potential for the sustainability of those societies. There were two other indicators of promise in this field that bear mentioning. First, during our field visit to Zenica, we interviewed a woman who was a "graduate" of the group

counselling approach and now served as a peer counsellor to a group that she herself organized. Mentored by the local psychiatrist at the Centre, she represents a new kind of citizen-volunteer contributing to the health and welfare of her community. Second, we learned that the Community Health Centre Project has also benefited from the contributions of members of the BiH diaspora based in Switzerland who are professionals—nurses, physicians, etc.—in the health care field. These professionals represent another new type of contributor to the health of BiH. While such efforts remain small in scale, so far, they are nonetheless positive developments.

Employment

The purpose of the creation of “Jobs Clubs” within the municipal bureaus of the Public Employment Services (PES) in BiH is to strengthen the latter’s job mediation and outreach capacities as a part of the program intended to create conditions for increased employment, particularly among the youth of BiH (whose unemployment rate is nearly 60%¹⁰). Selected PES staff members have been trained to hold group seminars and provide individual guidance to young job seekers about job search techniques and skills. The project goal of 16 job clubs country-wide has by now been exceeded in the light of demand by PES, with 22 now in existence and three more in preparation. The Central Bosnia Canton in the Federation of BiH, in particular, is striving for establishment of a jobs club in each of its municipalities.

The jobs clubs have also served as a valuable instrument for expanding interaction with the PES management and staff. Many staff-persons added an advisory role to their employment-related functions; techniques and approaches for outreach to private sector employers have been disseminated, adopted and embraced; new job descriptions have been adopted in most PES bureaus; and the job-search advisory function has been incorporated into official policy documents in Republika Srpska and three (of 10) cantons in the Federation. The project has also funded a complete overhaul of client-service processes and corresponding reorganizations of the model bureaus in Doboï (RS) and Novo Sarajevo (FBiH), to implement the change in such a way to reorient the PES staff and their management to develop a service attitude towards their clients, particularly private sector employers. Trainers within these two bureaus will take over the task of transferring the approaches and practices of the ‘model bureaus’ to other PES.

In addition, the project has helped develop communications tools to reach the broad but generally insufficiently informed population of the unemployed, as well as private sector employers, which has elicited keen interest on the part of PES management. Prominent among such tools have been the increased visibility and quality of PES presence on the Internet, including the introduction of websites dedicated to employer needs, as well as the strategic use of TV and internet video to disseminate information about the project and to spread motivating messages among the unemployed population.

These are meaningful results. The Jobs Clubs component of the Youth Employment Project has demonstrated good progress. However, local economic conditions in most BiH communities are stagnant. Business growth and job creation are, with some exceptions, stalled. It is difficult to see how the ultimate goal of youth employment will be reached if additional jobs are not added to the economy. In our view, there is an opportunity, and some would say an obligation, for SDC to do more to promote business and job growth—that is, to increase its efforts on the supply side of the labour market. Among the instruments that could be used for this purpose are local and (in the Federation) cantonal economic development agencies. This would build on longstanding SDC knowledge and partnerships. It is true that the capacities and management of these agencies are uneven, but they are close to the ground, understand the strengths and weaknesses of local

¹⁰ BiH Labor Force Survey, Sarajevo, 2011.

businesses—and, in some cases, business clusters—and, in some cases, at least, seem to be responsive to local political pressure for action. There may be other instruments which could be used, as well.

To be sure, this is less about governance and more about economic development. But the important gains that have been made in local governance can be undermined by widespread and sustained unemployment, and in some ways already are. The extreme flooding of May 2014 has made this situation even worse in several regions of BiH.

Gender Equality

One important issue relating to mainstreaming governance is that of gender equality (GE), in two respects. First, on the basis of the principles of non-discrimination and human rights, governance programming and mainstreaming should integrate a GE approach into all activities. Second, gender equality is itself a focus for mainstreaming more generally, both inside and outside the sphere of governance.

In terms of results, past and current governance projects in BiH have aimed to advance the GE agenda, and some have achieved real gains. In the case of MDP, the authors of its End of Phase report concluded that: “The gender equality principle has been fully mainstreamed through various interventions in the municipalities. MDP has built capacities for understanding the values and importance of gender equality within development frameworks. Care was taken to maintain gender balance, e.g., in the selection of on-budget projects in MZs by introducing specific gender criteria. MDP worked on the empowerment of municipal gender commissions, seminars on program and gender budgeting have been organized, and MDPI published a brochure on gender budgeting.”¹¹

GOV-WADE, on the other hand, did not emphasize the gender dimension to the same extent as MDP. However, women were encouraged and supported to play leadership or key roles in the GOV-WADE efforts through the cantonal government (the current Minister of Infrastructure is a woman and experienced leader), the Una Consulting team, and local NGOs. The project also committed to creating opportunities for equal participation by women as citizens, consumers and beneficiaries in local planning and assessment of service quality. Still, in general, the posts of mayor, councillor and municipal staff appear to be overwhelmingly filled by men, and women are often invisible in the technical teams in the water sector in local governments.¹² (This gender pattern is also true for former MDP municipalities, as well.)

For its part, ILDP explicitly built into its Phase III design a commitment to embed gender equality mainstreaming as a transversal theme, through: “1) full participation of women in local strategic planning and capacity development activities; 2) reflecting needs of women in development strategies (sex-disaggregated data processing and situation analysis); 3) applying gender-sensitive budgeting at the local level and FBiH cantonal levels; 4) introducing GEM indicators within local and cantonal development strategies; and 5) engaging BiH's Gender Agency and the entities' Gender Centres in a relevant policy dialogue.”¹³ The log frame for Phase III set out the following output target: “...application of a harmonised planning approach by at least 35% of local governments country-wide, characterized by social inclusion and gender equality.” Further, the log frame also included outputs and indicators referring to gender-based budgeting, gender-sensitive

¹¹ SDC, End of Phase Report: Municipal Development Project, Sarajevo and Dobo, 2011.

¹² In the presentation on GOV-WADE's approach and achievements that Una Consulting made to the evaluation team on April 22, 2014 in Bihac, there was virtually no substantive reference to gender equality, except to the women professionals in Una Consulting.

¹³ SDC, Credit Proposal: Integrated Local Development Project (Phase III), Sarajevo, 2011.

data collection and situation analysis, engaging women in community development activities, selecting community moderators from among both men and women.¹⁴

ILDP's embedding of gender equality mainstreaming, and its strong performance in pursuit of these results, have won recognition inside and outside BiH. This project has been used as a case study for training on practical tools for GE mainstreaming organized for project partners. Indeed, this training and ILDP were recognized as a good practice Europe-wide.¹⁵

In the case of the mental health project, women are visible as psychiatrists, social workers, occupational therapists and nurses, where they often play key professional roles. Women are also more visible than men as clients of the Community Mental Health Centres, perhaps because of stronger social attitudes against men seeking mental health care. However, more tellingly, there were few references to the more formal strategies and tactics of gender equality mainstreaming in the mental health project (and, for that matter, in the employment/jobs clubs project, as well).

That is not to say the Swiss Cooperation Office (SCO) in Sarajevo is unaware of or uncommitted to gender equality; in fact, there is strong commitment to GE within the team. Interestingly, the Gender Focal Person at the Embassy is actually a male SECO employee, working as an integral member of the SDC-wide Gender Network.

In the final analysis, though, while there are some best practices on GE in SDC's governance program in BiH—and MDP and ILDP are two high performers in that regard—women remain generally invisible in the formal structures of local governance and on the margins of decision-making at other levels of government. There are some impressive exceptions to this, of course. But, on the whole, this struggle for gender equality continues in Bosnia and Herzegovina.

It is worth observing that the signals from senior management in SDC on the importance of gender equality mainstreaming seem to have weakened in recent years. The high performance of MDP on this dimension is likely the result of the stronger signals that were sent on this matter from Bern to the field five to seven years ago. The strong performance of ILDP on GE is likely in part due to the strength of the GE agenda within UNDP in both the Sarajevo team and corporate-wide.

What is needed in BiH now is a renewed effort to deepen the Swiss Embassy's resolve to do more to mainstream gender equality, especially in health and employment where governance and GE are both transversal themes, as well as in the new-generation governance projects that are in the planning or inception phases. The SCO team in Sarajevo is well-positioned to take this agenda further.

Monitoring and Reporting

SDC as a whole has taken positive steps in recent years to strengthen its monitoring and reporting systems and procedures, and governance-related interventions are benefiting from these efforts along with those of other domains. Currently, the Swiss Embassy in Sarajevo demonstrates consistent and thoughtful use of a detailed results framework for the Cooperation Strategy as a whole, along with well-developed logical frameworks for individual phases of SDC projects.

At the same time, the format for annual reporting has been refined, and is also being used consistently and in a very granular way by the Embassy, capturing project progress and local conditions in great detail. The most recent annual report for 2013 illustrates the strengths and the challenges of this template. The main strength is that the format

¹⁴ SDC, Ibid, 2011; log frame.

¹⁵ M. Hughson, Gender Country Profile for Bosnia and Herzegovina, European Union, 2014. http://europa.ba/documents/delegacijaEU_2014070314432045eng.pdf

enables the capturing of detailed results of each intervention within domains and sub-domains. The main challenge, however, is that the very detail required by this format—often about activities and outputs—can obscure the most significant achievements at the outcome level. In BiH, for example, there are organizational capacity gains, the testing of innovative tools and policies, financial leverage, and other forms of outcome-level gains that are nearly rendered invisible in the mass of information in these reports. It is difficult to present such outcome-level results in a tabular format, as well. There needs to be a way to elevate the most significant findings and put them into a narrative that would be of interest not only to SDC directors but also Parliamentarians and citizens.

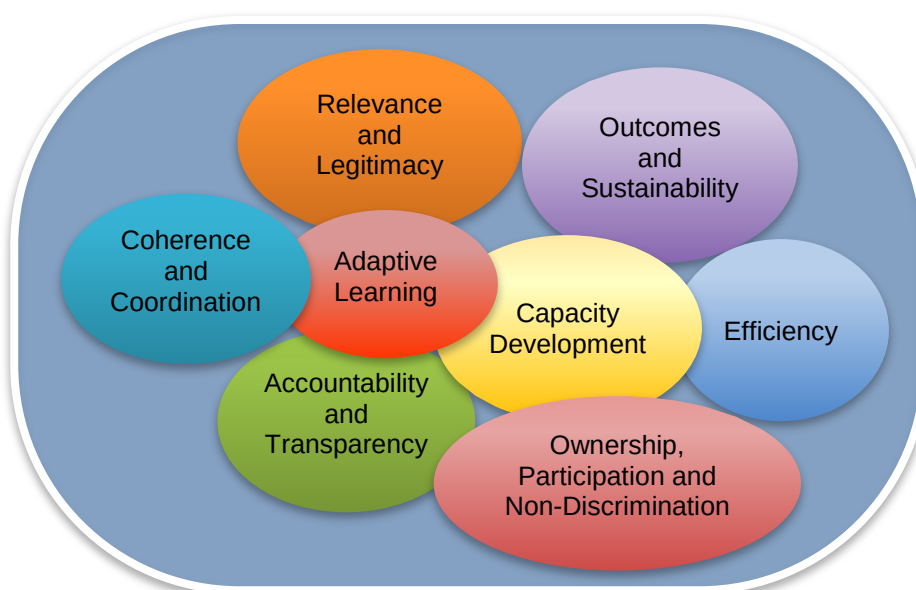
Finally, there is the MERV (Monitoring of Development Relevant Trends), a twice-yearly, country-level report that highlights progress and challenges in the broader development context of a country, across a wide range of spheres and sectors. The MERV also requires Swiss cooperation officials to not only comment on the implications of relevant changes for Swiss-supported interventions, but to identify whether, in key domains and programming areas there has been improvement, stability or deterioration during the six-monthly reporting period. Moreover, the MERV requires officials to complete a table setting out possible measures to address changing conditions.

Some of these measures, however, are by necessity, ongoing in nature. For example, the MERV for June 2013 listed such possible measures as institutional strengthening of prosecutors' offices in order to reduce corruption and thereby strengthen state institutions; awareness-raising for democratic process to promote constitutional reforms; and careful external donor support of the health care sector in order to avoid exacerbating unsustainable health care expenditures. Of course, to be realized, such measures require, at the very least, disciplined and comprehensive coordination among external donors, particularly the EU, US and others.

3.2 Performance on Core Evaluation Criteria

Figure 5 depicts the eight core evaluation criteria used in this study to assess performance in governance programming.

Figure 5: Core Evaluation Criteria



Overall, our rating of SDC's governance program in Bosnia and Herzegovina is: **Very Good**. Table 6 presents our rating for each of the eight core evaluation criteria and the accompanying rationale.

Table 6: Performance against Evaluation Criteria

Criteria	Ratings	Rationale
Legitimacy and Relevance	Good-Excellent	Program closely matches priorities of state and entity level policies. Swiss Cooperation is highly regarded for its continuity, practical results and policy dialogue.
Ownership, Participation and Non-Discrimination	Good-Excellent	Program is based on these principles. Strong and consistent engagement with all entity groups, and good cross-entity cooperation facilitated. Gender equality is mainstreamed unevenly, though some gains.
Accountability and Transparency	Good-Excellent	Program is based on these principles. Good use of municipal budget system and requirement to demonstrate matching funds contribution. Higher levels of government more opaque. Regular M&E of interventions.
Efficiency	Good	Productive incubation and use of local consulting firms to implement later phases of projects. Support to municipalities to attract downstream infrastructure and other investments from external donors and investors.
Capacity Development	Good-Excellent	In multi-phase, well-resourced local governance projects, verifiable gains in strategic planning, job classifications, attraction of downstream investments, local professional expertise, horizontal linkages through networks and policy initiatives.
Outcomes and Sustainability	Satisfactory-Good	Important outcomes too often buried in reporting on outputs and activities. Permanent local professional capacity built in project areas. Local political rotation, and national-level elite capture, political gridlock and high unemployment undermine sustainability.
Coherence and Coordination	Good-Excellent	Program is internally coherent and well-coordinated across projects and with other donors. Good coordination with SECO, but still could be improved.
Adaptive Learning	Good	Adaptive learning is most evident across phases within projects and in local alliances across projects. Good scaling up from local to regional networks on water and on governance. There is a need for greater systematization of knowledge and tools.
Overall rating	Very Good	

Annex 8 includes a more detailed assessment of the governance program in BiH.

Note that these core criteria are being applied primarily against projects dealing with local governance and municipal services, where SDC-funded initiatives have been well-designed and have experienced considerable success. Across these criteria, the overall rating of performance is Very Good. In our assessment, much of what SDC does and supports in this domain at the local level actually deserves a rating of Excellent. In general, it is the underperformance of higher level government institutions that brings the rating “down” to Very Good.

Note that this set of ratings does not include an assessment of performance on these criteria by projects where governance is a cross-cutting issue, notably Public Employment Services/Jobs Clubs, Mental Health, and Migration and Development. Ratings for these projects would be somewhat lower, but still strong, and generally in the Good range.

Table 7 presents the ratings on the core evaluation criteria for the three major SDC local governance projects in Bosnia and Herzegovina: ILDP achieves a rating of Very Good, MDP a rating of Very Good, and GOV WADE a rating of Excellent. Individual assessments are found for each project in Annex 8.

Table 7: Ratings for Three Major Local Governance Projects

RATINGS			
Criteria	ILDP	MDP	GOV-WADE
Legitimacy and Relevance	Excellent	Good	Excellent
Ownership, Participation and Non-Discrimination	Excellent	Good-Excellent	Good-Excellent
Accountability and Transparency	Good	Excellent	Satisfactory-Good
Efficiency	Good	Good-Excellent	Excellent
Outcomes and Sustainability	Good-Excellent	Satisfactory	Excellent
Coherence and Coordination	Excellent	Good	Good-Excellent
Adaptive Learning	Good-Excellent	Good-Excellent	Excellent
Overall Rating	Very Good	Very Good	Excellent

4. Challenges, Adaptations and Lessons

Challenges

This review has highlighted a number of challenges, adaptations and lessons in SDC's governance work in Bosnia and Herzegovina. In terms of **challenges**, the following factors and forces undermine progress and results in the area of governance:

- **Politics:** National-level gridlock; zero-sum politics; elite capture, local-level political rotation and policy reversals;
- **Economics:** High unemployment; slow investment; inadequate business sector growth; policy neglect of youth, leading to disengagement and outmigration;
- **Public Finance:** Opacity of government finances; inattention to non-tax revenue generation;
- **Climate Change and Natural Disasters:** Immediate need for housing repair, livelihoods, clean water, disease control and other basic government services in the wake of the extreme flooding in May 2014.

Adaptations

With regard to **adaptations**, SDC and Swiss cooperation in BiH more generally have shown themselves thoughtful and skilled in learning from experience and making adjustments to address evolving conditions and needs. This is currently playing out, in dramatic form, as the SCO works through its projects with its local partners and other donors to find the most effective responses to the complex of problems created by the May 2014 floods.

However, other adaptations are evident, as well. The original strategic decision to concentrate programming efforts at the local level, while still working to influence state and entity level policy, was a result of adapting to emerging conditions, particularly decision-making gridlock and corruption at these levels. Later, SDC was supportive, over a period of years, of the phased conversion of local technical experts into permanent expert groups (Una Consulting, the RS Water Agency, MDPI consultants). The Agency also saw value in moving above the project level (and across entities) by supporting the development of AquaSan to bring together key technical and government actors in water and local governance at a country level to share and co-create knowledge.

More recently, through the design and launch of a new project, co-funded with SIDA, SDC will help build the organizational capacities and regulatory framework for MZs, citizen-based sub-municipal associations that can increase the demand for quality municipal services from “below” the municipality. Moreover, by supporting, in the near future, the professional and institutional capacities of the two Associations of Cities and Municipalities, SDC (in partnership with SIDA) will help in shaping their roles as moderators in the vertical dimension of the decentralization and local governance development and enhancing of decentralization processes.

At the same time, SDC is also launching the Municipal Environment and Economy Governance (MEG) project, which will expand the range of activities and build on the lessons of GOV-WADE and other initiatives in the water, environment and sanitation sector. In general, these initiatives maintain the consistent pattern of SDC in using successive project designs to embed its lessons from previous experience—adaptive learning that has decisively shaped the Agency's programming and budgets.

Lessons

Furthermore, a rich array of lessons has been generated by SDC's local governance work in Bosnia and Herzegovina. The following deserve to be highlighted:

- 1) **Water is a powerful tool for improving local governance:** Several projects, and particularly GOV-WADE, have demonstrated this in impressive fashion, with more specific lessons and tools that can be applied in other countries;
- 2) **Local governance is a creative tool for catalysing governance at higher levels:** In a context in which institutional and policy change can be slow at the state and entity levels, the local level in BiH is a productive entry point for testing policy-in-action and then advocate—through institutional partnerships, joint initiatives, policy dialogue and consensual decision-making—the adoption of improvements at higher levels;
- 3) **Inter-municipal cooperation on water and waste can also be an effective tool for advancing reconciliation:** There have been many instances where mayors and municipalities have cooperated across entity borders to solve common problems related to, in particular, water-basin management, potable water systems, and solid waste management;
- 4) **Inter-municipal cooperation on water can sometimes be an effective tool for disaster risk reduction:** While they didn't hold up against the unprecedented recent

flooding, the joint efforts of municipalities in several regions to put in place flood control measures were positive developments and, for normal conditions, reduced risk to some degree;

- 5) **With targeted and strategic support, local champions can emerge to drive change:** All of SDC's projects in the local governance area—ILDP, MDP, GOV-WADE, Constitutional Reform, ORF—attracted the engagement and talents of a cadre of very strong and committed mayors (e.g., from Zenica, Cazin, Doboj-South) who, together with fully engaged municipal staff and SDC's partnerships with higher levels of government, and strong implementing agencies, were all key success factors;
- 6) **Local development planning can achieve valuable leveraging of additional resources for the municipality:** Experience and data from GOV-WADE, MDP and ILDP, in different ways, illustrate this leveraging factor that development plans, sector-focused or integrated, attracts new loans and grants from other levels of government and external agencies;
- 7) **Much is known about how to design and implement high-performing governance interventions:** Box 4 summarises the elements that characterise the design and change strategies employed in such interventions, based on SDC's extensive experience on the ground and adaptive learning over time;
- 8) **Knowledge that is not systematized, shared and mobilized for influence and leadership, is under-utilized:** Much of the knowledge generated by SDC and its partners in BiH remains tacit and mainly used for internal purposes; to assume more of a leadership role among other donors, SDC needs to systematize more of its knowledge and turn that knowledge outward to influence its peers and the broader international community;
- 9) **Important outcomes can be obscured by an abundance of information on outputs and activities:** There are gains at the outcome level in SDC's governance work in BiH that are both important and innovative, but they need to be elevated and made visible for non-professional audiences, as well as professional ones.
- 10) **Development isn't linear:** One of the factors contributing to the nonlinearity of development in BiH is the rotation of political leadership; while elections are normal and desirable, good leaders with positive momentum and qualified teams can lose power and institutional and policy change may be not only halted, but even reversed. The May 2014 floods also showed, in an extreme way, how climate change and natural disasters also render development non-linear; instead, resilience, agility and creativity, and the ability to deliver, are all at a premium under such circumstances;
- 11) **Gender equality can be side-lined:** As the Country Strategy shows, Swiss Cooperation is committed to gender equality. However, the many demands on the ground in BiH appear to have contributed to a marginalization of the gender issue, or at the least, have rendered it nearly invisible. To be sure, there are some impressive leading political and professional women. But generally speaking, political and economic power in BiH has been taken and consolidated by men. This problem is not new; a 2007 review of SDC's governance work in BiH also identified this issue; and
- 12) **Livelihoods matter, urgently:** High unemployment has resulted in localized threats to social peace (e.g., Tuzla in winter 2014) and alienation, especially among young people, as well as outmigration, and slow in-migration by returnees. Political solutions must be paired with urgent economic action, especially after the May 2014 floods.

Box 4: Characteristics of a High-Performing Governance Intervention

Design Elements	Change Strategies
• Capacity building and institutional reform through real investments in concrete, visible projects • Longevity, with phasing over 10 to 15 years • Multi-component and multi-level activities • Flexible and adaptive operations • Geographic focus (clusters of municipalities) • Incubation of local professional expertise • Cooperation and complementarity with other donors	• Alliance with and support to local champions (mayors, ministers, consultants) • Organizational adaptation (policies, systems, procedures) • Human resource development and realignment (new job classifications, new positions, training) • Matching funds requirement (50/50), prompting increased supervision and reporting • New tools (integrated strategic planning, IWSM, annual/periodical reports) • Vertical engagement above and below municipality (capacities, policies, laws) • Horizontal engagement (across departments, and across municipalities) • National and multi-country networking (e.g., AquaSan) • Knowledge mobilization (via consultants and networks)

5. Areas for Improvement

In light of the findings of this study, the following areas for improvement are put forward for consideration.

- 1) **Stepping Up to Lead:** Swiss cooperation in BiH is well-respected, agile and strategic. Switzerland's deep commitment to joint planning, open policy dialogue, local governance and democracy, human rights and peace, and its status as both neutral and European (though a non-EU member), are among the factors that reinforce SDC's credibility. And, while SDC is indeed a leading donor agency, and catalyses best-practices through its projects and programs, it too rarely takes a more public leadership role in the country, especially vis-à-vis its peer development agencies. In short, its influence is not optimized. In fact, as BiH both copes with the effects of the recent floods, and tries to continue its longer term progress while keeping the peace, the country would benefit from a **more direct, assertive and public leadership role by Swiss cooperation**.

Moreover, the next decade will be an important period of **inter-generational leadership transfer** within institutions in all spheres in BiH (not to mention within SDC itself). In the areas where it is present and knowledgeable, such as local government and water, the Agency can actively facilitate and support that transfer of leadership while SDC itself assumes a more public leadership role.

- 2) **Working Above and Below the Municipality:** It has been both logical and natural for SDC to move from its substantive engagement and learning with municipalities to working to strengthen cantons, especially through ILDP and GOV-WADE, above the municipal level. At the same time, with the recent launch of the MZ project tendering process, SDC has signalled its intent to work in a robust way below the municipality, as well. While these streams of work, like all development efforts, will be a series of successive approximations, they will nevertheless put SDC once again on the leading edge of local governance programming among all donors. In this sense, SDC will gain important insights and lessons, and be even better prepared to play a **more assertive**

leadership role on local governance in the donor community among local partners, while enabling meaningful, practical results in localities across BiH.

- 3) **Monitoring and Reporting on Leverage:** One of the largely untold stories of SDC's support for local governance efforts in BiH is that of the financial leverage gained on Swiss grants and loans. While the GOV-WADE project monitored this effect most directly, leveraging is evident in MDP and ILDP, as well. And, not only has this story not been told within BiH; it also has not been communicated to Swiss citizens, where it would surely find a welcome audience. Going forward, there is every reason for the Swiss cooperation program to pay greater attention to this issue. First, SDC should consider devoting **additional resources to monitoring, calculating and reporting on the leveraging effects of its governance work** at all levels. Tracking the wide range of downstream grants and loans secured by SDC's local government partners should become a matter of course. So should assessing the contribution of SDC and its partners to those financial outcomes. Though they are not simple to apply, cost-benefit analysis, contribution analysis, and other tools can generate valuable insights in this work.

Second, SDC should take steps in BiH and Bern to **communicate** the findings of these analyses to other Divisions and programs, to the DLGN and other relevant networks, to Parliamentarians, and to the Swiss citizenry.

- 4) **Systematizing Knowledge, and Projecting it Outward:** A wide range of rich and valuable knowledge has been generated through SDC-funded projects such as ILDP, MDP and GOV-WADE about the strategy and tactics of strengthening municipal and other levels of government. But much of this knowledge has remained tacit and not systematized, though it has been embedded in the successive designs of each new project or phase of intervention. Where this knowledge has, in fact, been systematized (e.g., the ILDP methodology), its dissemination has largely been limited to project stakeholders and the SDC program as a whole. The AquaSan network, the regional governance advisor and SDC's DLGN have been the main mechanisms for broader knowledge exchange.

Yet rarely is this knowledge projected outward to other donors and development fields at large, to non-SDC bilateral, to multilateral organizations such as the OECD, and elsewhere, in a manner that would assert Swiss thought-leadership and exert wider influence on the international community. Swiss cooperation in BiH (and elsewhere) has world-class knowledge on local governance and related issues. Greater effort should be made to **systematize and share this knowledge globally with broader networks and actors**. From tacit and internal-facing, this knowledge should become **explicit and external-facing**. No doubt there are important roles in this process at HQ in Bern for Quality Assurance, Knowledge Management and, indeed, the Agency's senior management.

- 5) **Communicating More Effectively:** There are compelling stories, and relevant data, from governance work in BiH that need to be **communicated more effectively** to various audiences, from local stakeholders to the Swiss Parliament and public, and the broader international development community. Profiles of the remarkable mayors that are SDC's partners at project sites across the country; stories of the changes these majors and their staff have instituted to build local governance systems that are more effective, efficient, accountable and transparent; data on the leveraging of Swiss funds achieved by local partner institutions—these are only some of the messages that can and should be communicated through various channels, including both the mainstream and social media, in the official languages of Switzerland. The Swiss aid program in BiH should mobilize its rich knowledge and substantial policy and project achievements, and project these messages and images outward, in real time, as a confident and public thought and practice leader.

- 6) **Re-Focusing on Gender Equality:** From the psychiatrist running a mental health centre in Zenica, to the Minister of Infrastructure in Una-Sana Canton, to the technical team of the RS water agency, to the Deputy Minister of Local Government for RS, SDC projects and their local partners are energized, and often led, by skilled and committed women. Moreover, SDC program managers understand in detail the advantages of greater gender equality. Indeed, by all accounts, in the 2014 Gender Face-to-Face meeting in Bern, the Gender Focal Person for BiH played a strong and productive role among his peers. Notwithstanding all this, however, SDC's approach to gender equality and women's rights in BiH seems to be invisible, ad hoc and of secondary concern. And an equal place for women in BiH society is not yet achieved, to say the least. In the sphere of politics, men occupy most positions of political power, at all levels; the same is true in the business sector. It is not so true in public administration and social services. For Swiss cooperation, though, it is a good time to **re-focus on gender equality** and to intensify efforts to promote it to advance human rights, citizenship, democracy and the distribution of economic and social benefits. This should be done at the project, program and network levels.

In particular, the new MZ project should place special emphasis on the gender dimension. Providing support to organizations at the MZ level that are led, on the basis of equality, by both women and men, is for SDC both an obligation and an opportunity. Indeed gender equality will enhance the effectiveness and resilience of the MZs. It is another window for the Agency's leadership.

- 7) **Linking Local and Global Climate Change, Water, Disaster Risk Reduction, and Governance:** The recent extreme flooding in BiH and Serbia underscores the power and importance—and the stunning costs of disasters—of the **nexus between climate change, water, DRR and governance—locally, regionally and globally**. SDC has all the elements to combine its knowledge and coordinate its action at the local and global levels on this cluster of issues. In fact, finding new and better ways of doing so is becoming urgent. The BiH program should work with other country programs, the Climate and DLGN networks and other SDC actors, including the Humanitarian Division, to aggregate and systematize the best knowledge for DRR, emergency response and local government engagement to prevent and cope with extreme flooding and other water-related natural disasters. This effort should be carried out, in the first instance, for internal SDC programming purposes. But it is also likely a policy area in which SDC could lead globally.
- 8) **Accelerating Economic Development:** Slow economic growth and insufficient job creation are severely limiting the development of BiH, and could threaten social peace. While both SDC (through employment centres and jobs clubs, for example) and SECO (through policy work on the enabling environment, fiscal management, and infrastructure financing), are working in the economic development space, more must be done by Switzerland and other external and local actors to accelerate business expansion and employment growth, especially for young people. And much of this work must move to the local level, specifically through the cantonal development agencies. Here SDC has a special opportunity to build on its local-governance credibility, lessons and partners and providing results-oriented **grants and loans to municipal, regional (in FBiH) and entity-level development agencies¹⁶ to spur business and job growth** in, at first, high-performing municipalities. Building place-based industry clusters, or enhancing those that already exist, should be a key part of this effort. SDC should cooperate with US and EU initiatives in local economic

¹⁶ The intent of this recommendation is to enable financial and technical assistance to be targeted to promising businesses operating in local economies. The regional or SME agencies have uneven capacities and would need to be strengthened and monitored.

development, but at the same time push for interventions by all players that are bigger, faster and of higher impact.

- 9) ***Harnessing the Power of the Diaspora:*** Through its innovative approach to Migration and Development, and after mapping the **BiH diaspora in Switzerland** (estimated to number 60,000), SDC will experiment with support to returning refugees, mobilize professionals to contribute to SDC projects (e.g., nursing training), and generally better understand the development potential of this constituency. There is urgency on this file, too, however. First generation refugees have settled in Switzerland, elsewhere in Europe and North America, but remain attached to their homeland. Yet their children and grandchildren, expectedly, have weaker links to BiH. One of the initiatives that should be put on a fast track is the design and implementation of an investment fund that offers a safe investment product (protecting their principal and guaranteeing a minimum return) to members of the diaspora, and then, in turn, invests in infrastructure, energy, or agriculture enterprises, and venture funds targeting BiH SMEs with growth potential. Such a fund would likely need a grant subsidy for a period of time. It could be designed by pooling the expertise of SDC, SECO and SIFEM.
- 10) ***Resetting the SDC-SECO Relationship:*** A final area for improvement involves the SDC-SECO relationship in BiH. Overall, this relationship works well. There is a clear division of labour and the two organizations are housed and coordinated in the same offices in the Embassy. However, the decision-making processes of SECO (centralized) and SDC (decentralized) are not aligned, and coordinated action sometimes cannot be taken in a timely manner. But even more importantly, the economic development file, which both agencies share, is becoming more central to the future of BiH. Swiss cooperation in Bosnia and Herzegovina must place greater emphasis on this domain. But, in order to do so effectively and efficiently, the **SDC-SECO relationship needs to be reset**. This will no doubt require negotiated commitments by senior management of both SDC and SECO in Bern.

6. Conclusion

The Swiss Agency for Development and Cooperation already is a leading development partner in the field of governance, and especially in local governance, in Bosnia and Herzegovina. Through its long-term commitment, reflective practice and adaptive learning, Swiss cooperation has catalysed important gains on the ground, generated leading-edge methods and tools, and strengthened its credibility in doing so. Now SDC has an opportunity to step up to play a more visible role as thought-leader and practice-leader among other external agencies operating in BiH and beyond. Indeed, in the aftermath of the May floods, SDC's practical, partnered and strategic approach to governance is needed now more than ever. However, if it is to play this new role, SDC will need to elevate its work on several fronts at the same time. By engaging all of Swiss cooperation's organizational instruments and capacities (including country programs, regional networks, global initiatives, humanitarian assistance, and investment), and continuing to work closely with its partners, SDC can successfully achieve this change.

Annex 1: List of Interviewees

Swiss Embassy, Sarajevo

Joseph Guntern, Director, Swiss Cooperation Office, Sarajevo
Regula Bähler, Adviser, Governance (Migration and Development Project), Sarajevo
Alma Zukorlic, Program Officer, Governance and Municipal Services, Sarajevo
Srecko Bajic, Program Officer, Governance and Municipal Services, Banja Luka
Azra Sarenkapa, Program Officer, Constitutional Reform Project, Sarajevo
Maja Zaric, Program Officer, Health/Mental Health Project, Sarajevo
Mersiha Culjevic-Alijagic, Program Officer, Jobs Clubs Project, Sarajevo
Almir Tanovic, Program Officer, SECO

Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Sarajevo

Christophe di Marco, Sector Fund Manager, Open Regional Fund for South East Europe
Modernisation of Municipal Services
Amira Omanovic, Deputy Sector Fund Manager, Open Regional Fund for South East
Europe Modernisation of Municipal Services

Federal Development Programming Institute, Federation of Bosnia and Herzegovina, Sarajevo

Nijaz Avdukic, Assistant Director, Sector for Development Planning
Rijad Kovac, Assistant Director, Sector for Analysis of Economic, Regional and Social
Development
Beco Sarajlija, Secretary-General

Association of Cities and Municipalities, Federation of Bosnia and Herzegovina, Sarajevo

Amer Kupusija, Project Associate

Ministry of Justice, Federation of Bosnia and Herzegovina, Sarajevo

Alma Kobaslija, Expert Advisor

Hydro-Engineering Institute, Sarajevo

Tarik Kupusovic, Director

KfW Development Bank, Sarajevo

Gabriela Huskic, Project Coordinator, Municipal Infrastructure

United Nations Development Program, Sarajevo

Zeljko Blagojevic, Project Manager, Migration and Development
Aida Lakovic Hosoi, Project Manager, Integrated Local Development Project
Marina Dimova, Chief Technical Advisor, Local Governance Programme

Municipality of Zenica

Husejin Smajlovic, Mayor

Muhsin Ibrahimagic, Manager, Zenica Economic Development Agency

Dr. Halima Hadzikpetanovic, Director, Mental Health Centre

Inela Sehic, Occupational Therapist, Mental Health Centre

Gordana Jonjic, Founder, Mental Health Group

Regional Development Agency, Una-Sana Canton, FBiH – Bihac

Haris Komic, Director

Ada Lipovaca, Manager, Strategic Planning Department

GOV-WADE Supervisory Board

Mujesira Sadikovic, Chairperson

Municipality of Bosanska Krupa

Armin Halitović, Mayor,

Esma Hergic, ILDP Coordinator

Nijaz Tatarevic, General Manager, Water Utility Company

Una Consulting, Bihac

Sandi Zulic, Manager,

Sanela Arnautovic, Finance and Administration

Emilija Mazar, Project Assistant,

Renata Salihhodzic, Legal

Marijan Dujmovic, Project Engineer

Ministry of Construction, Urban Planning and Environment, Una-Sana Canton, Bihac

Sinha Kurbegovic, Minister

Mersija Talic, Head, Department for Environment and Utilities

Municipality of Cazin

Nermin Ogresevic, Mayor

Suad Rosic, Advisor to the Mayor

(+ 4)

NGO 'Horizons', Velika Kladusa

Jasna Puric, Program Coordinator

Municipality of Prijedor

Zinaida Hasic, Migrations and Development Project Coordinator

Stanko Markovic, Infrastructure Coordinator (ILDP Contact Person),

Mirjana Ostojic, Head, Local Government PIU

Rajka Zeljelac, Member, PIU

RS Water Management Agency, Una Catchment Area Office, Prijedor

Ljiljana Janjic, Head

Marija Licanin, Senior Associate, Economic & Financial Affairs

RS Ministry for Administration and Local Governance, Banja Luka

Milanka Sopin, Assistant Minister, Local Governance

Economic Development Agency (technical NGO), Banja Luka

Zdravko Miovcic, Director

MDPi Doboj

Snezana Misic-Mihajlovic, frmr. MDP Project Coordinator

Doboj Municipality

Rado Djurdjevic, Advisor to the Mayor

Milenko Micic, frmr President, Trbuk Local Community (MZ)

Doboj South Municipality

Dzavid Alicic, frmr Mayor

Mental Health Project, Sarajevo

Darko Paranos, Project Coordinator

BiH Ministry of Refugees and Displaced Persons

Ruzmira Tihic-Kadric, Assistant Minister

Aisa Telalovic, Senior Associate

Annex 2: Map of Fieldwork Sites



Annex 3: SDC Governance Evaluation Criteria

Criteria Definitions
Relevance and Legitimacy Relevance is defined by the extent to which the objectives of an international development intervention are appropriate to the country, regional, and local context and consistent with country needs and assets, beneficiaries' requirements, and donors' or partners' policies. Legitimacy is the extent to which a political order, institution or actor is regarded as acceptable and satisfactory. Legitimacy is the normal basis of authority. Legitimacy plays out in all spheres and in formal as well as informal institutions. Sources of legitimacy include processes/rules, performance/ outcomes, beliefs/values, and external acceptance. In international development, not only do national actors need to take into account their legitimacy within society, but donors should do so as well by ensuring they do not impose their own agendas, impinge on the local state, simplify local complexities or exclude particular groups or points of view. Coherence and Coordination Coherence refers to the relationship between the international development intervention and other spheres which have a potential effect on the success of that intervention. External coherence focuses on linkages between national and international actors, while internal coherence hones in on linkages between SDC and other Swiss whole-of-government efforts affecting international cooperation. Coordination explores how international cooperation donors and partners relate to one another, with an eye to avoiding duplication, reducing transaction costs for recipients, and promoting joint learning and collaboration. Accountability and Transparency Accountability refers to the control of power within the state and society and society's institutions, as well as the obligation of those holding power to justify their decisions, to reward good performance, and to sanction abuses of power. Mutual accountability implies that international development organizations/partners and national counterparts each have obligations and responsibilities towards one another. Transparency implies that the public should be able to obtain information from the state and social and economic institutions about the rationale and criteria underlying decisions, as well about intentions for implementing a decision, policy or program; and open information about their effects to date. Transparency requires that adequate data collection and information-sharing mechanisms be in place. Ownership, Participation and Non-Discrimination Ownership is about respecting and encouraging partner countries to exercise effective leadership over development priorities and strategies, coordination, institutional development, and actions. Ownership highlights leadership by national governments and partner organizations of development agendas, priorities and strategies, coordination, etc. Participation implies that all segments of the population are engaged with the political, social and development processes that affect them. It implies that mechanisms exist within both society and international development efforts which allow different groups to identify personal needs and interests or to voice opinions which are treated as serious inputs into decision-making processes. Non-Discrimination means that no group should be excluded from power, opportunities or access to resources. Both within countries and within the international development sphere, this requires proactive policies and practices to include marginalized groups with an eye to reduce existing inequalities or discrimination based on wealth, gender, ethnicity, race, region or location.

Criteria Definitions

Outcomes & Sustainability

Outcomes are the behavioral changes produced by a national policy, program, or international development intervention, directly, indirectly, intended or unintended. Outcomes can be positive or negative and can involve policy, socio-cultural, gender, environmental, or institutional effects, among others.

Sustainability is concerned with determining whether the benefits of a national policy, program, or international development intervention are likely to continue over the long-run, after donor funding has been withdrawn. Environmental soundness, resilience and financial self-reliance are all important dimensions of sustainability.

Efficiency

Efficiency is a measure of how economically resources/inputs are converted into both quantitative and qualitative results through a national policy, program or international development intervention. Efficiency implies that a wide range of both financial and human resources are used in optimal fashion.

Value for Money

Value for money (VfM) involves making optimal use of resources to achieve a set of intended outcomes. In development cooperation, VfM can be seen as a way of striking the best balance among economy, efficiency, effectiveness and equity. Value for money cannot be reduced to simply finding the lowest cost way of delivering services. Nor should it be an excuse for risk-aversion, though VfM should certainly be paired with risk management analysis.

Adaptive Learning

For organizations and programs, **adaptive learning** refers to the ability to capture, share, learn from, test and act on information and knowledge throughout the process of implementation. Such adaptive learning may be short-term and operational or it may be longer term and more strategic.

Capacity Development

Capacity development refers to internally- and/or externally-driven processes aimed at strengthening the overall ability of an organization or system to create public value. Core capacities include the ability to engage and commit; carry out technical tasks and deliver services; attract resources and support; adapt and self-renew; and balance diversity and coherence. Organizations and systems with strong capacity can manage greater complexity with more effectiveness over a sustained period of time.

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Table A3-1: Governance Evaluation Analytical Framework: Assessment Matrix

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
RELEVANCE & LEGITIMACY	<i>The Governance program/project is:</i> ✓ Directly pertinent and responds to major governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with many of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Wholly driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by most key development actors.	<i>The Governance program/project is:</i> ✓ Indirectly pertinent and responds to some governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with some of the major governance policies and priorities stated in the government's national development and core governance strategies; ✓ Substantially driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by several key development actors.	<i>The Governance program/project is:</i> ✓ Not pertinent nor does it respond to major governance challenges facing the country, as stated by national development actors; ✓ Not aligned with any of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Not driven by national governance agendas; ✓ SDC is viewed as self-interested, untrustworthy and as having limited value added by some partners.
COHERENCE & COORDINATION	<i>The Governance program/project:</i> ✓ Fully takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ Fully factors in Swiss diplomatic, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment; ✓ Has effective built-in mechanisms to promote synergies between diverse	<i>The Governance program/project:</i> ✓ To some extent takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ To some extent factors in Swiss diplomatic, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment; ✓ Has some good built-in mechanisms to promote synergies between diverse	<i>The Governance program/project:</i> ✓ Does not take account of national / local factors other than those related to cooperation into analysis, planning, risk mitigation and program adjustment processes; ✓ Does not factor in Swiss interests other than those related to cooperation into analysis, planning, risk mitigation and program adjustment; ✓ Has few or weak built-in mechanisms to promote synergies between diverse

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	national / local government, civil society, and private sector development actors ✓ Has built-in mechanisms to forge synergies between diverse Swiss and international cooperation actors.	national / local, civil society and private sector development actors; ✓ Has some useful but <i>ad hoc</i> or sporadic mechanisms to forge synergies between diverse Swiss and international cooperation actors.	national / local, civil society and private sector development actors; ✓ Has very few or rather weak mechanisms to forge synergies between diverse Swiss and international cooperation actors.
ACCOUNTABILITY and TRANSPARENCY	<i>The Governance program/project:</i> ✓ Is regularly validated and adjusted based on consultations and mutual agreements or suggestions from national/local counterparts; ✓ Systematically, openly and broadly shares performance information with national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Systematically and openly shares performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.	<i>The Governance program/project:</i> ✓ Is validated or adjusted at least once a year during consultations and mutual agreements with national / local counterparts; ✓ In increasingly sharing more information with a growing range of national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Is increasingly sharing more performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.	<i>The Governance program/project:</i> ✓ Is experiencing tensions with major national / local counterparts and/or negotiations are held only for a new Country Strategy; ✓ Only sporadically shares select information with a few select national/local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Sporadically shares performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.
OWNERSHIP, PARTICIPATION and NON-DISCRIMINATION	<i>The Governance program/project:</i> ✓ Is co-designed between SDC and national / local counterparts from its inception; ✓ Channels a significant amount of	<i>The Governance program/project:</i> ✓ Is supported by consultation between SDC and national / local counterparts at some point during its planning; ✓ Channels at least some funds through	<i>The Governance program/project:</i> ✓ Is not supported by consultation between SDC and national / local counterparts before it begins implementation;

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	funds through existing national/local systems; ✓ Is implemented by and builds the capacity of existing national/local institutions and staff; ✓ Systematically promotes and directly incorporates participation of government, civil society and the private sector actors in planning, implementation, M&E and learning processes; ✓ Systematically consults the needs and incorporates the views and recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.	existing national/local systems; ✓ Builds the capacity of existing national/local institutions and staff even if not implemented by them; ✓ Promotes participation but does not directly incorporate the participation of all three – government, civil society and the private sector – actors or, treats such actors mainly as “project implementors”; ✓ Assesses the needs but does not incorporate the views or recommendations of beneficiaries, including vulnerable groups, such as the very poor, women, youth and indigenous persons, albeit in an <i>ad hoc</i> or sporadic manner.	✓ Does not channel funds through existing national / local systems; ✓ Neither builds the capacity of existing national / local institutions or staff, nor is implemented by them; ✓ Promotes participation in principle (i.e., in its stated objectives or public communications) but does not put participatory approaches directly into practices; ✓ Does not genuinely consult nor take into account the views / recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.
OUTCOMES and SUSTAINABILITY	<i>The Governance program/project:</i> ✓ Has achieved all or most of its intended medium-term outcomes; ✓ Has achieved significant positive, unintended outcomes; ✓ Has responded to, and mitigated in a timely fashion, any negative, unintended outcomes; ✓ Has worked with stakeholders to mobilize sufficient support and resources to sustain its main outcomes over the next ten years.	<i>The Governance program/project:</i> ✓ Has achieved some of its intended medium-term outcomes; ✓ Has achieved some significant positive, unintended outcomes; ✓ Has generally or partially mitigated any negative, unintended outcomes; ✓ Has mobilized some of the support and resources necessary to sustain its main outcomes over the next five to ten years.	<i>The Governance program/project:</i> ✓ Has achieved few, or none, of its intended medium-term outcomes; ✓ Has achieved no significant positive, unintended outcomes; ✓ Has failed to mitigate any negative, unintended outcomes; ✓ Has not been able to ensure the ongoing sustainability of its main outcomes in the years ahead.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
EFFICIENCY	<i>The Governance program/project:</i> ✓ Always uses both financial and human resources in optimal fashion to achieve meaningful results; ✓ The costs of the project are always appropriate to the results achieved; ✓ Always finds ways of achieving cost efficiencies.	<i>The Governance program/project:</i> ✓ Frequently or sometimes uses both financial and human resources in optimal fashion to produce meaningful results; ✓ The costs of the project are usually proportionate to the results achieved; ✓ Often or sometimes achieves cost-savings or efficiencies.	<i>The Governance program/project:</i> ✓ Rarely or never uses financial and human resources in an optimal way ✓ The costs of the project are almost always excessive relative to the results achieved; ✓ Rarely, if ever, achieves visible cost savings or efficiencies.
ADAPTIVE LEARNING	<i>The Governance program/project:</i> ✓ Systematically shares, validates, and adapts its governance theory/ies of change, core assumptions and lessons learned; ✓ Systematically monitors, evaluates, disseminates and communicates both expected and unexpected governance results, best practices and challenges; ✓ Openly identifies problems and takes corrective measures in a timely and constructive manner. ✓ Systematically and actively fosters individual learning and collective knowledge-sharing and learning opportunities among staff and among partners.	<i>The Governance program/project:</i> ✓ Develops and shares its governance theory/ies of change, core assumptions and lessons learned, but does not adapt these to changing circumstances; ✓ Makes genuine efforts to monitor, evaluate, disseminate and communicate governance results but either is having technical difficulties doing so or, is particularly reluctant to disclose unexpected results and challenges; ✓ Openly identifies problems but has difficulties translating these into corrective measures; ✓ Is better at fostering individual learning opportunities than encouraging collective knowledge-sharing opportunities among staff and partners or, offers such opportunities mainly in an <i>ad hoc</i> or responsive manner rather than doing so proactively.	<i>The Governance program/project:</i> ✓ Does not make its theory/ies of change, core assumptions and lessons learned explicit nor public; ✓ Mainly monitors outputs and inputs for the internal use of SDC; ✓ Operates within an organizational culture where problem-identification is avoided; ✓ Mainly supports one-off individual learning opportunities but rarely dispenses time or money for ongoing individual learning or collective knowledge-sharing opportunities among staff and partners.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
CAPACITY DEVELOPMENT	<i>The Governance program/project:</i> ✓ Has permanently embedded a well-funded capacity development function; ✓ Has significantly strengthened the core capacities of most of its delivery agents and partners; ✓ Makes full, and continuous use of both internal and external processes for capacity development.	<i>The Governance program/project:</i> ✓ Makes genuine, regular efforts to support and fund the capacity development function; ✓ Has significantly strengthened some of the core capacities of some of its delivery agents and partners; ✓ Makes some use of both internal and external capacity development processes.	<i>The Governance program/project:</i> ✓ Does not place a priority on capacity development or fund it adequately; ✓ Has not significantly strengthened the core capacities of its delivery agents and grantees, but has sometimes helped to develop some other capacities among its key stakeholders; ✓ Occasionally uses either internal or external capacity development processes.

Glossary of Definitions:
Sources: OECD/DAC, Glossary of Key Terms in Evaluation and Results-Based Management. OECD/DAC. Paris, France 2002; OECD/DAC, Paris Declaration on Aid Effectiveness. OECD/DAC. Paris, France, 2005.

Annex 4: Interview Protocol

Case Study Questions for Governance Programming and Mainstreaming Evaluation

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
I. Re: Governance Approach Logic & Program Design		Legitimacy / Interests Alignment Mutual Accountability Value Added Relevance Coherence
1a. TWE are Swiss development cooperation governance efforts anchored in national government development objectives and priorities?		
b. Please explain		
2a. TWE did Swiss development cooperation consult on its 2013-2016 Country Strategy and governance objectives with the Government?		
b. Please elaborate.		
3a. What are SDC's core governance objectives/priorities in Bolivia/Mozambique/BiH?		Ownership Transparency Participation Non-Discrimination Partnership Coordination
b. What is SDC trying to achieve through its governance work in Bolivia/Mozambique/BiH?		
c. What is Switzerland's unique value added or comparative advantage in governance in Bolivia/Mozambique/ BiH? (Please give examples of evidence of this contribution)		
4a. TWE are Swiss governance cooperation objectives/priorities relevant? Is SDC working in the appropriate areas?		
b. TWE are Swiss governance objectives/priorities reasonable? Realistic?		
c. TWA are Swiss cooperation, diplomacy and commercial objectives complementary?		
II. Program Planning & Implementation Processes		Ownership Transparency Participation Non-Discrimination Partnership Coordination
5a. TWE does the Swiss approach to governance build national institutional or individual capacities?		
b. Please explain; give examples.		
6a. TWE does the Swiss approach to governance use national systems?		
7a. TWE does SDC regularly consult and involve the Government at either the national or local levels?		
b. How so? (e.g., Does SDC do joint planning or M&E or share lessons learned with the Govt?)		

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
8. Which other stakeholders does SDC encourage to participate in its governance work? - International executing agencies? - Local civil society or private sector actors? - Beneficiaries? Including poor communities? Women? Youth? Indigenous peoples?		
9a. TWE does SDC contribute to broader donor coordination and policy dialogue efforts? b. Please elaborate; give examples.		
III. Program Performance & Results		Effectiveness Efficiency Sustainability
10a. Can you give examples of significant SDC achievements in governance programming? b. What factors made these examples successful?		
11a. Can you give examples of effective governance mainstreaming in other sectors? b. What factors made mainstreaming governance successful in these cases? c. TWE do you have the guidance and tools you need to mainstream governance?		
12a. Do you know of examples where successful local initiatives/pilots have been scaled up to the broader institutional or policy level? b. What factors made this scaling up successful? c. Do you know of examples in which national SDC governance work was effectively linked into SDC's global programs?		
13a. TWE is SDC's governance programming efficient in its use of human and financial resources? b. Please explain.		
14a. Can you give examples of completed SDC governance initiatives that have been taken over by the government or other national development actors? b. Do such initiatives continue to exist? TWE are they financially self-reliant?		

Generic Case Study Protocol		
Questions	TWE: To what extent	Link to Analytical Framework
IV. M&E, Learning & Knowledge Sharing		Reporting Results Learning Knowledge-Sharing
15. How effective is SDC at measuring and communicating results? Can you give examples?		
16a. Do you know of cases where SDC governance efforts did not succeed as planned?		
b. Were these experiences shared? Used to inform future programming? c. How does SDC approach knowledge-sharing and long-term learning in its governance work?		

Targeted Case Study Questions for Specific Respondents

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
I. National & Local Government		Legitimacy / Interests Relevance Coherence Ownership Mutual Accountability Partnership
Q1. What are your government's main achievements in the area of national/local governance?		
Q2a How has SDC contributed to such achievements?		
b. Is SDC working in the right governance areas and in the right kinds of ways?		
c. Can you cite specific examples where SDC innovations/success stories were scaled up or replicated?		
d. Have you been an informed and active participant in SDC's work in your country/regions/Department?		
Q3. Are there things that donors such as SDC are not well equipped to do or should not be doing? Why not?		
Q4a. What are Switzerland's main interests in your country/region/Department?		
b. Based on your experience, do different Swiss interests compete with one another?		
Q5. How does Swiss cooperation compare to that of other donors? How are the Swiss different?		
Q6a. What are the main governance challenges in your country/region/Department?		
b. How can donors such as SDC improve order to better support you in meeting your challenges?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
II. Project Beneficiaries		Relevance Participation & Non-Discrimination Effectiveness Sustainability
Q1. Have the current government reforms, policies and programs improved your well-being? How so?		
Q2. In your view, have donors like SDC contributed to recent governance improvements? How so?		
Q3. In your view, is SDC working in the right areas?		
Q4a. In your view, are SDC-supported programs having positive and long-lasting results? b. Were there unexpected results? c. Are SDC programs taking into account your needs? Those of the poor? Indigenous People? Women? Youth?		
Q5. What other development groups (national or international) helped you?		
III. Executing Agencies & Partners		Relevance Effectiveness Efficiency Results Reporting & Learning Sustainability
Q1a. What have been the main achievements of the SDC-supported programs you work with? b. How did SDC contribute to these results? c. Have there been unexpected results? d. Have there been results that have been scaled up? Replicated? Taken over by government or local actors?		
Q2a. In your view, is SDC strategic in the way it works? b. Is SDC working on the right issues? Regions? With the right partners? How so?		
Q3. In your view, is SDC effective at making the right linkages in its work? E.g., Between donors? Between sectors? Between partners? Between the local, national and global levels?		
Q4. In your view, does SDC work efficiently? E.g., in terms of transactions, overhead, human resource costs?		
Q5. Does SDC invest sufficiently in gathering and learning from results?		
Q6. In your view, is SDC effective at working with the Government and influencing relevant policies?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
IV. Fellow Donors		Relevance Coherence Harmonization Mutual Accountability Coordination Effectiveness
Q1a. In which areas of governance have you seen the greatest progress in recent years? b. Have donors such as SDC made contributions in these areas?		
Q2a. Which governance areas do you believe will open up new working opportunities for donors in the future? b. Are donors such as SDC well-positioned to take advantage of these future opportunities? In what ways?		
Q3a. What progress has been made by the donor community in aid effectiveness in the country? For example, in terms of alignment or harmonization with national systems? In terms of donor coordination/collaboration? b. Has Switzerland made important contributions in any of these areas? Which ones? (Give examples)		
Q4a. In your view, what is Switzerland best known for? What is its comparative advantage? b. TWE has SDC been effective at influencing national policies or reforms? If so, in what areas?		
Q5a. Do donors’ diverse political, commercial and development objectives sometimes compete with one another? b. When tensions (i.e., policy incoherence) do arise, how can donors best deal with them?		
Q6a. What are the main challenges facing the international community in the country today? b. In your view, TWE are donors such as Switzerland well equipped to deal with such challenges?		
V. Swiss Embassy		Legitimacy/Interests Relevance Coherence Mutual Accountability Efficiency
Q1. What, in your view, are Switzerland’s main interests in the country?		
Q2a. Do Swiss foreign policy priorities (as per 2013 “Dispatch”) complement host Government objectives?		
Q3. What are Switzerland's major contributions and main legacy in the country?		
Q4. Do Switzerland’s diplomatic, commercial and development interests sometimes compete with one another? If so, how does the Swiss Embassy deal with such issues?		
Q5. How concretely is the “Integrated Embassy” approach helping missions with policy coherence and efficiency?		
Q6. What is Switzerland's main challenge in the country? TWE is the Embassy equipped to deal with this challenge?		

Questions For Specific Respondents		
Questions	TWE = To what extent	Link to Analytical Framework
VI. SDC Field Staff		Coherence Mutual Accountability Efficiency Results Reporting & Learning
Q1.	Do Swiss foreign policy priorities (as per the 2013 "Dispatch") complement host Government objectives?	
Q2.	Do Switzerland's diplomatic, commercial and development interests sometimes compete with one another? If so, how does the Swiss Embassy deal with such issues?	
Q3.	What are Switzerland's major contributions and main legacy in the country?	
Q4.	TWE does SDC work efficiently? E.g., in terms of transactions, overhead, human resource costs?	
Q5.	TWE does SDC invest sufficiently in gathering and learning from results?	
Q6.	What is SDC's main challenge in the country? TWE is the office equipped to deal with this challenge?	

Annex 5: Methodological Note

The research agenda for the Bosnia and Herzegovina case study was largely determined by the mandate of the broader Governance Evaluation. As such, the case studies were intended to highlight governance programming and mainstreaming results, to help learn from governance experience in dealing with difficulties, to render accountability for governance results, and to contribute to future strategic orientations for SDC's governance work. The overall mandate for the Governance Evaluation specified that the case studies would not generate primary data but would instead rely mainly on existing (secondary) data. In this way, the case studies would contribute field-based evidence to the wider evaluation. Accordingly, the case study evaluation teams would use existing evaluations as key sources of secondary data, while interviews with program stakeholders would be the principal sources of primary data. In particular, the case study exercise required a sample of projects and programs which:

- Offered a window on the essentials of SDC-BiH's governance programming in local governance and municipal services;
- Provided access to project stakeholders in key geographic areas in northeast (Doboj region), north (Banja Luka and Prijedor) and northwest (Una Sana Canton) in Bosnia and Herzegovina;
- Constituted substantial interventions, with multiple phases over time;
- Had a reasonably complete documentary record; and
- Did not require complicated and/or expensive logistical arrangements.

The content covered by the case study research was shaped by the **eight assessment criteria** common to the Governance Evaluation as a whole. The evaluation team for the larger evaluation had generated a generic template of questions related to each criterion which was used by the case study team.

In terms of **data collection methods**, document review, key-person interviews with individuals and teams, site visits and observations, and Core Learning Group meetings were all employed.

Limitations of the research process included the following:

- Due to budget and time constraints, the evaluation team for the BiH case study could devote only one week to visiting field sites across the country; and
- While interviews and consultations were held with about 60 key persons in BiH, there was not time to interact with representatives of certain ministries, donors and NGOs.

To moderate these limitations, the evaluation team collected and reviewed an extensive list of documents in both hard-copy and electronic form. These materials related mainly to SDC policies, programs, and projects, but also those of government ministries and other donors.

In addition, in April 2014, a briefing meeting was held with the **Core Learning Group** for the BiH case study evaluation at the beginning of the fieldwork process. At the conclusion of that fieldwork, a debriefing meeting was held with the CLG to present and discuss the evaluation team's preliminary findings. In June 2014, a videoconference meeting was held with the CLG to exchange views on an earlier draft of this report. Additional feedback was obtained from CLG members via mail exchanges. Through these interactions, the CLG was not only a valuable source of advice and assistance, it also generated new data for the evaluators.

Annex 6: Program and Project Assessment Tools

Country Level Assessment Tool		
Country: Bosnia and Herzegovina (BiH)		
2013-2016 Country strategy development objective: Switzerland contributes to the transition of BiH towards a socially inclusive market economy and a decentralised democratic political system, with the longer-term perspective of European integration.		
2013-2016 CS pillars/sectors: - Local Governance and Municipal Services - Employment and Economy - Health - Migration and Development	Governance programming budget in BiH CS: CHF 30 M for LGMS (19 SDC, 11 M SECO), plus estimated CHF 7 M for cross-cutting governance) (54% of overall budget)	Overall SDC budget in BiH CS CHF 69 M for 2013-2016, of which CHF 50 M by SDC and CHF 19 M by SECO
Overall CS governance approach, including mainstreaming: If planning and management capacities at the level of municipalities are strengthened, citizens are supported to be proactive in local government, and the relevant policy environments are enhanced, then key administrative, fiscal, and policy systems are further sustained, (economic) development in municipalities is enhanced and citizens are enabled to play a proactive role in local institutions and politics more generally. In turn, these outcomes contribute to the transition of BiH to an inclusive market economy, a decentralized democracy, and a candidate for integration into the EU.		
Major governance initiatives: Emergency activities to work through Integrated Local Development Planning Project (BiH-wide) to support recovery from extreme flooding in May 2014; cross-cutting: Migration and Development; Mental Health, Employment/Jobs Clubs; new projects at MZ level in Doboj region and on environment and economy in northwest and north; innovations and partnerships by municipal planning (MDP) and water (GOV WADE, Infrastructure) projects in earlier program periods.		Alignment with major governance strategies: BiH Country Development Strategy 2010 -2014 RS Strategy for Local Self-Governance 2009 – 2015
Geographic focus: BiH-wide across both entities; strong partnerships in northwest, north and northeast from earlier projects.	Target beneficiaries: Mayors, municipal professional staff, public utilities managers, local consultants, citizens, cantonal government officials, Association of Cities and Municipalities' staff, officials of entity and state ministries, MZ leaders, mental health teams, public employment services teams.	
Implementation mechanisms used: Consulting firms, NGOs, multilaterals (e.g., UNDP); Humanitarian Department (flooding).	Other Swiss channels/donors: SECO, FOM, Political Affairs	
Evaluation matrix criteria:	Rationale for rating:	Rating
Legitimacy and Relevance	Program closely matches priorities of state and entity level policies. Swiss Cooperation is highly regarded for its continuity, practical results and policy dialogue.	Good to excellent
Ownership/ Participation/ Non-discrimination	Program is based on these principles. Strong and consistent engagement with all entity groups, and good cross-entity cooperation facilitated. Gender equality is mainstreamed unevenly, though some gains.	Excellent
Accountability & Transparency	Program is based on these principles. Good use of municipal budget system and requirement to demonstrate matching funds contribution. Higher levels of government more opaque. Regular M&E of interventions.	Good to excellent
Efficiency	Productive incubation and use of local consulting firms to implement later phases of projects. Support to municipalities to attract downstream infrastructure and other investments from external donors and investors.	Good

Country Level Assessment Tool		
Capacity Development	In multi-phase, well-resourced local governance projects, verifiable gains in strategic planning, job classifications, attraction of downstream investments, local professional expertise, horizontal linkages through networks and policy initiatives.	Good to excellent
Outcomes & Sustainability	Important outcomes too often buried in reporting on outputs and activities. Permanent local professional capacity built in project areas. Local political rotation, and national-level elite capture, political gridlock and high unemployment undermine sustainability.	Satisfactory to good
Coherence & Coordination	Program is internally coherent and well-coordinated across projects and with other donors. Improved coordination with SECO, but more work to do there.	Good to excellent
Adaptive Learning	Adaptive learning is most evident across phases within projects and in local alliances across projects. Good scaling up from local to regional networks on water and on governance. There is a need for greater systematization of knowledge and tools.	Good
		Overall rating: Very good

Project Level Measurement Tool		
Program/project title: Municipal Development Project		
Pillar/sector: Rule and Law and Democratization	Alignment with national development plan and governance strategies: - Public Administration Reform Strategy - BiH Strategy for Development of Local Self-Governance - RS Strategy for Development of Local Self-Governance	
Geographic focus: Doboj region	Target beneficiaries: Eight Doboj region municipalities from both BiH entities, civil sector organization, citizens, as well as cantonal, entity and state authorities	
Executing entity: MDP Initiatives, Doboj	Budget: EUR 9 million	Timeline: 2001-2011
Implementation mechanism: International and local consultants	Swiss Consultants: MDPi in conjunction with Swiss advisors	Key international and local partners: Open Society Fund Bosnia and Herzegovina
Development objective: The municipalities in the Doboj region lead their development processes in accordance with the principles of good governance and continuously upgrade the standard of living of all their citizens in the frame of BiH's progression towards EU accession. Outcomes: 1. Municipalities implemented local governance and development strategies and action plans with positive impacts on local democracy, citizens-oriented service provision and local economic development. 2. Municipalities should be enabled to take advantage of available EU funds in their short/mid – term municipal development and action plans and strengthen inter – municipal cooperation as well as Public – Private partnerships in service provision. 3. Capacities of women, youth, marginalized and vulnerable groups were strengthened and they actively participate in local planning and decision making. 4. Municipal policies were created and implemented on the concept of multi-sector partnership, taking into account the needs and priorities of citizens. 5. MDPi actively documented and shared MDP relevant experiences (results, tools and methods) and exploited opportunities for policy dialogue with various partners at different levels to promote good local governance.		

Project Level Measurement Tool		
6. MDPi developed additional capacities to position itself in the local service market and successfully entered the market.		
Theory of change and assumptions: Building the capacities of mayors, municipal administrations, planning and citizen engagement will lead to better governance and improved local standard of living—and would facilitate vertical policy and systems change. Commitment to facilitating cross-entity cooperation. Implicit assumptions that gains would prevail across election cycles and that good governance would improve job creation.		
Major results achieved: • LED strategies adopted in four municipalities. • Municipal bodies for implementation of development strategies were established. • Zoning/spatial plans adopted in six municipalities. • Communications and human resource management strategies adopted in six municipalities. • Expanded understanding of the relevance of strategic planning for the working habits of administrative employees. Staff skills strengthened by the 'learning by doing' approach. Improved communication between departments. • Inter-municipal initiatives focused on specific projects, often between pairs of municipalities. • MDP provided municipal staff with useful tools and ensured on-the-job learning. • Municipalities use public hearings more regularly, especially for topics of citizens' interest, like the spatial planning, budget, etc. • The number of local NGOs increased. • In Doboju Jug, MZ action plans were integrated in the municipal development strategy (supported through ILDP). Priority projects became the part of development strategy and the capital investments plan of the municipality. • Helped to incubate a local consulting firm. • Experimentation with the use of participatory video to profile project stakeholders.		Major challenges: • Sustainability of the project activities and outcomes has been brought into question after the end of the project. • Inter-municipal initiatives remained relatively infrequent (however, the entity level officials (RS) indicated support for such cooperation). • Retaining of trained staff was uneven after the end of the project. • Lack of motivation for policy-makers to continue to promote citizen participation has become evident after the closure of MDP.
Evaluation matrix criteria:	Rationale for rating:	Rating:
Legitimacy and Relevance	MDP emerged to enhance the ability of local governments to serve their citizens, including through promotion of LED and participation in EU projects and was accepted as such.	Good
Ownership/ participation/non-discrimination	In the course of the project, participating municipalities and their citizens were committed and engaged.	Good to excellent
Accountability & transparency	MDP greatly expanded transparency of municipal work through strengthening the participation mechanisms. In addition, MDP utilized a combination of digital and traditional media to communicate the project's messages and results.	Excellent
Efficiency	The available funding has been successfully spread among the great number of beneficiaries, including on the MZ level. Good use of local consultants (MDPi).	Good to excellent
Capacity Development	The MDP has not only built individual and institutional capacities at the municipal level, but has also done so at the community level below the municipality. The project has also helped strengthen the associations of cities and municipalities for the federation and RS. Capacity development at the municipal level has been enhanced by responsible and innovative mayors and councils that have managed to govern for extended	Very Good

Project Level Measurement Tool		
	periods of time.	
Outcomes & sustainability	Certain outcomes have been derailed or rolled back since the termination of the project. At the same time, ILDP has injected new energy and resources to resume the pursuit of key outcomes.	Satisfactory
Coherence & coordination	The project extensively strengthened the capacities for inter-municipal coordination, as well as the mechanisms for citizen participation; unclear about synergies with Swiss development and private-sector actors.	Good
Adaptive learning	The MDPI team was successful in facilitating inter-municipal cooperation and partnerships; MDP's also demonstrated innovation in using participatory video to inform and engage citizens.	Good to excellent
		Overall rating: Very good

Project Level Measurement Tool		
Program/project title: Governance Project in Municipal Water and Environmental Development (GOV-WADE)		
Pillar/sector: Basic Infrastructure (2009-12); Local governance and municipal services (2013-16)	Alignment with national development plan and governance strategies: • BiH Country Development Strategy 2008-2013 • RS Strategy for Local Self-Governance 2009-2015 • National Environmental Action Plan (NEAP) • FBiH Water Management Strategy 2010-2022 • RS Water Sector Action Plan 2007-2016	
Geographic focus: Five Una-Sana Canton municipalities and four RS municipalities in the Una River catchment area (+ Drvar Municipality in Canton 10)	Target beneficiaries: Municipalities, their water utility companies, environmental NGOs, municipal administrations, entity, cantonal and state authorities.	
Executing entity: The project was implemented primarily by the communities themselves with the support of the Una Consulting, Bihac (with support of SKAT, St. Gallen)	Budget: EUR 8.5 million	Timeline: 2006-2013
Implementation mechanism: Local and international consultants	Other Swiss channels/donors: n/a	Key international and local partners: Slovenia, EUR 50,000 Una-Sana Canton and Una River basin municipalities
Development objective and outcomes: Capacity building of local authorities and civil society for sustainable management of water resources. Advocacy for more effective legal framework in the water and environmental sectors at the cantonal, entity and national levels. Selected main communities have created replication models in the water and environmental sectors. Through continuous strengthening their capacities, they have increased the quality of services and contributed to the integration at higher levels of government.		
Theory of change and assumptions: Capacity building of municipalities and public utilities in strategic planning in water, waste and the environment, and general organizational change and job reclassification, and improved management of water utilities, can strengthen local governance and citizen participation and push policy change vertically to the cantonal and entity levels. Incubation of local consulting capacity contributes to sustainability.		
Major results achieved: • Six core municipalities practice annual planning cycles in the WES sector, followed by infrastructural and institutional investments for improved and extended delivery of services.		Major challenges: • Inter-entity tensions continuously limited the ability of local-level counterparts to

Project Level Measurement Tool		
• Inter-entity and inter-municipal cooperation enhanced through the Una River Basin Platform. • The AquaSan network, established in 2010, holds regular quarterly meetings or workshops. The professionals from the major WES sector institutions enhance their professional skills and discuss the financing and implementation of municipal infrastructure projects. • The project supported the participatory process of the legislative drafting. As a result, the cantonal Law on Water, Law on Communal Affairs and Law on Solid Waste Management were adopted in the Una-Sana Canton. • The network of environmental NGOs supported the project by awareness-raising among the population of 240,000 people. Several small environmental projects implemented. • The Implementing Partner developed into a respectable consulting company, a high-capacity centre for water and environment management.		meet their obligations, but this was overcome by commitment and dedication by local leaders. Widespread absence of strategic vision and understanding of real needs in the WES sector continues to be coupled with blurred responsibilities between the local and higher-level authorities (which was also evident during the recent catastrophic floods in the region).
Evaluation matrix criteria:	Rationale for rating:	Rating:
Legitimacy and Relevance	GOV-WADE addressed essential infrastructural issues in the target municipalities and mobilized local communities and leaders to embrace new approaches and techniques of governance in the WES sector	Excellent
Ownership/ participation/n-d	The project was developed jointly with the beneficiaries and implemented through their institutional mechanisms.	Good to excellent
Accountability & transparency	Reporting and consultations were conducted on the regular basis; information is successfully disseminated to the stakeholders and the population in the project area. The project and its results could be better known on the national level.	Satisfactory to good
Efficiency	The Swiss Embassy staff's close monitoring and involvement ensured significant results in 10 municipalities over more than seven years of the project. Additional municipalities were included as appropriate, but the focus on sustainability and performance was highlighted with the selection of six top-performing municipalities for the last stage of the project. Attraction of significant local and external grant and loan funds for municipal infrastructure.	Excellent
Capacity Development	The GOV-WADE project works through municipal governments and utilities which have been the chief locus for capacity development, including training on water and waste management services. GOV-WADE has also strengthened institutional capacities above the municipality at the cantonal and ministerial levels.	Excellent
Outcomes & sustainability	GOV-WADE has exceeded the number of municipalities originally covered and facilitated emergence of the Una Consulting and Aquasan water network. Its core municipalities continue to act as disseminators of the know-how and approaches imparted by the project.	Excellent

Project Level Measurement Tool		
Coherence & coordination	The project helped strengthen and develop the horizontal and vertical mechanisms of coordination and cooperation between recipient local governments and other stakeholders; other Swiss development and private-sector actors successfully participated in the implementation of project activities.	Good to excellent
Adaptive learning	The Swiss Embassy and its partners demonstrated an impressive ability to address implementation problems swiftly and appropriately; learning and knowledge-sharing were successfully channeled through Una Consulting and have been institutionalized in the Aquasan network.	Excellent
		Overall rating: Excellent

Project Level Measurement Tool		
Program/project title: Integrated Local Development Project		
Pillar/sector: Governance and Rule of Law (2009-2012); Local Governance and Municipal Services (2013-2016)	Alignment with national development plan and governance strategies: - BiH Country Development Strategy 2010 – 2014; - RS Strategy for Local Self-Governance 2009 – 2015.	
Geographic focus: Bosnia and Herzegovina (nation-wide)	Target beneficiaries: Originally 24 municipalities in both BiH entities; subsequently a total of 43 municipalities	
Executing entity: UNDP	Budget: US\$ 6.4 million	Timeline: 2007-2015
Implementation mechanism: International and local consultants	Other Swiss channels/donors: n/a	Key international and local partners: BiH Ministry for Human Rights and Refugees, FBiH Ministry of Justice, RS Ministry for Administration and Local Self-Government, both entity Associations of Municipalities and Cities
Development objective and outcomes: To provide support to further consolidation of the local strategic planning system in BiH Outcome: by 2015, the local strategic planning system in BiH shall be vertically integrated within higher government planning frameworks, horizontally up-scaled country-wide, and capacity of local governments and their socio-economic partners will be strengthened.		
Theory of change & assumptions:		
Major results achieved: - In 2009, a blueprint for local development planning - the Methodology for Integrated Local Development Planning in Bosnia and Herzegovina (MiPRO) was adopted by both Entity governments, thus enabling the country-wide systematic preparation of local strategies in accordance with EU principles. - Nearly 30% of local governments have created development strategies encompassing social, economic and environmental aspects, aligned with the strategies of the higher levels of government, municipal budgets and spatial plans. 23 projects amounting to nearly USD 1.4 million were implemented in 2011, contributing directly to the implementation of local strategies and improving the quality of life for the citizens. 112 training courses on local development planning and management and municipal service delivery were offered to nearly 1,600 representatives from 40 local governments and		Major challenges: - Political climate in BiH continues to be tense and dominated by nationalistic rhetoric. - Complex and dysfunctional administrative system in BiH. - Political capture of funds allocated to local governments within the public development fund to be set by the project. - Low level of citizens' trust in local governments, and low level of public engagement. - Resistance of public servants toward changes encouraged by the project. - High local government staff turnover, particularly in a post-election period.

Project Level Measurement Tool		
their communities. 40 Local Community Partnerships were established to ensure community-led development planning and implementation of local priorities, with a total outreach to more than 3,000 citizens.	Intensity of procurement activities within the project creates risks in terms of delays and lack of quality service providers to deliver services.	
Evaluation matrix criteria:	Rationale for rating:	Rating:
Legitimacy and Relevance	Directly aligned with the country's needs in the domain of regional/local development in the context of EU integration processes.	Good to excellent
Ownership/ participation/n-d	ILDLP emerged from previous Swiss cooperation on local government and planning issues and continues to involve beneficiaries and stakeholders regularly.	Good to excellent
Accountability & transparency	UNDP promotes the project actively to beneficiaries and partners, as well as within the donor community, but it is unclear whether more can be done to reach the general population in target municipalities.	Good
Efficiency	ILDLP has been effective in managing its resources across a large number of institutional beneficiaries.	Good
Outcomes & sustainability	The project has created the critical mass to put pressure for creation of enabling policies and frameworks for local development on the higher levels of government; still the reform results are still fragile and may require some form of support after 2015.	Good
Capacity Development	ILDLP has built local governance capacity and supported the development of tools and training on municipal planning in an integrated fashion including skills development in areas such as financial management and revenue generation. It has also contributed to a clearer division of labour within the municipal organizational system and promoted interethnic cooperation at the local level.	Very Good
Coherence & coordination	Effectively involves other stakeholders on the local government level, civil society, as well as other international donors.	Good
Adaptive learning	Best demonstrated in expansion of the model horizontally across BiH, and vertically, to the cantonal level.	Good to excellent
		Overall rating: Very good

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Management Response

(Embassy Learning Group, final version, October 10, 2014)

Evaluation of SDC's Governance Programming and Mainstreaming Case Study of Bosnia and Herzegovina (Ottawa, August 2014)

Date: October 15, 2014
For: Evaluation and Corporate Controlling Division (BSL)
From: Embassy Learning Group (GUJ, ZAL, BAJSR, TANAL, BBG)
Copy: GUJ, GUS, ZAL, BAJSR, TANAL, BBG

General appreciation

The Learning Group of the Swiss Embassy in Sarajevo/BiH has read with attention and interest the report on the case study of Bosnia and Herzegovina, undertaken in the frame of the independent Evaluation of SDC's Governance Programming and Mainstreaming. The Embassy Learning Group has been involved in the preparation and elaboration of the report at various stages: through preparation of relevant documentation and information on set up and content of the domain and related projects and on partners' contacts, through interviews, and finally two discussions with the evaluators: the briefing session on April 24, in the Swiss Embassy in Sarajevo, before the evaluators went to the field, and a video conference on June 17. The briefing session served to exchange on the first assessments made by the evaluators based on document study and interviews with Local Governance team members of the Embassy. During the video conference, findings and recommendations were presented, discussed and partly adjusted and/or deepened. At this moment already, the Learning Group of the Embassy mostly agreed with the proposed areas for improvement. Several follow up discussions have also taken place; a member of the local Learning Group participated at the Agreement at Completion Point Workshop in Switzerland, on September 17-18.

The Embassy Learning Group would like to thank the evaluators for the thorough work. The comprehensive report gives a good and clear overview of the achievements and work in progress in SDC's Local Governance and Municipal Services Domain in BiH. The text is easy to read and understand. The well-argued recognition of the past results and the presentation of the lessons to be learned from the rich BiH experience are particularly appreciated. The specificities of the context are adequately described and taken into account. The proposed areas for improvement are logical and quite evident. Nevertheless most of them will need further clarification to become operational.

Specific comments

Chap. 3.0

Governance Programming: Program Logic, Expected Results and Performance

The Theory of Change (Fig. 2) represents well the ambitions of the Local Governance and Municipal Services Domain. The Learning Group is aware and agrees with the evaluators

that the Swiss programme only contributes to the intended achievements, and that to this end, broad-based coalitions, cooperation and coordination with internal and external actors are needed.

However, and as the evaluators also point out, Swiss funded projects reviewed are innovative in many aspects. They have a catalytic effect in municipal management and inter-municipal cooperation, are precursors in vertical integration and are able to leverage a multiple amount of the initial Swiss investment.

Para 3.1.2 Governance as a Transversal Theme

The inclusion and adequate rendition of a project of the Health Domain and one of the Economy and Employment Domain is appreciated. It is however not quite clear how they exemplify “Governance as a Transversal Theme”. Both projects are well embedded in relevant public structures and coordinated with the competent Ministries. But are the principles of Good Governance (accountability, participation, equity, transparency and efficiency) really implemented in a transversal way? Is this monitored and can it be assessed? This is still an open question. In the view of the Learning Group the paragraph shows that the implementation of Governance as a Transversal Theme remains a challenge.

Other issues of para 3.1.2 (Gender Equality, Monitoring and Reporting) are taken up in the response regarding Areas for Improvement, below.

Chap. 3.2 Performance on Core Evaluation Criteria

The Learning Group is pleased and agrees in general with the positive rating of the Local Governance Domain and of the three Local Governance Projects. The evaluators too admit that sustainability (which is not as good rated as the other criteria) is very much dependent on context factors, and therefore undermined by BiHs political gridlock and quite frequent change of office-holders.

Still the Learning Group would like to mention that its own rating for ILDP regarding “coherence and coordination” would be higher than “good”. It is - and this is only one example - certainly due to ILDPs convincing work that the EU defines integrated strategic planning as one of the priority areas in its “Country Strategy Paper for BiH for 2014-2020 (IPA II)”. Furthermore, for many ongoing and planned interventions in the area of local governance, ILDP is considered to be a starting point (e.g. USAID/SIDA financed GOLD project etc.).

Chap. 4.0

Challenges, Adaptations and Lessons

This chapter recognizes the concentration effort within the Local Governance Domain, through prioritizing working at municipal level, whilst being attentive to all levels of governance and including also economic governance. Box 4 compiles in a convincing way the characteristics of a high-performing governance intervention.

The listed lessons belong to the foundations of the current Swiss Cooperation work in BiH. It is true that some of them could be elaborated further and used for knowledge sharing and common learning between local governance practitioners. Some points are taken up below, in the response regarding Areas for Improvement (Systematizing Knowledge, Information on Outcomes, Gender Equality).



Chap. 5.0

Areas for improvement

Overall the Learning Group agrees with the proposed areas for improvement. For some areas, work is ongoing, for other areas more specification on responsibilities and precise scope is needed. The following matrix takes into account the proposed areas for improvement, presents the comments of the Local learning Group and proposes follow-up actions of the Swiss Cooperation Team in BiH. It is proposed to deal jointly with points 1 and 2, and with points 3, 4 and 5, as they are closely interlinked.

Areas for improvement	Our comments	Next steps	responsibility	deadlines, follow-up
1) Stepping up to Lead, optimizing Swiss influence	The Swiss Embassy/SDC plays an active, important and recognized role in Donor Coordination, which was initiated jointly by SDC, SIDA and UNDP. It appears logical and belongs to UNDP as a multilateral organization to have the responsibility for the secretariat and organization of the Donor Coordination. UNDP is also the main implementer of Local Governance Initiatives in BiH, and a key interlocutor for the local authorities. The evaluation report gives a variety of reasons for Switzerland to take the lead within the Local Governance Donor Coordination: Swiss commitment and status (neutral and European), Swiss experience and best practices, maintaining long term endeavours despite of the effects of the floods, upcoming inter-generational leadership transfer (within BiH institutions and in SDC). The Embassy Learning Group takes these observations as an invitation to remain a pro-active, well prepared contributor to the Donor Coordination, by promoting substantial discussions.	Use Donor Coordination Meetings as an opportunity to bring in Swiss experience and practice, and promote consciously substantial discussions, in accordance with UNDP	HoC, LGov-Team	Ongoing; monitoring through annual reporting and project reviews
2) Working Above and Below the Municipality	As stated in area for improvement 2, "Working Above and Below the Municipality" has started already, and will be reinforced through the implementation of MZ and – to some extent - MEG projects. Swiss engagement and experience in the Local Governance sector will be strengthened even more. It should be noted that the big challenge for MEG will be to broaden the outreach (regarding the number of beneficiaries, the sectors, and geographically), and less to work vertically.	No specific action needed, project preparation and implementation ongoing		
3) Monitoring and Reporting on Leverage 4) Systematizing Knowledge, and	There is no doubt about the existing rich experience, generated knowledge and outcomes achieved in Local Governance, in BiH. Adequate reporting on outcomes and leverage is a recurrent topic in the Cooperation Team discussions. The elaboration of the Annual Report 2014 is the next opportunity for improved reporting on outcomes, however limited by	– Pay special attention to and improve outcome reporting in the Annual Report 2014 – In cooperation team	HoC, with communication officer and LGov	Annual Report (end October 2014)

Projecting it Outward 5) Communicating More Effectively	the given format. How to assess leverage more systematically needs still more clarification. Knowledge sharing is very actively promoted and done within the DLGN. Systematize knowledge further and enhance knowledge sharing would certainly need more and specific capacities. As the points 3, 4 and 5 are (in a slightly different form) taken up in the Synthesis report, the response of the Senior Management will be important for follow-up SDC (and FDFA) wide.	meeting: take up recommendations of the final Synthesis Report, based on the Management Response of SDC-SECO Directorate – Look for innovative reporting methods (ongoing), f. i. in view of the upcoming Annual Conference of Switzerland's Cooperation with Eastern Europe and the CIS, about "Governance in the Balkans" (May 2015) – The recently newly appointed PR specialist/communication officer at the Embassy should contribute to more effective communication with a broader public (ongoing).	Team	Cooperation team discussion and definition of next steps: first quarter 2015; Brainstorming LGov Team and Regional GovAdvisor with Communication Officer, November 2014 (if time permits)
6) Re-Focusing on Gender Equality	The report puts strong emphasis on Gender Equality GE / Gender Equality Mainstreaming GEM. The active role of the Gender Focal Point in the Embassy team and the good understanding of the SDC programme managers of GE advantages are mentioned. On the other hand there is an observation on weaker support for GEM by SDC Senior Management, compared to earlier years. The report points out that there are some best practices on GE and GEM in the Swiss funded projects in BiH. These practices are also recognized in the Gender Country Profile for BiH which was conducted in line with the European Commission (EC) Priority Areas of Development Cooperation, and following the EC Communication on Gender Equality and Women Empowerment in Development¹. Nevertheless women seem generally little visible in the more formal structures.	Maintain the focus on GE and GEM in the whole Cooperation Programme and report on relevant results; the recent guidelines from SDC Bern on how to strengthen reporting on GE and GEM in AR 2014 are distributed to partners and NPOs; the Gender Focal Point will work with the NPOs on maintaining the focus on GE and GEM in	Gender FP, with NPOs	Ongoing; monitoring through annual reporting and project reviews

¹ http://europa.ba/documents/delegacijaEU_2014070314432045eng.pdf

	The Embassy Governance Team is committed to GE and GEM, cooperation with the Gender Focal Point is excellent. Additional support and gender expertise is provided through a locally hired gender expert who trains embassy staff and partners and gives concrete support in gender mainstreaming to the projects (e.g. ORF MMS). The Cooperation Team is open to take into account experiences of other cooperation offices if appropriate, like “promising frameworks and tools developed by the Bolivia COOF”. Adequate attention will be paid to the gender dimension in the new MZ project. As MZ are also a space for voluntary work, the commitment and positioning of women in the MZs has to be carefully analyzed and monitored. In this sense, the reports recommendation to place special emphasis on the gender dimension in the MZ project will be taken up.	reporting (ongoing; next milestone: Annual Report 2014)		MZ ProDoc: December 14 MEG ProDoc: April 15
7) Linking Local and Global Climate Change, Water, Disaster Risk Reduction, and Governance	It is true that the recent floods in BiH have shown the important need of Disaster Risk Preparedness and Prevention, and there is no doubt that this issue is closely linked with Water and Climate Change. Even if some members of the Cooperation Team are prepared to deal with the Climate Change, Water and Disaster Risk Reduction topics, it constitutes a big challenge to integrate them in a competent and serious way into the current and future interventions of the Local Governance Domain. So far, a “DRR Crash Course” with an international DRR expert has been organized for Embassy staff and partners; the expert is available for giving concrete support regarding DRR integration in the projects.	Take the point up in the annual planning workshops (in Sarajevo and Berne/HQ). Discuss options and capacities with WBA management, and decide on further steps.	HoC; Division Management	October and November 2014 (annual planning workshops Sarajevo and Berne)
8) Accelerating Economic Development	We agree with the statement regarding slow economic growth. The planned “Municipal Environmental and Economic Governance (MEG)” project is thought as governance oriented intervention to deal with this challenge at the local level. Capacity building of relevant institutions, develop a business friendly environment and legislative and regulatory improvements are core elements of the project. Grants and loans are instruments that will be considered, at least at municipal level. The projects objectives address firstly municipal governance, the available funds per municipality are seed funds. Therefore cooperation with other initiatives (f. i. US/SIDA financed GOLD project, already ongoing through ORF-MMS project) will be essential. Possible cooperation and synergies exists within a few of SECO projects, mainly SECO Start up Fund for supporting investments from Switzerland as well as upcoming entrepreneurship pro-	Conclude MEG tender process; identify possible areas of cooperation with other donors and develop cooperation with SECO and USAID/SIDA projects	NPOs; LGov and SECO teams	January 2014: start MEG prep. phase; mid-2015: review donor landscape; end 2015: MEG possible agreement on cooperation with USAID/ SIDA projects

	gram. SECO also contributes to the recently established EBRD/KfW Western Balkans Municipal Infrastructure Development Fund where municipal projects are in focus for financing.			
9) Harnessing the Power of the Diaspora	The relevance and timeliness of getting diaspora more involved in the (economic) development of the country is generally accepted. Different initiatives are being launched, many of them on a private and individual basis. SDC is currently supporting the establishment of a (e-)platform of BiH diaspora in Switzerland which might become an anchor point for exchange of information and ideas. USAID has already launched a call for proposals and received concepts on which to build on. Swiss Cooperation in BiH is in touch with these initiatives, and at the same time exploring ways to engage with the diaspora. A further Swiss engagement has to be defined in the broader frame of a "Migration& Development concept" including reflections on what migration means for BiH (and Western Balkans) development.	Develop concept M&D for WBA; develop project outlines for concretizing cooperation with Diaspora	Regional M&D advisor; NPOs	End Oct 2014: draft concept M&D for WBA Begin 2015: Final concept; project outlines During 2015: launch diaspora project(s)
10) Resetting the SDC-SECO Relationship	As stated in the report, the SDC-SECO relationship in BiH works well. SDC-SECO staff works as one Cooperation Team within the integrated Embassy. It may make sense to work towards more harmonized procedures. Pooling SECO, SDC and SIFEM around a development fund is an interesting and challenging idea that should be explored, also in view of a possible future diaspora investment fund, for the Swiss M& D program. We are interested to know more about Senior Management's position on possible adaptations of working concepts, procedures and decision making processes.			

**Annex E: Mozambique Case Study Report and Country Office
Management Response**

**Evaluation of SDC's Governance
Programming and Mainstreaming**

Mozambique Country Case Study

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

Ottawa, Canada, August 2014

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John Saxby, Ottawa, Canada, on behalf of the Case Study Research Team

List of Acronyms

ANAMM	National Association of Mozambican Municipalities
AR	Annual Report (on Swiss Cooperation with Mozambique)
CC(s)	Conselho(s) consultivo(s) (Consultative Council/s)
CIP	Centro de Integridade Pública (Centre for Public Integrity)
COOF	Country office (of SDC)
CSO(s)	Civil Society Organisation(s)
CTV	Centro Terra Viva
DNDA	National Directorate of Municipal Development
EITI	Extractive Industries Transparency Initiative
FRELIMO	Frente de Libertação Nacional de Moçambique
GE	Gender Equality
GoM	Government of Mozambique
GBS	General Budget Support
HDI	Human Development Index (within the <i>Human Development Report</i>)
<i>HDR</i>	<i>Human Development Report</i> (of the United Nations Development Programme)
HSI	HELVETAS Swiss Intercooperation
IESE	Instituto de Estudos Sociais e Económicos (Institute for Social and Economic Studies)
ITC	iniciativa para Terras Comunitárias (initiative for Community Lands)
LF	Logical Framework (LogFrame)
LGMI	Local Governance Monitoring Initiative (project)
LOLE	Lei dos Órgãos Locais do Estado (Law of the Local Bodies of the State)
LUR	Land use Rights (project)
MAE	Ministry of State Administration
MF	Ministry of Finance
MPD	Ministry of Planning and Development
MuniSAM	Municipal Social Accountability Monitoring (project of Concern Universal/ Mozambique)
OD	Organizational Development
OMR	Observatório do Meio Rural (Observatory of the Rural Environment)
PARP	Programa de Ação pela Redução da Pobreza 2011-2014 (Mozambique's Poverty Reduction Action Plan)
PDA	Programa de Desenvolvimento Autárquico (Municipal Development Program)
PFM	Public Financial Management

PNPFD	National Program for Decentralized Planning and Finances
PROGOAS	Program for Governance, Water and Sanitation (Programa de Governação e Água e Saneamento)
RENAMO	Resistência Nacional Moçambicana
SAMCOM	Social Accountability Monitoring Committee (within MuniSAM project)
SBS	Sectoral Budget Support
SDC	Swiss Agency for Development and Cooperation
SECO	State Secretariat for Economic Affairs, Swiss Confederation
TA	Technical Assistance
TAU	Technical Assistance Unit (of the National Treasury of South Africa)
UNDP	United Nations Development Programme
WatSan	Water and Sanitation

Executive Summary

Introduction

This Report presents the findings and recommendations of the case study on Mozambique carried out as part of the independent evaluation of SDC's governance programming and mainstreaming commissioned by the Evaluation and Controlling Division of the Swiss Agency for Development and Cooperation. The report comprises context and profile, results, lessons and areas for improvement. Annexes provide additional information.

Context and Profile of SDC's Governance Programming in Mozambique

Despite the long conflict which followed Mozambique's liberation struggle and independence in 1975, the country has achieved a substantial measure of reconciliation and political stability. Its economy is small, based largely on subsistence agriculture, a modest service sector, and a handful of extractive mega-projects. Despite recent growth, the country remains one of the world's poorest. Obvious inequalities, a growing urban population and escalating food prices have led to social tensions and unrest in recent years. Effective governance is thus of prime importance. The government and citizens of Mozambique face a profound challenge which is also an historic opportunity: to build the local structures of the state, while creating a democratic political culture of active citizenship, inclusive participation, and responsive public authorities. Legislation has established district and municipal governments, as well as space for community participation. All of the demanding economic, social and ecological challenges of Mozambique's conjuncture will play out in its local governance.

Governance is thoroughly mainstreamed in SDC's Mozambique program: The Cooperation Strategy for Mozambique asserts that **local governance is at the core of Swiss Cooperation**, contributing to all of its outcomes. SDC's local governance programming aims to improve service delivery; strengthen decentralization and district and municipal governments; strengthen local communities' organization and ability to demand public accountability; strengthen CSOs as independent organizations promoting public debate on accountability and community benefit from natural resources.

SDC's local governance budget for 2012-16 is CHF 39.0 M, 24% of total Swiss planned commitments. Governance activities comprise CHF 88.6 M, 54%-plus of total planned commitments.

This case study examines five local governance projects. Two multi-donor projects implemented by national ministries aim to strengthen district and municipal governments. Three projects implemented by CSOs and NGOs aim to strengthen the participation of CSOs and communities in planning and monitoring local development plans; and to influence the broader policy debate about decentralization, local governance, natural resource management, and public accountability. The five projects are largely located in Mozambique's three northernmost provinces, the most marginalized region of the country.

Results

Overall Finding: The research team found SDC's programming in local governance to be highly relevant, well-conceived, collaborative, and quite effective. SDC is well respected for Switzerland's history of working with Mozambicans, and for its long-term program commitments to development initiatives by both government and civil society. The Agency has relatively modest financial resources, but has built credibility, productive relationships, experience and significant practical knowledge through its support for local governance and decentralization.

Progress toward outcomes: The projects reviewed show actual and potential progress on the core challenge of building the local structures of the state and a democratic political culture. Most of these achievements are short-term results of project activities. They are changes which are especially important to the people involved, and mark progress towards medium- or long-term outcomes. The challenge is to consolidate and extend changes already achieved.

**Table 1: Performance against Evaluation Criteria, with Ratings and Rationale
(Source: Annex VII)**

<i>Criteria</i>	<i>Ratings</i>	<i>Rationale</i>
Legitimacy and Relevance	Good-Excellent	Program closely matches priorities of both Government of Mozambique (GoM) and civil society. Swiss Cooperation is highly regarded by national leaders.
Ownership, Participation and Non-Discrimination	Satisfactory.	Program is based on these principles. Gender equality (GE) receives uneven attention within citizens' participation, however: projects implemented by non-government organizations show more focus on GE and better results than those of public agencies.
Accountability and Transparency	Good-Excellent	Program is based on these principles. SDC's approach and information is accessible to collaborating and implementing organizations.
Efficiency	Satisfactory	No major problems noted, nor outstanding achievements.
Capacity Development	Good	Institutional and community development are critical to Local Governance. SDC has an informed approach to capacity development, but among programme participants, the conception of capacity is uneven, and some project logical frameworks have serious problems. A more comprehensive approach is required, and more systematization of SDC's knowledge.
Outcomes and Sustainability	Satisfactory-Good	Reporting on Outcomes needs improvement. Sustainability is addressed across the program, but government and especially CSOs have uncertain prospects because they depend on the actions of other countries and other organizations, notably multinational corporations.
Coherence and Coordination	Good-Excellent	Program is internally coherent, and well-coordinated with GoM, other donors, and CSOs.
Adaptive Learning	Good	Adaptive learning is integral to the program, with long-term commitments, pilots, and adaptive phasing. The recommendation for more systematization of SDC's knowledge reflects the potential of the program.
Overall rating	Good	

Areas for Improvement

The research team identified five areas for improvement, the last three of which include SDC as a whole:

- 1) **Systematizing its governance knowledge in order to use it more effectively in Mozambique.**
- 2) **Establishing and implementing a more precise approach to capacity development, especially within institutions.**
- 3) **Using information and communications technology, especially video (including, but not exclusively, participatory video) to convey lessons, models, partner profiles and achievements to internal and external publics.** The Mozambique program has already begun this practice.
- 4) **Designing and launching a global governance initiative which would include the key issue of managing natural resource for community benefit.** Governance and management of natural resources for community benefit is a global issue. SDC's programming in Mozambique offers a base of knowledge strong enough to inform and support action by SDC as a whole.
- 5) **Clarifying and strengthening policy coherence and coordination with SECO, especially on extractive industries and resources.** SDC and SECO already work closely together in Mozambique, offering a model for both organizations at the corporate level.

Conclusion

Fundamentally sound as it is, the Mozambique program raises a question for SDC as a whole: What does the Agency seek to accomplish in the domain of governance, building on country programs such as this?

The priorities recommended above thus include a friendly challenge to SDC: We assume that SDC seeks not only to continue its program in Mozambique, but also to build on its considerable achievements, add greater value, and generate more lasting results both locally and globally.

1 Introduction: Purpose and Structure of the Report

This report presents the results of a case study of SDC's governance programming and mainstreaming in Mozambique. The focus of the study is SDC's work to strengthen local governance in Mozambique.

This country case study is one of three within the broader evaluation of SDC's governance portfolio, the others being Bolivia and Bosnia-Herzegovina. These studies comprise a stream of evidence on SDC's practice in the field which informs the wider evaluation: they highlight and explore issues, strategies, achievements and challenges arising in SDC's governance programming with its counterpart organizations. The case studies examine performance above the level of individual projects and programs, and below that of the SDC country program or of Swiss Cooperation as a whole. The Mozambique study, like the others, draws upon evaluations, mid-term reviews, and annual reports from individual projects and programs. Augmenting these documentary sources of information are individual and group interviews and discussions, and field visits to communities and towns where project activities have taken place. The analytical framework of the SDC Governance Evaluation shows the evaluation criteria underpinning this case study. These include: relevance and legitimacy; accountability and transparency; ownership, participation and non-discrimination; capacity development; coherence and coordination; outcomes and sustainability; efficiency; and adaptive learning. Annex I describes the methodology of the case study in more detail.

This Report begins with a summary profile of SDC's governance programming in Mozambique, and locates that within a brief historical analysis of local governance and the Mozambican state. (Annex IV contains a longer version of that analysis.) The account of SDC's work in the domain of governance includes a summary of the logic of the program, a synthesis of outcomes expected from the sample of projects examined in this study, and an assessment of performance against both expected results and the evaluation criteria. This assessment includes achievements as well as issues and challenges. Finally, the report identifies lessons arising from the Mozambique program, and areas for improvement. The latter include considerations for SDC as a whole, not only for the Mozambique program.

2 The Context

2.1 Profile of SDC's Governance Program in Mozambique

SDC summarizes the challenging setting of governance programming in Mozambique in its guiding document, "Swiss Cooperation Strategy Mozambique 2012-2016"¹. Despite the years of external subversion and internal war which followed the liberation struggle and independence in 1975, the country has achieved a substantial measure of reconciliation and political stability. FRELIMO, the party of independence, remains dominant in the era of multi-party democracy, although its political hegemony is not unchallenged. The country's economy remains small, based largely on subsistence agriculture, a service sector led by construction, and a handful of mega-projects in coal, hydroelectricity, and aluminium, with hydrocarbons (especially natural gas) on the immediate horizon. Despite significant growth fuelled by these mega-projects in recent years (on the order of 7% per annum) the country remains one of the poorest in the world. The UNDP's **Human Development Report 2013**, for example, shows Mozambique at the 185th position on the Human Development Index (HDI) among 187 nations². The state budget continues to

¹ Bern, June 2012. This paragraph draws on the scan of contextual issues on pp. 7-8 of the Strategy.

² United Nations Development Programme, Human Development Report 2013: The Rise of the South, (New York: UNDP, 2013), p. 147. Poverty and inequality within Mozambique, as elsewhere, are gendered: women

depend heavily on external aid for both recurrent and capital expenditures. The Strategy notes the resulting social and political tensions: "The combined effect of non-inclusive growth, high inflation, increasing population in urban areas, and perceptions of increasing inequalities led, mainly in Maputo, to social unrest and violent protests in 2008 and 2010. Social public unrest may reoccur due to dissatisfaction with government policy and the potential resurgence in domestic food prices." A more recent assessment echoes this reading.³

The goal of the Strategy aligns Swiss Cooperation with Mozambique's development priorities:

to support Mozambique in its fight against poverty and its transition to a politically and economically inclusive society through the promotion of rural employment and income, domestic fiscal resource mobilisation, improved delivery of quality public services, and the reinforcement of civil society. (p.14)

The cooperation programme is guided by four outcomes based on the objectives and support pillars of the PARP, Mozambique's Poverty Reduction Action Plan⁴. The four outcomes are:

- Improved policymaking and management for inclusive growth, sustainable funding of development and efficient use of resources;
- Improved access to, coverage and use of equitable and quality health and water/sanitation services;
- Increased rural income and employment; and
- A more active role for citizens and CSOs in demanding high quality delivery of public social services, and transparent and accountable use of public resources. (pp. 14-15)

Gender equality and HIV/AIDS are considered to be transversal themes within the Strategy. (p. 17)

Switzerland concentrates its assistance in three domains: economic development, health, and local governance. The primacy of the latter is clear: "**Local governance is at the core of this cooperation strategy, contributing to all four outcomes.**"⁵ Interventions to improve local governance have four aims:

- Better delivery of quality basic services (especially water and sanitation) through investment in infrastructure and capacity development, and promotion of participatory planning and budgeting;
- Strengthening decentralization, especially planning and financing, municipal tax collection, and public financial management at provincial, district and municipal levels;
- Strengthening local communities by stimulating demand for accountability, expanding local governance monitoring, and promoting community benefits from stronger natural resource management and land-use rights; and
- Promoting CSOs as independent institutions which offer platforms for public debate on governance and accountability, corruption, gender equality, and cultural diversity.

bear the brunt of the effects of HIV/AIDS, for example, and comprise more than 50% of the country's subsistence farmers. Nonetheless, Mozambique ranks higher on the Gender Inequality Index of the *HDR* (125th position) than on the Human Development Index.

³ "Increased employment and income generation opportunities do not seem to be in pace with population growth, in particular in urban areas where the perception of inequality and social tension...is also increasing." SDC, "Mozambique Annual Report 2013," p. 10.

⁴ PARP is the "Programa de Ação pela Redução da Pobreza 2011-2014". (International Monetary Fund, IMF Country Report No. 11/132, June 2011. <http://www.imf.org>, accessed March 2, 2014.)

⁵ p. 16. Emphasis added.

Swiss action in the domain of economic development is oriented towards the enabling policy environment for economic growth. The key vehicle is General Budget Support (GBS) to the Government of Mozambique, which is administered by SECO. In addition, the Ambassador is a regular participant in policy dialogue with the GoM.⁶ The Swiss government presence within the cooperation program is thus wider than SDC. For its part, SDC supports economic development at a more local and operational level, through (for example) agricultural credit schemes.

In health, SDC participates in the Sectoral Budget Support (SBS) program, PROSAUDE, seeking to strengthen Mozambique's health system as an institution capable of delivering accessible and good-quality primary health care. SDC also contributes to PRONASAR, the related national program in rural water and sanitation. SDC's action in health thus exemplifies **governance as a transversal theme**: investment aimed at building stronger institutions within a particular sector.⁷

It should be noted, finally, that the three northern provinces of Nampula, Niassa, and Cabo Delgado comprise the geographic focus of SDC's work. Considerations of regional inequity have shaped this choice – the latter two provinces have been historically marginalized and impoverished.

Planned financial commitments for all Swiss Cooperation between 2012 and 2016 are as follows.

Table 2: Swiss Cooperation Planned Commitments, 2012-2016, by Domain⁸

Domain	Planned Commitments, CHF m.	Commitments as % of Budget
Economic Development	31.5	19.0%
Local Governance	39.0	24.0%
Health	39.5	24.5%
GBS & Technical Assistance	41.0	25.0%
Other	12.0	7.5%
Totals	163.0	100%

Within this summary of commitments, **planned spending on governance activities exceeds 50% of the total five-year budget**, thus:

Table 3: Planned Spending on Governance Activities, 2012 – 2016

Local Governance	CHF 39.0 m	24%

⁶ SECO's framework document on budget support, *Budget Support Strategy*, defines GBS in the language of governance: "Un-earmarked funds to the national budget in support for policy and institutional reforms, ... accompanied by policy dialogue supporting government-led policy reforms." (p. 9). SECO's Decision Paper on its contribution to GBS in Mozambique justifies its contribution for 2013-16 in similar terms: policy reform and dialogue on measures to combat poverty and improve aid effectiveness; economic governance, especially related to transparency of policies on extractive industry; and improved public financial management. GBS conditionality includes a local governance indicator: progress on planned decentralization of finances. Operations Committee, SECO, "Decision Paper," (Jan. 2013), pp. 2-7. It is reasonable to describe GBS (and the related technical assistance and policy dialogue) as wholly made up of governance activities.

⁷ By the estimate of SDC staff in the health domain, approximately 15 – 20% of SDC's expenditure in health could be described as spending on governance activities. The table above uses an estimate of 18%. SDC staff gave an estimate of 5% expenditure by SDC in the economic development domain. In the Annual Report, "Economic development" includes both GBS (administered by SECO) and SDC's programming. Because of the size of the GBS component and its close relationship to governance, GBS is presented separately in this table.

⁸ Source: Cooperation Strategy, p. 25. Actuals for 2012 and 2013 differ slightly from budget. (See SDC, "Mozambique Annual Report 2013", p. 29.)

GBS	CHF 41.0 m	25% (See fn. 6)
Health	CHF 7.0 m	4%-plus (See fn. 7)
Economic Development	CHF 1.6 m	1% (See fn. 7)
Sub-total:	CHF 88.6 m	54%-plus

The following table summarises SDC's Local Governance programming:

Table 4: Local Governance Programming – Summary Profile, 2014⁹

Project/Program Name	Dates &/or Status	SDC Budget/Total ¹	Implementing Organisations
PNPFD (National Programme for Decentralized Planning and Finances)	2010–2014: End-of-Phase Report; Credit Proposal Ph. 2 (bridging)	CHF 2.750 m (USD 2.500 m) / 6.3% of original budget USD 39.9m	MPD (Ministry of Planning and Development) / National Directorate of Planning / Department of Decentralized Planning
PDA (Programme of Municipal Development)	2011–2014: End-of-Phase Report; Credit Proposal Ph. 3	CHF 4.950 m / 25% total budget	MAE/DNDA (National Directorate for Municipal Development); 13 municipalities; ANAMM (National Association of Mozambican Municipalities)
LGMI (Local Governance Monitoring Initiative)	2010-14; Evaluation & Credit Proposal Ph. 3	CHF 4.8 m / CHF 14.6 m total	IESE, CIP, Concern Universal (MuniSAM project)
LUR (Land Use Rights)	Nov 2010 – Dec 2013; End-of-Phase Report; Credit Proposal Ph. 2	CHF 3.1 m / Total not readily available ²	iTC, CTV, OMR
PROGOAS (Programme of Governance, Water & Sanitation)	Phase 2: Apr 2012 - March 2015	CHF 4.85 m/CHF 5.95 m with HSI contribution	Helvetas Swiss Intercooperation (HSI)
PRONASAR (National Program in Rural Water & Sanitation)	Phase 2, Jan. 2014-Dec. 2015	CHF 4.06 m / USD 28.7m	Nat'l Water Directorate via Ministry of Public Works & Housing
Local Governance, WatSan and Health Promotion, Niassa	Phase 2, Jan. 2014-Dec. 2017	CHF 6.1 m / + provincial & district contributions	SNV & Concern Universal
Sub-total, Budgets of active Loc. Governance projects		CHF 30.61 m.	
Sub-total, Budgets of projects in Case Study sample		CHF 20.45 m.	
Forum Mulher (single phase)	Closure		
Coastal Protection, Beira	End of Phase Report		

⁹ Source: "Mozambique Annual Report 2013", p. 27, and SDC credit proposals for specific projects or programs.

Project/Program Name	Dates &/or Status	SDC Budget/Total ¹	Implementing Organisations
Small piped water system	End of Phase Report		
Political Dialogue, Local Governance (single phase)	Closure		
¹ Total budgets are order-of-magnitude estimates, in currencies shown on credit proposals. ² SDC's contribution to the LR includes support to the programs of three organizations. The Credit Proposal does not list the contributions of other donors to these organizations. From 2011 to 2014, however, ITC received £9.4 m from donors, of which SDC's share was CHF 1.2 m. See Effective Development Group et al., "Evaluation of the Mozambique Community Land Use Fund: final Report," (Maputo, October 2013), p. 111; SDC, "Credit Proposal, Mozambique: Advancing land use rights and natural resource benefits." Maputo, 2010.			

The projects highlighted in this table make up the sample examined in this case study. This sample reflects the focus of the case study on SDC's programming in local governance and decentralization. The analysis in section 2.2 below shows that the priority which SDC gives to strengthening local governance reflects the centrality of local governance in Mozambique today.

Swiss cooperation with independent Mozambique began in 1979, but Switzerland's history with the country began a century earlier. A joint SDC-SECO publication in 2009 recognized thirty years of bilateral cooperation between the two countries. It introduced Swiss cooperation with independent Mozambique, however, by reminding readers of important historical antecedents—the presence of Swiss missionaries from the early 1880s, and the credibility which their work in health and education earned for Switzerland.¹⁰ The following analysis reinforces this latter point.

2.2 The Historical and Contemporary Political Context

(Note: The following is a condensed version of a longer analysis by Dr. Eduardo Siteo, the Mozambican member of the case study team and Professor of Political Science at Eduardo Mondlane University. The full document is in Annex IV.)

The government and citizens of Mozambique face a demanding challenge which is also an historic opportunity: to build the local structures of the Mozambican state, while creating as well a democratic political culture of active citizenship, inclusive participation, and responsive public authorities.

At the millennium, neither existed. In 1975, after a decade-long liberation struggle for independence, FRELIMO inherited and assumed control of the Portuguese colonial state, and for most of the next two decades, the country and government faced external attack and subversion, and internal war. The latter ended only with the Rome Peace Accords of 1992 (to which FRELIMO and RENAMO were signatories), which were then followed by the multiparty elections of 1994.

The policy framework for local governance rests on the legislation of 1997 and 2003¹¹. These laws opened space for community participation, in the form of local councils and

¹⁰ SDC & SECO, *Suiça-Moçambique: 30 Anos de Cooperação Bilateral de 1979 a 2009*, (Bern, May 2009), p. 7.

¹¹ The two laws are, respectively, Law no. 2/1997, of the 18th of February, the guiding framework for Municipalities, or *Autárquias* as they are generally designated in Mozambique; and Law no. 8/2003 of the 19th of May. The latter is commonly known as *LOLE* in its Portuguese version, the Law of the Local Organs of the

assemblies. Financial resources necessary to support local governments became available only in the years following this legislation, however, with national budget subventions augmented by funds from the World Bank and donors such as SDC. Decentralization and devolution of powers to local governments has moved slowly, to municipal governments especially. Despite a growing urban and peri-urban population (now estimated at 36% of Mozambique's 24 million people) since 1998 only 20 municipalities have been added to the original list of 33. The transfer of authority and resources from central to local levels of government requires commitment and leadership, neither of which can be taken for granted.¹²

The formidable task of building the structures of local public authorities and a democratic political culture must be faced, moreover, in a very difficult conjuncture. The national economy is small and vulnerable, and dependent on aid and external capital, technology and markets. Mozambique has a very low ranking on the United Nations Human Development Index, and its state has limited bargaining power to use in its negotiations with other states, or with transnational corporations.

At the same time, the country's undoubted natural resources support a growing extractives industry. A handful of mega-projects are geared to foreign markets for hydroelectricity, coal, titanium and aluminium, with the prospect of exports of natural gas and oil in the near future as well. For the state, these developments hold the allure of revenue, and for the public, expectations of jobs and services. The history of mineral-based enclave economies in Southern Africa suggests that none of this is certain. If anything, it is more likely that the benefits of mega-projects will accrue mainly to the owners and managers of foreign firms, a relatively small work force, and a small and well-placed national political-economic elite. The risks of inequality make a strong case for redistribution: Mozambique has a young population, one which is rapidly urbanizing – its urban population is projected to reach 60% by 2030. Discontent and unrest are already evident, in urban areas especially. If inequality worsens while mega-projects continue and governments fail to deliver the services which citizens expect, political realignments and social volatility may well intensify. All of these forces will play out at the local level, where their social and ecological effects will be very visible and acutely felt.

Clearly, SDC can contribute to the national task at hand. Switzerland enjoys legitimacy among key members of Mozambique's leadership, a legacy of the long history of educational work by the Swiss Mission. SDC has a respected record of more than three decades of development cooperation at both national and local levels, and its programs respond to both dimensions of the challenge described above. SDC's approach demonstrates a sustained multi-year commitment in response to national priorities, including a readiness to invest in pilot projects which are later reviewed, consolidated and expanded.

State: Provinces, Districts, Administrative Posts and Localities. Source: Republic of Mozambique, Ministry of State Administration, *Decentralization Policy and Strategy (PED)*, Maputo, July 2013.

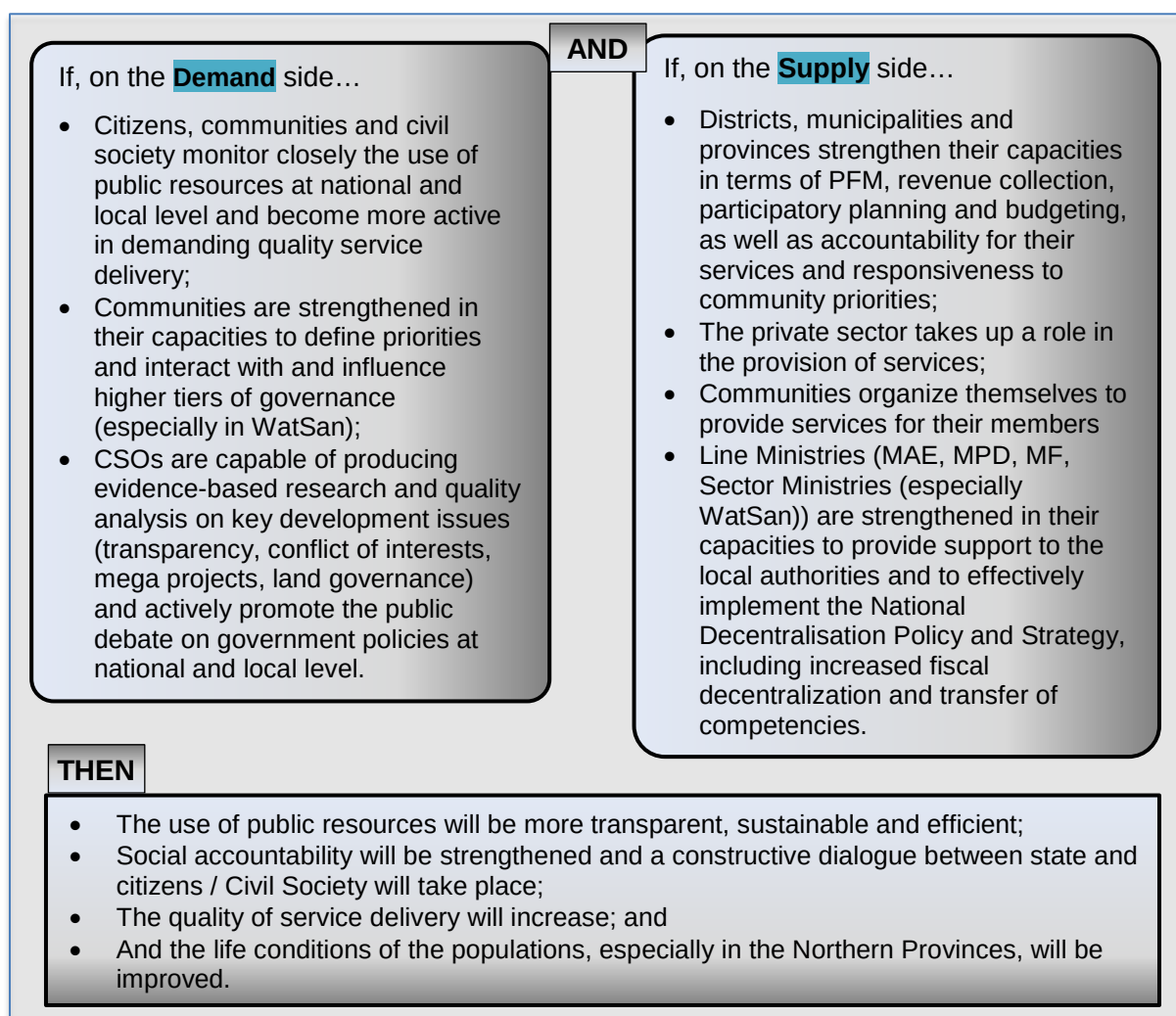
¹² The Mid-Term Review of the PNPFD program, for example, aimed at strengthening the capabilities of district governments to manage their increased resources and responsibilities, acknowledged doubts by program participants about the strength of the commitment of senior leadership to the process of decentralization. See Métier Consultoria e Desenvolvimento, Lda, "Serviços de Consultoria para Avaliação Intercalar do Programa Nacional de Planificação e Finanças Descentralizadas – Versão final," (Maputo, Dez. 2013), pp. 53-54.

3 Governance Programming: Program Logic, Expected Results, and Performance

3.1 Program Logic

The key assumptions underpinning SDC's local governance programming are summarised in the graphic below¹³. This graphic complements the Cooperation Strategy by elaborating the logic of SDC's work in the domain of Local Governance.

Figure 1: Program Logic – Local Governance



The five projects in the case study sample exemplify this logic. Two are aimed at strengthening local public authorities, for which the implementing organizations are state agencies (see Table 3). One is SDC's contribution to the multi-donor PNPFD program, supporting the GoM initiative to decentralize planning and finances to the country's 128 districts. The second, the PDA, is also a multi-donor program of municipal development with 13 municipalities in the central and northern provinces.

¹³ Source: The governance team within the SDC Mozambique COOF prepared this summary for the case study.

Three projects are intended to strengthen the capability of CSOs and communities to: improve public accountability by participating in the formulation of development plans and budgets, and monitoring their implementation; protect community land use rights; and influence the broader policy debate about decentralization, local governance and accountability.

The three projects are: LGMI, the Local Governance Monitoring Initiative; LUR, the Land Use Rights project; and PROGOAS, the Program of Governance, Water, and Sanitation. For these three projects, the implementing organizations are Mozambican CSOs and international NGOs, as shown in Table 3.

Two implicit premises knit these five projects together.¹⁴ The first is the assumption that both a strong state **and** a strong civil society are necessary for effective governance. The second is that if the people and organizations in these two social domains are to contribute together to effective governance, then bridges between them are vital.

It is important to note that the “demand side” and “supply side” do not line up neatly with citizens and CSOs on one hand, and public authorities (such as district and municipal governments) on the other. The “Supply side” box in Figure 1, for example, includes local governments, national ministries, communities and the private sector.

These five projects show this multi-dimensionality in practice. The PDA and PNPFD projects, for example, are implemented by public authorities and are intended to strengthen the supply function, particularly the management of public resources and the delivery of quality public services. At the same time, both seek to make local authorities more responsive by investing in the wider community, strengthening citizens’ awareness of local governance, and their capacity to participate in public life and to make their demands heard.

Similarly, the LGMI, LUR and PROGOAS projects are implemented by CSOs and NGOs, with a particular aim to strengthen the demand side at the local level—the capacity of citizens and communities to organize, define their agendas, negotiate these with local authorities, and monitor the implementation of local development plans. At the national level, the projects also seek to support CSOs’ capacity to intervene in and influence public policy through research and advocacy on issues of public interest.

These three projects also include supply side components, however. The PROGOAS project, for example, aims to strengthen community organizations, such as Water and Sanitation Committees, so that community members receive better services. At the same time, PROGOAS also works with suppliers of water and sanitation services to improve their responsiveness to community demands — district and provincial governments, and private-sector service providers. The project’s water funds, furthermore, have been harmonized with district procurement processes, effectively coordinating its capital resources with district development plans. It is notable too that this engagement with actors on both the “demand” and “supply” sides helps to build bridges between them. Through social accountability methodologies used within both the LGMI and PROGOAS initiatives, CSOs and international organizations (Concern and HSI) work with communities, local governments, and private-sector service providers. At the national level, finally, CSOs such as IESE, CIP, CTV and OMR will scrutinize and challenge public policy and practice, while also making proposals for improvement.

¹⁴ This is the author’s inference, although the emphasis on bridge-building is echoed by statements made by key actors in both state and civil society.

3.2 Synthesis of Expected Outcomes in Local Governance Projects and Programs

This section presents a synthesis of intended outcomes for these five projects, which form the core of SDC's Local Governance programming. This approach allows a reading of governance programming at a level of generality which is above that of the individual projects, but below that of the country program as a whole. The Annual Reports on Swiss Cooperation with Mozambique use a comparable approach. The 2013 Report, for example, reviewing "Civil Society Strengthening", highlights progress on two aggregated outcomes:

- Increased capacities of CSOs to demand transparent and accountable use of public resources;
- Increased capacities of communities to monitor the use of funds and demand higher quality service delivery at local levels.¹⁵

In a similar vein, it is possible to offer synthesized statements of two overarching outcomes for this cluster of projects, one for those implemented by public authorities and one for those implemented by CSOs and NGOs. Both statements below are consistent with the assumptions of SDC's program logic. We assume these outcomes are changes to be realized in the medium-to-longer-term, i.e., three to five years or more.

3.2.1 The PDA and the PNPF

The PDA is a three-year program, built on an earlier multi-year, multi-donor program, which seeks to strengthen the technical and financial management capacities of operational staff in thirteen municipalities. The intention is to enable municipalities to plan and manage finances more efficiently and in a more participatory manner; to deliver better quality services in land use and solid waste management and in the provision of infrastructure; and to improve official and popular attitudes on issues of gender and HIV/AIDS. The PNPF is also built around strengthening management capacities within local government, specifically the ability of district officials to plan and manage financial resources in a more efficient and accountable way, one which also engages members of local communities.

An aggregated outcome for these two programs would be: Local public authorities—districts & municipalities—are stronger, i.e., more effective, better managed, more responsive and accountable.¹⁶

3.2.2 The LGMI, Land Use Rights, and PROGOAS projects

These three projects form a cluster complementing the PNPF/PDA programs. All are directed towards the Swiss Cooperation strategic objective of effective empowerment of local communities in planning, budgeting, and monitoring the implementation of district and municipal development agendas. Both the PNPF and PDA highlight the importance of organized and aware community participation in planning, budgeting and monitoring; these projects provide practical support for it.

The three projects are somewhat different from each other, but complementary in intent. The LGMI comprises sub-projects with three non-governmental organizations. A multi-donor Common Fund, which SDC was instrumental in creating, provides multi-year core support to two Mozambican CSOs, IESE (Instituto de Estudos Sociais e Económicos) and CIP (Centro de Integridade Pública). This enables both organizations to research and intervene in public debate about national policies, to advocate against corruption and for

¹⁵ "Annual Report 2013," p. 20.

¹⁶ It is possible to construct more complex summary outcome statements by adapting existing LFs. We have opted for brevity and the essence of the changes to be realized. An LF using this outcome statement could then tailor indicators to the key result areas of the individual programs—PFM, solid waste management, and so on.

transparency in the use of public resources, and to work with local partner organizations in monitoring local government spending. A multi-year project grant, secondly, funds the MuniSAM (Municipal Social Accountability Monitoring) project of an international NGO, Concern Universal Mozambique. By the end of its first three-year phase, the project will include eight municipalities of the thirteen which make up the PDA. MuniSAM trains and supports community members in understanding municipal planning and budgeting, and in monitoring their implementation; in both functions, MuniSAM staff and local committee members enable community members to work with elected municipal officials, councils and assemblies, and municipal functionaries.

The Land Use Rights project also provides program support to CSOs working with and on behalf of communities. ITC (iniciativa para Terras Comunitárias) provides technical and legal support to local communities seeking to register and thus secure their right to use community land. CTV (Centro Terra Viva) provides technical advice and advocacy and legal services on management of and community benefits from natural resources. OMR (Observatório do Meio Rural), lastly, specializes in research and promotion of debate on agriculture and on managing land and natural resources.

Finally, the PROGOAS program is implemented by HELVETAS Swiss Intercooperation. Co-financed by SDC, the program is now in its second multi-year phase. PROGOAS works with local communities and district authorities in eight districts of Cabo Delgado and Nampula provinces strengthening communities' capacity to organize, plan, negotiate and maintain water and sanitation facilities. At the same time, as noted above, PROGOAS works closely with district governments, with the provincial departments of line ministries such as Water, and with private sector suppliers of water and sanitation services.

SDC foresees the results of these projects realized at three levels:

- **The community level** includes citizens' organization and awareness of their rights; community participation in development plans—planning, budgeting and monitoring implementation; demanding and negotiating service delivery and economic development projects.
- **The institutional level** includes institutional development of Mozambican CSOs; national organizations training a cadre of activists and strengthening local partner organizations.
- **The national level** includes policy research and public debate to advance transparency and accountability in public institutions; advocacy with and on behalf of communities, on public integrity and on the costs and benefits of development policy.

An **aggregated outcome statement** for this group of projects would be twofold:

- 1) Citizens and their communities are more confident, better organized, and more active participants in local governance;
- 2) Citizens' organizations (i.e., CSOs, both NGOs and think-tanks, but also community associations and WatSan committees) are stronger – more effective, better managed, more responsive and accountable.

3.3 Assessment of Performance

3.3.1 Performance against Expected Outcomes

The 2013 Annual Report describes the results achieved in this cluster of projects as “satisfactory”. We can highlight here some of the evidence of real and important achievements.

1. **Stronger local public institutions:** Improving management skills and service delivery

An apparent paradox in both the PDA and the PNPFDP is revealing. Reviews of both programs have identified problems of program management, notably delays in implementation, with budgets underspent and technical assistance in place much later than planned.¹⁷ Reports from workplaces offer different messages, however:

**Box 1: Overall Finding:
SDC is “doing the right things”**

SDC is “doing the right things.” The agency is engaged with important issues of local governance in Mozambique, and is supporting projects and programmes which are highly relevant and well-conceived. All the projects and programmes examined in this case study show evidence of real progress, with many positive and even inspiring achievements and stories.

- In interviews with the research team, PDA specialists described municipal staff members as having substantially improved their knowledge of financial procedures (for planning and budgeting, transfers and expenditures) through their on-site training and coaching with technical advisors. As a result, staff members are more confident of their own abilities, and they regard the PDA program favourably, as an investment in themselves.
- The draft PDA Monitoring Report for the years 2011–13 points to greater satisfaction with service delivery among both staff and citizens.¹⁸
- The Mid-Term Review of the PNPFDP also emphasizes that, despite its management problems and on-the-ground constraints, improvements have been made in financial management in district governments, and in encouraging a stronger demand for services from communities.¹⁹

“Program management problems” may be real enough, but they may not be the whole story. Positive and important changes in workplaces and communities may be happening as well.

2. **Stronger local public institutions:** Institutional development as community engagement

The PDA and the PNPFDP are institutional development programs, intended to enhance the management and technical capacities of local public authorities. During interviews, however, elected officials and senior and intermediate staff members in both programs responded to open-ended questions about the logic and priorities of these programs by emphasizing the importance and functionality of **cidadania** – citizens’ engagement with local authorities:

- A senior provincial official described active citizens engaged in planning and monitoring district development plans as **the** most important element in the redefined role of district governments.

¹⁷ See Claus Thure Hastrup and Carolina Hanguana, consultants, “Mission Report: Mid-Term Review 2013, Municipal Development Programme – Programa de Desenvolvimento Autárquico, PDA, Mozambique,” (Maputo, Sept. 2013), pp. 1-2; and Métier Consultoria, “Avaliação Intercalar do PNPFDP,” pp. 36, 38-9, 41.

¹⁸ Vibe Johnsen, “Monitoria do Programa de Desenvolvimento Autárquico: Resultados Referentes ao Período 2011 – 2013,” Draft Report, Maputo, March 2014.

¹⁹ Métier Consultoria, “Avaliação Intercalar do PNPFDP,” pp. 67–71.

- This view was echoed (independently, and in another location) by district officials as they described with a real sense of achievement the methods and mechanics of their work with citizens' organizations and committees monitoring district expenditures.
- In a similar vein, the mayor of a small town affirmed the educational value of independent monitoring committees (SAMCOMs) for members of the Municipal Council.²⁰
- The mayor of another small centre offered a candid reflection on a deeper problem within this process. Acknowledging the value of citizens making their case to him for a more reliable supply of electricity and water, he said that such demands clearly showed the actual limits of decentralization. As mayor, he has neither the mandate nor the resources to respond to such demands directly—the town's citizens have elected him, in effect, as their agent to negotiate with higher-level institutions of government, and with the national parastatals which control the supply of water and electricity.

Readiness to engage citizens

Conversations with local public authorities revealed a readiness among both elected officials and staff members to engage with citizens who were taking an active part in planning and monitoring the implementation of local development initiatives. We spoke with young people with university degrees who were working in district offices to support public engagement, and we spoke with elected officials who were confident and candid about the value of this kind of dialogue. Such sentiments, if they can be nurtured and strengthened, can only encourage the growth of a democratic political culture and responsive and accountable local public institutions.

3. **Better organized and more confident citizens and communities** are able to articulate, plan, and act upon their development agendas, and to bring these to consultative councils and to local authorities.

We were privileged to attend three meetings of communities or groups of communities. Clearly and with evident pride and confidence, speakers described what they had accomplished together:

It is significant that the community members reported their accomplishments and demands *in the presence of local leaders* (of villages, localities, and districts) *who had come to the communities' own meetings*. In one meeting, we asked the *comunitários* and *comunitárias* what difference the various consultative councils had made. A very elderly woman said, simply and with dignity, that she no longer had to spend a day or more travelling 10 or 15 kms to the Administrative Post. Local leaders now came to community meetings, and she and her friends could put their issues directly to

Securing community members' rights to land

Fifty men and women, representatives of thirty-six community associations near a district capital in Cabo Delgado province, spoke of what they had gained from registering their land:

- Our community associations are legally recognized and empowered.
- We know our rights to use our community land, and we have security for our land.
- We have much better knowledge of nutrition, food, and malnutrition.
- We have experience of teamwork, and we have experience of negotiating with the local authorities to register and demarcate our land.

²⁰ SAMCOMs are Social Accountability Monitoring Committees, part of the MuniSAM project undertaken by Concern Mozambique within the Local Governance Monitoring Initiative. His endorsement echoed that of one of his counterparts in neighbouring Niassa Province.

the local public authority.²¹ We heard indirect evidence of similar dynamics within municipalities as well, from members of the local SAMCOM.

Community development councils – participation and accountability

Members of two communities near another district town in Cabo Delgado presented reports on the work of their consultative councils (CCs):

- Each CC numbered some 30 members, a majority of whom were men; one of the two Presidents was a woman.
- These village-level CCs are the base level of a hierarchy of CCs extending to the district. Each CC sends one man and one woman to the next level up.
- Water is a major issue; both communities had water and sanitation committees. The WatSan committees maintain the community water points. Residents' fees cover maintenance costs. The sums are not large, but they are significant: One WatSan Committee reported a positive current balance of approximately USD 500 in the account. (This, from a population of 2100 people.) Twelve people made up the WatSan Committee, six women and six men.
- Other committees are created to handle specific development issues: agriculture, forest resources, health, education and so on.
- Speakers—usually a school-teacher—presented written reports on annual work plans and outputs. Neatly organized on flip-charts, they highlighted achievements such as “3 new classrooms built”, or “1 new water point installed”.
- Activities planned for the coming year reflected ongoing demands and negotiations: More classrooms; access to the national power grid; more water points for a growing population.

4. CSOs demand more transparent and accountable use of public funds, and the regulation of extractive industry to benefit communities

Individual CSOs or communities may not be large or powerful, but sometimes a combination of hard work, determination, alliance-building, expertise, and an ability to seize the moment can pay off, and citizens' action can influence public policies and even power relations within a country. The program offers examples of effective public interventions by CSOs; their longer-term effect on the balance of power within society will be seen and assessed in the years to come.

CIP, the Centre for Public Integrity, has built a public reputation with its readiness to demand accountability and integrity in the use of public resources. CIP can legitimately be described as a success story, one in which SDC has played an important part:

Centro de Integridade Pública (CIP) – A success story

The first conversations between CIP and SDC took place in 2005. At that time, CIP had only just been created, and was building itself as an organization committed to promoting public integrity and transparency in Mozambique. SDC played a key accompaniment role at that moment, helping CIP to establish its position on the challenges of governance in Mozambique, to clarify its approach and methodology, and to address organizational issues such as administrative manuals, accounting systems, internal governance, and accountability mechanisms. SDC also mobilized other donors to support CIP. DFID was the first to buy into the idea in 2006, followed a year later by Denmark, Norway and the Netherlands. These donors now contribute to CIP's

²¹ The energy and commitment evident in the three community meetings, and the presence of local leaders, also support the argument that Mozambique's local consultative councils have important democratic potential. This potential was the focus of a study by the Institute of Development Studies of the University of Sussex, part of the research commissioned by Helvetas for the PROGOAS project. See Marco Faehndrich and Ilídio Nhamumbo, “Advancing Accountability through Conselhos Consultivos in Mozambique: PROGOAS Case Study,” IDS Working Paper, Vol. 2013, No. 420 (University of Sussex, April 2013).

strategic plan and program (including institutional development) through a Common Fund rather than via projects or annual plans. The multilateral core support has strengthened CIP as an independent entity and has enhanced its capacity to build and advance its own agenda.

This program-based approach to institutional development has proven extremely effective. CIP has now become a high-profile, solid and sound organization. It is now a member of Transparency International and its representative in Mozambique.

Specific cases show CIP's achievements:

- For some years, CIP had pressed Government to endorse the anti-corruption package of legislation passed by Parliament in August 2012, so may properly claim to have contributed to that initiative. The Public Probity Law, the core of that legislation, affords the country a potentially powerful anti-corruption tool: its scope of application is wide, including all persons vested with public powers, as is its definition of conflict of interest. It may help to change an official culture of secrecy, as it has been called, because it requires that people seeking public office declare their assets.²²
- Recently, CIP's exposure of the complex tax exemption scheme on the importation of goods by members of political parties led to a massive investigation by the Anti-Corruption Cabinet, as well as a commitment by the Tax Authority to amend the current legislation.
- A further recent success is its demand for changes to a law intended to increase the indemnities and advantages that the President and Parliamentary deputies would receive at the end of their mandates. Thanks to the continuous pressure by CIP, followed by other CSOs and publicized in the media, the President returned the law project to Parliament for revision.
- CIP has also lobbied for Mozambique to apply for certification by EITI (the Extractive Industries Transparency Initiative) as compliant with its standards of transparency on public revenues from extractive industry; Mozambique was declared compliant in October 2012.²³ In 2013, EITI introduced more stringent requirements for compliant governments to disclose information about their contracts with extractive companies, particularly taxation and licencing arrangements.²⁴

The importance of Mozambique's participation in protocols such as those of EITI becomes all the more evident in light of action by residents of a community in the district of Palma on Mozambique's northeastern coast. In 2012-13, GoM and a US oil company, Anadarko, moved towards an agreement allowing the latter to build a natural gas liquefaction plant on 7,500 ha. of land in the district. Building the plant would require that residents be moved and resettled elsewhere. The community has organized, protested, and challenged the resettlement. Residents have sought and received advice from CTV, which has in turn challenged the legality of the process, despite police questioning the Executive Director. Both the community and CTV have the support of a wider network of thirty-five CSOs, the Civil Society Platform for Natural Resources and Extractive Industry (of which CTV is a member, as well as CIP, IESE, and OMR—all participants in the LGMI and LUR projects). In April 2014, members of the Platform met with representatives of Government, Anadarko and the Italian petroleum company ENI. In that meeting, they called on the Government to clarify outstanding questions of licencing, an environmental assessment,

²² Ana Pinelas Pinto and Dimir Coutinho Sampa, "The Mozambican Public Probity Law: The First Episode of a New Season?" American Bar Association, International Law News Vol. 42 No. 1 (Winter 2013).

²³ EITI compliancy means that a "country has an effective process for annual disclosure and reconciliation of all revenues from its extractive sector. This allows citizens to see how much their country receives from oil, gas, and mining companies." <http://eiti.org/Mozambique>, accessed May 25, 2014.

²⁴ CIP, "Serviço de Partilha de Informação," Ed. No. 16/2013, Outubro; CIP acknowledged with some anticipation the Government's stated commitment in September 2013 that it would disclose the required information.

and the legal basis for Anadarko's use of community land for a natural gas plant.²⁵ GoM cannot easily disregard EITI's disclosure requirements; the residents of the community do not want to be resettled, and they have support from a group of CSOs, including one prepared for a legal challenge.

This is the future in the present. Section 2.2 suggests that this type of political-economic-ecological conflict is to be expected in an age of extractive mega-projects. It is surely the most difficult of the many challenges of local governance facing SDC and the organizations it supports.

Furthermore, it is noteworthy that SECO is the lead Swiss agency for EITI globally. It is a member of the Initiative's board and an important donor to EITI. To optimize effective decisions in the sphere of extractives, SDC and SECO will need to consult continuously at agency, country and project levels. The Mozambique COOF provides a good example to both agencies: staff members spoke of a close and complementary working relationship on common issues of governance. They described the differences in the approaches of SECO and SDC as mainly a matter of modalities, with SECO focusing on GBS and the related macro-level policy dialogue, and SDC on more operational aspects of Local Governance and decentralization.

5. Concern Universal/Mozambique and community members within the MuniSAM project have made **creative use of communications technology**.

Participatory video has been used to build confidence and awareness within communities, and has served as a means of identifying issues to be negotiated with municipal authorities. For its part, Concern has assembled an archive of these videos, "Histórias digitais" ("Digital Stories"). These provide an audio-visual record of negotiation and accountability in the interplay between urban communities and their public authority, a record of great value to all the people and organizations involved. The videos are also a valuable tool for wider education: in an eloquent and granular way, they show the workings of local governance, and in doing so, they explain vividly why "institutional development", so often vague and mystifying to outsiders, can be so fundamentally important to participants.²⁶

Progress toward outcomes: These reports show actual and potential progress on the two core challenges of Local Governance—building the structures of the state and a democratic political culture—and on the two poles of the SDC program, the "supply" and the "demand" dimensions of Local Governance. **Most of these evident achievements are the immediate results of project activities. They are changes which are especially important to the people involved. They mark progress towards medium- or longer-term outcomes. The challenge for the medium to longer term is to consolidate and institutionalize the changes already realized.**

²⁵ CTV, "Pela Legalidade Do Projecto Da Fábrica De Gás Natural Liquefeito Em Palma - Organizações Da Sociedade Civil Mantêm-Se Inabaláveis" ("On the Legality of the Project to Build a Natural Gas Liquefaction Plant in Palma – Civil Society Organizations Remain Unshakeable"), <http://www.ctv.org.mz/> accessed May 25, 2014.

²⁶ Concern Mozambique has listed several of these videos in a recent newsletter: Concern Universal Mozambique, "Municipal Social Accountability Monitoring Program – MuniSAM," Newsletter, EN, July 2013. Examples include the following: www.concern-universal.org/neighborhood_of_hope and www.concern-universal.org/being_a_citizen_in_mozambique (accessed May 25, 2014) "Popular video" has roots which are decades old, such as (for example) Gerald Belkin's "Tanzania Year 16" tapes of the 1970s. The availability of modern compact, mobile and comparatively inexpensive digital recording and playback technology has fostered a new wave of creative expression for mobilization, conscientization, and advocacy—not excluding art—among community activists. There are examples on the website of COEP/Brazil, in the section on the Better Futures Network:

http://www.coepbrasil.org.br/portal/Publico/apresentarConteudo.aspx?CODIGO=C20131128123636921&TIP_O_ID=1 ; and in the COEP/20 Anos section: <http://www.coepbrasil.org.br/coep20anos/publico/home.aspx> .

3.3.2 Assessment against Evaluation Criteria

This section elaborates some of the preceding commentary on performance against expected outcomes, and introduces additional assessments using the criteria guiding the broader evaluation of SDC's performance in governance programming and mainstreaming. In the interests of brevity and main messages, we have worked by exception, highlighting issues deemed particularly important by the research team and the different sources of information. The organization of the section relies on categories of the wider evaluation, specifically the evaluation criteria and the related Assessment Matrix.²⁷

1. **Legitimacy and Relevance:** "Doing the right things"

Development cooperation between Switzerland and Mozambique enjoys the support and confidence of the highest levels of leadership in Mozambique. This is a legacy of the historic presence and contribution of the Swiss Mission, highlighted in Annex IV, but also reflects Switzerland's support for Mozambican development since 1979, through cooperation between both government and civil society (noted in Section 2.1 above). Representatives of operational agencies also spoke of the legitimacy they felt was accorded to their work, by reason of their affiliation with SDC.

The 2012 – 2016 Country Strategy shows that Swiss development objectives generally, and those of SDC's programming in particular, are closely aligned with Mozambique's official priorities. That said, the PARP, as the government's poverty reduction strategy, describes local governance and decentralization not as an outcome but as a "supporting pillar" for other outcomes. SDC attaches a higher priority to local governance, one which clearly matches GoM's policy on decentralization, and which the contextual analysis in this Report endorses as well. The relevance of the program is also evident on the ground. The ITC component of the Land Use Rights project, for example, grew out of activity supported by donors in Mozambique's central provinces during the 1990s. It has subsequently expanded in response to evident demand for important services, and its imminent institutionalization as a foundation is evidence of its relevance.

Rating: Good-Excellent

2. **The Program Design Cluster: Program Logic; Ownership, Participation and Non-Discrimination; Accountability and Transparency; and Capacity Development**

The quality of program design is the link between relevance and legitimacy on one hand, and effectiveness—outcomes and sustainability—on the other. This section assesses several related dimensions of program design: program logic; participation, accountability, and transparency; and capacity development.

Program Logic

The statement of key assumptions underpinning SDC's approach to local governance, presented in Figure 1 above is succinct, clear, coherent, and plausible. It could be strengthened (at some cost in brevity) by integrating the factors listed below. Dialogue with the SDC governance team made it clear that staff members are well aware of the issues noted, so that elaborating the existing schema would be straightforward.

²⁷ See E.T. Jackson and Associates Ltd., "Evaluation of SDC's Performance in Governance Programming and Mainstreaming: Inception Report," Ottawa, Canada, March 31, 2014, pages 13, 14- 19, and 42-43. Annex VII contains a Country Program Assessment Tool with data related to the five Local Governance projects in the research sample.

- Internal and external forces and relationships enabling and constraining these processes.
- A particularly important factor—whether enabling or constraining—is the quality of leadership within both public authorities and civil society and “supply” and “demand” processes.²⁸
- A vision of a responsive state is implicit in this program logic. It deserves to be explicit. The importance of this issue is underscored by the observations on “institutional development as community engagement” above.
- Complementing the idea of a responsive state is another implicit enabling factor: an effective bridge between the public authorities and civil society. Such a bridge would have to be built of relationships of trust and respect, more open communication, and mutual accountability. The fact that all five projects address both demand and supply reflects an awareness of this issue.²⁹
- Similarly, the possible roles to be played by SDC should be explicit, as well as the assumption that these roles are to be negotiated. Several roles are possible: funder; convenor of dialogue and reflection, and/or a catalyst for same; participant in generating, gathering, storing, exchanging and disseminating knowledge. Later comments on capacity development suggest that SDC can also play a role of accompaniment, especially but not only with CSOs, through regular dialogue on matters of organizational development.
- The schema suggests a range of “capacities” within both civil society and communities, and the state. One is especially important: the ability to navigate complex institutional relationships. The institutional maps of the LGMI, LUR and PROGOAS projects (Annex V) show the challenges involved. The later section on capacity development explores these points in more detail.

Ownership, Participation and Non-Discrimination; Accountability and Transparency

This Report has pointed to the centrality of participation, accountability and transparency within SDC's Local Governance program. The research team saw and heard evidence of the energy and motivation within communities; the enthusiasm of members of a SAMCOM committee in a small northern town working with residents to promote both transparency and popular awareness of municipal spending; and the openness and positive sentiments

²⁸ Two examples from other contexts underscore this point. A recent blog by Rick James, an experienced and thoughtful senior consultant with INTRAC (Oxford, UK), is entitled “It's (almost) all about leadership”. The link is: <http://www.intrac.org/blog.php/54/its-almost-all-about-leadership> (accessed May 20, 2014). Secondly, in 2011 the author co-organized an online survey of participants in a training program on understanding and acting on issues of gender inequality in the workplace – in this instance, in the public sector in South Africa. Following the program, participants and their co-workers had achieved some remarkable successes. Survey respondents identified supportive and active leadership as **the** most critical success factor.

²⁹ A cautionary note is in order, finally, on the common supply/demand metaphor. In this research, people interviewed tended to identify public authorities with the “supply” side, and civil society with “demand”. Doing so risks creating a false dichotomy, because social categories and processes are complex, not binary. Civil society and citizens can and do supply things of great value to public authorities: the list begins with legitimacy and tax revenue. CSOs also can and do supply important services to their constituencies, both within communities and within the public sector. CSOs may in turn be the object of demands from their constituents if they do not deliver as expected, if they stray from their mandate, or misuse their supporters' good will or funds. For their part, public authorities may be sources of both demand and supply in their relationships with CSOs – a fee-for-service contract is a classic example. Metaphors can be useful if they illuminate ideas; if they obscure or confuse important relationships and processes, they become much less useful. If the metaphor is to be retained, it may be better to speak of “functions” rather than “sides”. There is no obvious equation at work, and “sides” suggest place and structure. The idea of “function” hardly captures the fluid and dialectical social processes at work, but it at least allows its performance to be distributed in different domains.

of mayors and district and municipal officials. Also impressive was the respectful face-to-face interplay between community members and local leaders.

It is also important to emphasize here the close fit between these criteria and the several articles of the constitution of the Republic which affirm citizens' rights of freedom of expression, information and association; of participation in the democratic life of the nation, and in solving their own community problems; the role of social organizations, and citizens' right to public accountability on matters in which they have a direct interest.

The words of the *comunitária* cited earlier underline the fact that citizens' participation in public affairs necessarily raises issues of gender: the presence of local leaders at a community meeting is in turn a positive sign of responsiveness. Another positive sign noted above, the presence of younger and better educated officials in district and municipal government, should be qualified by the fact that among those we met, men substantially outnumbered women—in part because of longstanding inequalities in access to higher education.

A closer look at community participation through the lens of gender equality produces a more complex picture. The programs implemented by public authorities, the PDA and PPF, include as noted activities to promote community participation in municipal and district development plans. Program documents offer very limited attention to the question of "Who participates?" however. The Mid-Term Evaluation of the PPF, for example, in its review of community participation, offers no profile of community participants, or of the constraints faced by women, or young people, or people of low income. The PPF Annual Report for 2013 does include information on the male/female breakdown of participants in training programs—noting that 9,443 women were among the 37,276 members of Local Councils to take part.³⁰ The LogFrame for the PPF includes no gender dimension to community participation in the program – its emphasis lies wholly elsewhere, on stronger public financial management. Much the same is true of the PDA, which does define as one of its six outcomes, a change in municipal attitudes in relation to women's participation and HIV/AIDS. Its statements of the considerable range of outcomes and activities devoted to community participation and responsive municipal government, however, include no mention of gender.³¹ The most recent monitoring report on the PDA acknowledges this very limited gender dimension to the programme.³²

A more encouraging commentary emerges from interviews with elected officials and staff members of both municipal and district governments, however. A young district official responsible for working on monitoring district development plans with Facilitade, one of CIP's local partners within the LGMI, offered a thoughtful and sympathetic analysis of the constraints on women's participation. He cited security considerations for women who might otherwise take part in evening meetings; the costs of travel for low-income women; and the demands of the domestic division of labour, which mean that women bear responsibility for most if not all household tasks at the day's end. Other officials acknowledged the effects of longstanding inequalities in education, and the imperative of extending budget literacy to women, both Local Councillors and members of the community at large.

Projects implemented by non-government organizations show more focused attention to gender equality. The PROGOAS II program, for example, includes within its first outcome (community participation in planning and monitoring the use of public resources), an

³⁰ Métier Consultoria, "Avaliação Intercalar do PNPFD," p.p. 62-63; and República de Moçambique, MPD, "PNPFD: Relatório Anual de Progresso, 2013," p. 28.

³¹ SDC, "Credit Proposal, Municipal Development in Mozambique, Annex 3, Logframe," pp. 10 – 14. The overall goal of the programme is "to contribute to urban poverty reduction through more sustainable municipal governments that improve living conditions and provide more and better services to women and men." (p. 10)

³² Johnsen, "Monitoria do PDA," p. 61.

output dedicated to women's participation in that process. The Mid-Term Review of the project commends the close integration of gender equality into program activities, emphasizing that women have been able to voice their priorities and shape community investments, especially in WatSan. The fact that the majority of WatSan committees supported by the project have gender parity in their membership is seen as an important enabling factor in this achievement.³³ The PROGOAS record is a good example of the centrality of gender equality considerations in the supply and management of water and sanitation at the community level, highlighted by SDC's policy paper on the issue.³⁴

MuniSAM's project documents do not give the same prominence to gender equality in their emphasis on community mobilization and monitoring of municipal development plans. The proposal and its LogFrame are built around community awareness and participation, for example, but show no gender dimension to those processes. In practice, however, issues of gender equality are more prominent. The role of women within training programs, SAMCOMs, and public educational and accountability meetings is explicitly recognized, and given weight by personal testimonies. Case study accounts by SAMCOM members, and interviews with municipal officials reinforced this.³⁵ Sources from both programmes also describe a shift in attitudes expressed by men in the communities, who acknowledge women's capabilities in technical matters such as maintenance of water points, as well as in budget literacy.

An observation on accountability arises from an apparent paradox within the program which highlights issues of organizational roles, responsibilities and accountability. These questions need not pose problems, but they do require conscious attention and clarity by those involved. One of the implicit premises of the program is that CSOs can be both "inside" and "outside" the processes of local public authorities (both district governments and municipalities). Organizations such as CIP and its local partner Facilidade, HSI and its partners in PROGOAS such as AMA, as well as Concern (via the MuniSAM project) are *outside* the state because of their formal identity, but by reason of their practice, are *inside* the processes of governments as well as communities. They thus straddle the boundary of state and civil society. Such a position can be a source of tension; whether this is a creative tension or not depends on how the actors respond to it.

On one hand, the position could generate awkward questions: Are CSOs being co-opted, losing their independence as civic actors? Do they enjoy privileged access to local public authorities? What considerations do those authorities use to assess the legitimacy of CSOs active in public governance? What patterns of mutual accountability have been negotiated? Are they effective? On the other hand, none of these questions need present a problem—they have been handled conceptually and practically elsewhere, and HELVETAS' project document for PROGOAS II explicitly recognizes the issue³⁶. So long

³³ HSI, "PROGOAS II Programme Document," p. 17; Deshormes et al, "PROGROAS II Mid-Term Review," pp. 10 and 22. The observations by the Mid-Term Review team match those of the research team for this case study.

³⁴ SDC, Gender & Water, Bern 2005.

³⁵ Concern Universal Mozambique, "Annual Report 2013" (on participation rates of men and women in training and accountability sessions), and "Estudo sobre o Impacto," pp. 22-24.

³⁶ HSI's project document explicitly notes the need for a multi-stakeholder dialogue to ensure that communities, consultative councils, local governments and private-sector service providers all understand their respective roles and responsibilities. HELVETAS Swiss Intercooperation, "PROGOAS II, Project Document for Phase II, April 2012 – March 2015," (Maputo and Zürich, February 2012), p. 17. On the more general issue, L. David Brown and Jagadananda explore a range of issues on civil society, legitimacy and accountability in their scoping paper for CIVICUS, "Civil Society Legitimacy and Accountability: Issues and Challenges," CIVICUS and the Hauser Center for Nonprofit Organizations, Harvard University, January 2007. For a more specific exploration of these issues when CSOs are active in public governance, see John Saxby and Mark Schacter, *Getting a Fix on Legitimacy: CSOs in Public Governance* (Ottawa: Conference Board of Canada, Briefing Paper 488-03, November 2003). This includes a review of how the World Health Organization, an inter-governmental body, has handled CSOs' participation in its governance.

as mandates are clear, and roles and responsibilities are transparent, potential conflicts of interest or unclear accountabilities can be avoided. The importance of addressing the issue deliberately and publicly becomes clear if one also anticipates a future role for private-sector firms within such public processes (other than the conventional role of service provider via tender.) Then, questions of material interest, privileged access to senior officials and to strategically valuable information could become pressing.

- Rating:** 1) **Accountability and Transparency:** Good-Excellent
- 2) **Ownership, Participation and Non-Discrimination:** Satisfactory. The laudable priority placed on participation and ownership would be strengthened by more focused attention to gender relations.

Capacity Development

The concept of “capacity” is central to the five projects examined in this case study, and hence to SDC’s local governance programming. The two projects with public authorities, the PDA and the PNPFD are built around the challenge of ensuring that both governing institutions (districts and municipalities) and their staff members have the financial and/or technical capabilities they need to discharge their mandates. The three projects implemented by CSOs and NGOs in turn aim to strengthen the capacity of citizens, their communities and their organizations to demand quality services from their local governments, to monitor governments’ performance, and to hold their governments accountable. The projects also seek to enhance the capacity of national CSOs to intervene in public policy debates, and to demand greater integrity, transparency and accountability in national policy decisions.

Project documents such as LogFrames and various reviews³⁷ are thus studded with references to “capacity” and “capacity development” (or the Portuguese variant, *capacitação*). These words are used loosely, however, often with scant regard for consistency or clarification. The LogFrames of PDA and PNPFD offer examples. “Capacity” appears as activity, intermediate result, indicator, and programme objective or outcome; and the unit of analysis may be individuals, organizations, or both, with little attention to the interplay between the two.³⁸ This practice is hardly unique to Mozambique. Analyses of “capacity” regularly acknowledge the slippery and elusive nature of the concept, and not a few development practitioners would dismiss it as jargon or devoid of content.³⁹

The standard project documents—LFs, reviews and evaluations, and annual reports—rarely explore the content of “capacity”. Time constraints on this research also limited in-depth interview discussion of the issue. The author’s inference is that frequently, capacity in an organization is understood as the ability to carry out core functions and to meet its mandate; in an individual, the skills, knowledge and overall ability to carry out his or her responsibilities. This usage makes sense, and echoes the working definition used for years by the UNDP: “The ability of individuals, institutions and societies to perform

³⁷ It bears emphasizing that these are not, as a rule, documents by SDC per se, but those of programs and organizations which the agency is supporting.

³⁸ These are annexed to SDC’s Credit Proposals for each. The PDA LogFrame appears as Annex 3, and that of the PNPFD, Annex 4.

³⁹ Excellent sources include Heather Baser and Peter Morgan, *Capacity, Change and Performance*, ECDPM Discussion Paper No. 59B, (Maastricht: European Centre for Development Policy Management, April 2008), and Jan Ubels, Naa-Aku Acquaye-Baddoo and Alan Fowler, eds., *Capacity Development in Practice*, (London: Earthscan and SNV, 2010). Full disclosure by the author: Heather Baser and Peter Morgan are longstanding colleagues, and I contributed one of the several case studies which form the evidence base of their paper. A third helpful source is Jim Armstrong, *Improving International Capacity Development: Bright Spots* (London: Palgrave Macmillan, 2013). It should be noted that Armstrong focuses on public sector reform, not capacity (development) more generally.

functions, solve problems, and set and achieve objectives in a sustainable manner.”⁴⁰ A common way of building such capacity is by investing in training to develop individual skills and knowledge, including on-the-job training and coaching by specialist advisors or consultants.

Follow-up conversations with participants in the SDC program, mainly but not exclusively by email, generated a much richer picture.⁴¹

- Program staff in SDC summarized an understanding of capacity based on three key capabilities within partners such as a local government or a CSO: effective internal management and governance; the ability to reach out and collaborate with like-minded organizations, but also to engage with other stakeholders in government and the private sector⁴²; and to achieve both organizational goals and broader changes within society.
- SDC staff members clearly understood that the roles of the Agency, as an external actor in governance in Mozambique, went beyond its established and understood functions as a funder and participant in higher-level policy dialogue, the latter via vehicles such as budget support and sectoral working groups. Its roles encompass the more subtle process of accompaniment, particularly to CSOs, a role developed over time through a practice of regular and in-depth dialogue on contextual analysis and organizational development, and a role requiring mutual confidence and respect. In a related vein, SDC could play a part in convening conversations among different actors, or facilitating and encouraging other organizations to perform that role.
- Staff members of Concern Universal Mozambique, working on the MuniSAM project, extended the understanding of organizational capacity beyond individual skills and knowledge, and organizational performance of key tasks and functions, to address *intangible qualities* such as individual and collective confidence, and the cultivation of trusting and respectful relationships within and among communities, civil society, and members of the municipal government. A key part of the approach to building these intangibles has been to create a space in which both citizens and councillors could *together* learn the skills they needed to monitor municipal actions and expenditures. This attention to intangibles meshes neatly with the emphasis by district and municipal officials on community engagement as the key to institutional development within local government, as described above. It also underscores the implicit enabling presence of a bridge between “supply” and “demand” within the logic of the program.

These understandings of and approaches to capacity development are relevant, drawn from practice, and the products of considered reflection and dialogue. They also suggest a wider—but latent—body of knowledge exists. **These insights are not yet systematized, however**—the comments delivered to the author, for all their quality, are responses to specific requests. There is a piece of work to be done: assembling the relevant information from within SDC and its network of collaborating organizations, teasing out assumptions and reasoning as needed, synthesizing conclusions and outstanding questions, cross-referencing related literature, and publicizing and sharing the resulting material through different media. There is, therefore, a challenge and opportunity awaiting SDC, noted in Section 4.0, Areas for Improvement.

⁴⁰ UNDP, Capacity Assessment Practice Note, Feb. 2007, p. 5, cited by Baser and Morgan, Capacity, Change and Performance, p. 22.

⁴¹ Sources here include personal communication, purpose-built documents such as SDC's “Synthesis of capacity: Concept, Method, Results, and Examples,” (May 5, 2014), and recently available internal documents, such as Concern Universal Moçambique, “Estudo sobre o Impacto do Programa de Responsabilização ao Nível dos Municípios – MuniSAM,” Maputo, Maio 2014.

⁴² The institutional map in Annex V shows the terrain where this capability is to be used.

There is also a way forward. A recommended reference and starting point is the analytical framework and case study evidence presented by Heather Baser and Peter Morgan in **Capacity, Change and Performance**, cited above. The authors offer an approach to “capacity” and its development which is built on three related levels.⁴³

- Individual competencies (skills, knowledge and abilities);
- Collective capabilities – the five core functions which an effective organization will perform;
- Capacity, understood as a higher-level product of individual competencies and collective capabilities, a combination which enables a human system to create public value.

Annex VI offers a more detailed summary of this approach. Several critical assumptions deserve to be noted here, however:

- “Capacity” cannot be delivered – it can come only from within a person, community or organization. Ownership is fundamentally important.
- Wise and sympathetic outsiders **may** be able to support/encourage/coach along the way.
- “The way” is likely to be messy, and will probably not be linear and uni-directional. “Maps” and “blueprints” may be misleading at best.⁴⁴
- Context is content—the entire project is highly specific to people, cultures, time and place.
- **Intangibles** are prominent in the content of collective capabilities. One quality worth emphasizing is **leadership**, noted in the review of SDC's program logic.
- Capacity development means change within and among organizations, within and among the people in them, and between organizations and their external publics, constituencies, regulators and partners. It shapes and is shaped by patterns of power and interest within and among the public authorities, organizations, communities, and networks involved.

To conclude: The approaches to “capacity” outlined earlier are certainly compatible with Baser and Morgan's comprehensive interrogation of the concept and its strategies, but the latter framework is richer and more complete, and recommended for that reason. Programming tools are available as well.

Rating: Good

3. Outcomes and Sustainability

Outcomes in institutional and community development are typically difficult to define, and harder still to realize. The projects reviewed here are no exception, and SDC staff members are well aware of the difficulty of reporting on outcomes. Several factors have to be considered.

- **Timelines** are almost always longer rather than shorter – certainly longer than the lifespan of the projects in the sample of the present study, and often longer than the

⁴³ This summary is drawn from pp. 22-34.

⁴⁴ “Capacity development” is notoriously difficult to accommodate in standard LogFrames, owing to its contingent and open-ended qualities, and its cyclical or non-linear and contextual patterns of causality. The authors' understanding of capacity is very similar to the approach to governance, particularly public sector reform, in Armstrong's recent book cited earlier, *Improving International Capacity Development*.

combined phases of these initiatives.⁴⁵ The sequence of possibilities can be summarized this way: **Organizational procedures** can be changed readily enough; **information, and even knowledge**, can be transferred reasonably quickly, although **skills** are usually a longer-term proposition; people can change their **behaviour**, obviously, but usually do so more slowly and with more difficulty than procedures; and lastly, people tend to change their **attitudes and beliefs** with much more difficulty, and over a longer period of time.

- In processes of institutional and/or community development, implementing organizations often have **limited control** over what happens – donors all the more so. Among the synthesized outcomes noted above, for example, the most manageable are probably those related to institutional development of CSOs. Even here, however, intangibles are both vital and not easily changed or accurately assessed. In the critical domain of navigating, cultivating and sustaining productive external relationships, organizations can catalyze, initiate, and encourage, but success is substantially dependent on others' responses, and thus is often slow and incremental, especially if it is lasting. Changes in public policy or political culture, finally, are often so long-term as to be almost imperceptible; or, if driven by crisis, may be better understood as "unforeseen outcomes". That said, the notes above on the work of both CIP and CTV, both of whom have seized moments of opportunity or leverage, suggest that even unpromising landscapes can offer "tipping points" to those who are alert to their presence.
- A third factor, more specific to the projects reviewed here, comprises technical problems within LFs and Results Statements. Space does not allow a detailed assessment, but the general observation would be this: If a LogFrame should offer a plausible chain of causality, there are too many missing or weak links in the sample in this case study. Earlier comments on the Local Governance program logic show that SDC is clear in its assumptions about causality. The multi-agency project documents are much less so, however. Some basic problems are evident. In the PDA and PNPFDF LFs, for example, the "Programme Objectives" are not outcomes, nor are they well-defined statements of objectives. They lack the specifics which the SMART convention calls for, for example.⁴⁶ Inserting a phrase about strategy simply muddies the objective without providing enough useful information about the strategy itself – that would be better handled in a separate note on role(s) and strategies. Also evident here are problems noted above in the treatment of capacity and capacity development, such as ill-defined meanings and loose use of terms. Placing "capacity" into a Programme Objective (as in the PNPFDF LF, for example) without some explicit and consistent understanding of the idea, and without some clear and related "chain of plausible causality", simply burdens program managers and donors with a less-than-useful project management tool.⁴⁷

⁴⁵ A young official of the Municipal Council of a Northern town underscored this point, asserting that the PDA program had to be at least five years in length, not three; and that training for technical skills would be required over the longer term. For another example in a different context, see COEP, Cotton, Computers and Citizenship: A story of economic and social change among rural communities in Northeastern Brazil, (researched and written for COEP by John Saxby), Rio de Janeiro, April 2011. This book charts a community development program over the first decade of its life; only after eight years or more could we speak confidently about outcomes, however – and this was the most successful development initiative the author has ever known.

⁴⁶ For example, the PDA Logframe lists its first Objective as, "To promote economic development through better urban land use planning and management." (SDC, Credit Proposal, Annex 3, p. 10) Objectives can be useful, of course—framed well, they can anticipate outcomes. Thus, "a SMART objective is specific, measurable, achievable, relevant, and time-bound." For a review of SMART objectives, see http://en.wikipedia.org/wiki/SMART_criteria (accessed May 26, 2014).

⁴⁷ Thus: "Improve the capacity of State Local Bodies in managing public resources for district development in a participative and transparent way." (SDC, PNPFDF Credit Proposal, Ann. 4, p. 16.) It is possible—not easy—

Reporting on Outcomes: SDC faces a real challenge here, one arising from the combination of the intrinsic difficulties of reporting on outcomes in governance and capacity or institutional development, and the limitations of existing LFs. The latter are an obstacle to useful and valid reporting on medium- and longer-term outcomes. Revising them is not an option, however, although current problems can inform future LFs.

The use of synthesized or aggregated outcomes, such as the samples offered in Section 3.1, may provide a way forward. The task of reporting progress against outcomes could be approached as a mini-case study: SDC could draft aggregated Outcome statements for Local Governance programming, as well as related indicators. The various project and program reports and analyses would offer sources of data for these indicators.

But, this would be time-consuming work, in effect compensating for the design limitations of original LFs. If this approach is to be worthwhile, it would require a prior decision by SDC globally and in Mozambique about **what story** it wants to tell about Local Governance in Mozambique, **to whom**, and **how** (that is, using what media).

Section 4.0 below suggests that SDC convene an annual forum for reflection on issues in Local Governance in Mozambique as part of a broader process of systematizing knowledge. This forum might be a suitable occasion for assembling, examining, and learning from case based reports on progress against Outcomes.

Sustainable outcomes—and by extension sustainable organizations—were a prominent part of the conversation about “results” and “change” within the case study. Perspectives differed considerably between public authorities and civil society actors, as might be expected.

- Mega-projects in extractive industries may offer significant state revenues in the future, **if** the state can both negotiate favourable terms and successfully encourage linkages which build the domestic market. The history of mineral-based enclave economies in Southern Africa suggests that a favourable outcome on either dimension will not be easily achieved.
- **If** the national government does negotiate a reasonable level of tax revenue from foreign corporations, and **if** commodity prices are not unduly volatile, then Mozambique's national treasury may benefit from a reliable revenue stream. If the national political leadership maintains its commitment to devolving revenue to local public authorities, then municipal and district governments may have access to more resources to finance infrastructure and services for their residents. A growing urban population will certainly test the adequacy of such revenues. A more searching political question is not far beneath the surface: what options may exist for local governments to acquire authority to generate and use more revenue from their own residents and jurisdictions?
- We heard positive accounts of energy created by popular (community) participation in local governance. With such initial success comes the challenge of maintaining such participation. There will be at least two aspects to the challenge: that of meeting rising expectations (of services, or of access and transparency), and that of adapting social

to construct useful outcome statements based on capacity, with related indicators. Doing so requires a working consensus on the concept and its practical dimensions, however, as well as a summary diagnostic of assets and limitations as the starting point of the chain of plausible causality. Achieving that in a multi-donor environment is no small undertaking, as it requires harmonizing organizational cultures, procedures, and discourses. As a noteworthy counter-example, the LF for the PROGOAS II program wisely avoids mentioning “capacity” in its stated Outcomes and related Outputs. It focuses instead on citizen participation in planning and monitoring, responsiveness of WATSAN service providers, and dissemination of good practice in local governance and WATSAN, for both learning and policy influence. (HSI, “PROGOAS II Project Document,” p. 17.)

behaviour and customs to support more participation in public affairs by, for example, women and young people. Such changes will almost certainly extend to the division of labour within households, for example, but may also include arrangements for personal security.

- Civil society organizations were acutely aware of the challenge of sustainability. The financial aspect of the issue was always present. In this respect, iTC's success in establishing itself as a foundation was both a marked step forward and a reminder to all of its rarity. In the longer term, donors such as SDC may find space in public policy dialogue to encourage more openness to foundations; a more direct intervention for consideration by individual donors or like-minded groupings would be to create endowment grants. Realistically, in circumstances like those of Mozambique, it is hard to see many financial options beyond a continued reliance on the tax and gift economy of the North. It is worth remembering that such reliance is in no way peculiar to Mozambique—in countries around the world, voluntary organizations often depend on public funds for as much as half their revenue. In interviews, leaders in CSOs identified two valid approaches. The first is common enough, but no less appropriate for that: to diversify or multilateralize dependence. The second is to invest in human resources within CSOs, cultivating a cadre of leaders, managers and staff members as a longer-term asset to Mozambican society as a whole, and a new generation to continue the work now begun.
- Another challenge lurks here as well, one encountered by CSOs in other countries: how best to cultivate deep roots in civic soil, and to remain in close touch with, informed by and accountable to the communities who they serve, or whose interests they seek to protect? This issue is likely to confront virtually any CSO at one time or another, but can be especially difficult for those which rely on resources from outside their own country or domestic constituency.
- Beyond financial sustainability, the issue of political and legal space for civil society is ever-present. Organizations such as CIVICUS track the profile of this issue across the globe, and the picture is all too often bleak, especially with the hegemony of security agendas in the last decade or more. Mozambican CSOs have shown both courage and good judgment in claiming space for citizens' voices outside political parties; the challenge for the country's political leadership at different levels will be to see engaged and articulate citizens as a source of strength in the body politic, not a threat to their own interests. The practice of creating platforms at national, provincial and local levels is an encouraging sign, a recognition of the importance of building collaboration and common purpose in a diverse institutional landscape.
- Donor investment in organizational development among CSOs can have a value beyond the life of a particular project by deepening the pool of "organizational literacy" within the society as a whole. In the medium to longer term, a growing cadre of people with skills and experience in organizational management and governance will allow CSOs to build their own strategies for organizational survival and adaptation.

Rating: Necessarily Mixed (Uneven); Satisfactory-Good

- 1) **Program outcomes** require sharper formulation and that should help their reportage. That said, SDC collaborates with several other organizations in these projects, and does not have unlimited leverage with donors or with implementing organizations.⁴⁸
- 2) **Sustainability:** Both SDC and the participants in the Local Governance program clearly understand the centrality of sustainability, and its key parameters—including the reality that there are few if any guaranteed strategies available.

4. Coherence and Coordination

The preceding summary of the program logic makes clear the conceptual coherence of SDC's approach to local governance, especially the deliberately complementary interventions in both "supply" and "demand" sides of the process. The broader Swiss cooperation strategy in turn shows the integrating quality of governance as both a domain and a transversal theme, encompassing health and economic development as well as local governance. There are close links between SECO's role in GBS at the national level, and SDC's engagement with local governance as well. This is first a matter of policy conditionality rather than operations, although it is real enough: GBS by Switzerland and other donors depends in part on GoM's performance to plan in its decentralization policy. Secondly, however, there also exists a close working relationship between SECO and SDC staff members, with regular exchange of information and analysis on the different aspects of governance programming.

Mainstreaming governance:
The general finding is clear: SDC's Mozambique program has thoroughly mainstreamed governance.

SDC's programming in governance is closely coordinated, thirdly, with both government departments and other donors. Such coordination is a well-established pattern within the Mozambique program. Beyond established multi-agency working groups such as the Decentralization Working Group, the Grupo de Agua e Saneamento, and the Program Aid Partnership, it is especially worth highlighting the Common Fund arrangement which SDC has helped to create with two major CSOs, IESE and CIP. This initiative breaks new ground in Mozambique, and has enabled SDC to leverage its funds by combining its resources with those of other donors, while reducing transaction costs for all involved.

Rating: Good-Excellent

5. Adaptive Learning

SDC can point to a deliberate pattern of phased investments, reviews, learning, and program adjustment and adaptation in all the projects review by the research team, on both the "supply" and "demand" sides. The trajectory in these initiatives has sometimes been quite extended: the activity leading to what is now the PNPFD, for example, began as a pilot project over a decade ago. Some documentary and interview evidence suggests that that the process of adaptation and adjustment has been uneven on occasion, but the positive overall assessment of the results of the Local Governance program in this report indicates that this aspect of the program is working well enough.⁴⁹ The PDA and PROGOAS programs show the same pattern of a longterm commitment and investment,

⁴⁸ Resorting to micro-management of CSOs in the hope of getting sharper outcome statements, for example, might only compromise good working relationships and patiently constructed patterns of dialogue.

⁴⁹ The "uneven" quality of adjustment was highlighted, for example, by the Mid-Term Review of the PDA. The Review noted that the requirement for each municipality to concentrate on three components of the program during its three-year lifespan, did not allow municipalities to tailor their agendas to their own circumstances. (PDA Mid-Term Review, pp. 6-7) The research team heard similar observations from staff and elected officials. (They may have read the Report of the MTR, or formed their own opinions.) Such unevenness is hardly surprising, of course.

beginning with more localized pilot initiatives, which are then expanded to larger programs, taking account of lessons learned in the earlier stages.

ITC offers a more exceptional example of program adjustment and development over an extended period. As noted, what began as a joint donor initiative in the late 1990s has become an independent foundation some fifteen years later. To its credit, SDC has been part of this story, and its next phase is outlined in the current three-year program plan for the ITC Foundation⁵⁰. A complete case study of this story would be a valuable component for SDC's archive of systematized practical knowledge of organizational development, proposed in Section 4.0 below.

A further opportunity and challenge in adaptive learning is on the horizon, if not yet imminent. This is the prospective convergence of district and municipal authorities, and by extension the programs supporting the, the PNPFD and the PDA. The rupture between the two forms of local authorities in the mid-1990s has been noted. As a counterpart to that process, we may assume that any eventual convergence will be politically driven, and indeed politically charged, given the stakes of social and ecological tensions within local governance, as well as the urgent questions of jobs and incomes for growing urban populations. The decision will be made by Mozambique's political leaders and processes – but the learnings from both the PDA and PNPFD will be of prime importance in the implementation of such a decision.⁵¹

On the whole, SDC has handled knowledge management in Local Governance in a less thorough and coherent manner than other aspects of its programming. There is a challenge and opportunity here to **aproveitar conhecimentos**—to take advantage of accumulated knowledge by using it as a public good. That is addressed in Section 4.0, under the chapeau of “systematization”. It is worth observing that “knowledge management” is easier said than done, and is likely to be a challenge for organizational culture, incentives, and commitment as much as it is a decision of, let us say, the Mozambique COOF.

Rating: Good

6. Efficiency

In both interviews and the review of documentary sources, efficiency barely registered as an issue, with neither major problems nor achievements noted.

Rating: Satisfactory

To conclude this assessment of SDC's Local Governance programming against the evaluation criteria:

Overall Finding: SDC is “doing things right” An earlier finding states that “SDC is doing the right things” The counterpart finding here, in light of the positive assessments of performance on the core criteria, is that the Agency is also “doing things right.”

Table 5: Summary of Ratings against Evaluation Criteria

⁵⁰ “ITC Foundation Three Years Program Plan 2015-17,” Project Document prepared by LexTerra for the Department for International Development, Maputo, December 2013.

⁵¹ Notably, interview respondents told the research team that convergence of this kind with highly desirable and probably inevitable as well.

Criteria	Rating
Legitimacy and Relevance	Good-Excellent
Ownership, Participation and Non-discrimination	Satisfactory
Accountability and Transparency	Good-Excellent
Efficiency	Satisfactory
Capacity Development	Good
Outcomes and Sustainability	Satisfactory-Good
Coherence and Coordination	Good-Excellent
Adaptive Learning	Good

SDC's programming in Mozambique holds lessons of wider relevance.

Figure 2: Local Governance – Lessons from the Mozambique Program

- 1 • Social accountability monitoring can be a powerful tool for energizing citizens and their communities, engaging both municipal governments and civil society. In a similar vein, Water and Sanitation Committees can mobilize women and men in rural communities, both to improve services within their communities and to negotiate with local authorities. Focused attention to gender relations helps to integrate gender equality into participation.
- 2 • Both public authorities and civil society acknowledge that bridging strategies are necessities for building responsive and accountable local governance and for active citizenship.
- 3 • Political space is oxygen for civil society. CSOs can and do claim public space, and by actively occupying it, expand that space as well.
- 4 • Sustainability remains a challenge for both public authorities and civil society. Mozambique's government remains dependent on aid for large but gradually declining portions of its current and capital budgets. Extractive resource-based industries offer the possibility—not a guarantee—of significant revenue flows to the national treasury in the medium-term future. National Mozambican CSOs in turn depend substantially on the northern tax and gift economy. In the medium to longer term, their challenge will be to establish deep roots in civic soil—through accessible governance processes and memberships, quality service to communities, public education programs, and transparent accounts of revenue and expenditure. And, the experience of WatSan committees shows that even modest revenues from domestic sources can build close ties of ownership and accountability.

4 Areas for Improvement

The research team found SDC's programming in Local Governance and mainstreaming to be relevant, well-conceived, collaborative, and quite effective. SDC is well respected for Switzerland's history of working with Mozambicans, and for its own readiness to make long-term program commitments to development initiatives by actors in both government and civil society. The Agency has real and important assets. It has comparatively modest financial resources, but has credibility, productive relationships and experience in supporting local governance and decentralization. From its experience, SDC has accumulated significant practical knowledge of this domain.

We assume that SDC seeks not only to continue its program in Mozambique, but also to build on its considerable achievements, add greater value, and generate more lasting results both locally and globally. To do so, the Agency must address five priority areas for improvement:

1. Systematizing its governance knowledge in order to use it more effectively in Mozambique

There are two sub-issues in the wider programming environment:

- How to **aproveitar conhecimentos** – take advantage of practical knowledge and experience by systematizing, exchanging and applying collective learning? And,
- How to encourage a significant **concertação** – a deliberate strategy of different actors working together, joining forces and pooling resources?

They lead to a third: What role(s) might SDC negotiate and play in these processes?

On the first of these issues, it became evident to the research team that different actors linked to the SDC program—individuals and organizations within both local public authorities and CSOs—are building up a reservoir of experience and knowledge in the workings of local governance, including effective relationships between communities and public authorities. This knowledge includes tools and techniques which deserve to be known and shared more widely, to be used as **public goods**.

In some measure, this is already happening, so that there is a base of practice to build upon. At the project level, for example, the methods and tools of both PROGOAS and MuniSAM are disseminated beyond project and organizational boundaries. Both the PDA and PNPF have knowledge-management components, and as PDA enters the six-month closure phase of the current project, documentation and systematization will receive particular attention. At the program level, spaces exist for learning dialogues with other donors and governments, notably the Decentralization Working Group and the GAS (Grupo de Agua e Saneamento – the WatSan Group). There is a practice of occasional multi-stakeholder learning workshops in Mozambique—Swiss Cooperation recently co-organized one on Decentralization, Local Governance and Aid Effectiveness, for example. In addition, SDC's own Decentralization and Local Governance Network offers an external audience and source of resources.

Secondly, respondents pointed to encouraging examples of joint effort and a negotiated division of labour, such as CSO platforms building regular dialogues with provincial and municipal authorities. Similarly, the potential of community and district consultative councils has been mentioned above. A conversation in Maputo posed a larger question: At what point can one speak of a critical mass of knowledge, energy, commitment and

organization at local levels, which will have sufficient depth and scope to affect national debates, policies, and the allocation of resources?⁵²

Thirdly, following are examples of roles which SDC might play, to generate knowledge, to make existing information and knowledge more widely available, and to encourage a greater **concertação**:

- A **convening role** within its own networks: SDC could usefully convene an annual reflection on (let us say) “Issues in Local Governance: What is happening, and what are we learning?” This would generate, in effect, an annual conjunctural analysis of the domain⁵³. Participants might include SDC staff members, members of implementing organizations, and interested third parties. Regular archiving of resource materials and records of discussion would build an historical and up-to-date picture of the broad terrain, and of past, current and emerging issues.
- A **knowledge management role**, by SDC and/or by a Mozambican entity supported by the Agency: There exists a large volume of grey literature on SDC's local governance programming—proposals, reports, reviews and analyses, methodologies and operational tools. With due regard to copyright and individual privacy, but with transparency and accessibility as the default criteria, there is a significant opportunity to gather, index, and (possibly) synthesize this body of information and existing knowledge, and to make it more widely accessible.
 - Both of these initiatives would require dedicated financial and human resources.
- A role for SDC in facilitating **concertação** would be delicate, requiring deliberate negotiation with other actors. SDC does have credibility, however, and as a smaller donor may be more agile than larger counterparts. The agency also has an existing record of regular dialogue with partner organizations, and of supporting efforts by Mozambican organizations to promote platforms and collaborative ventures. The decision on whether SDC should play a higher- or lower-profile role may thus depend upon the specific issue and the organizations involved.

2. Establishing and implementing a more precise approach to capacity development, especially within institutions

This area could be seen as a sub-set of the first. SDC has a reasonably clear understanding of capacity and its development within institutions, and the Agency has a rich vein of practical knowledge within its own staff, and among its networks of collaborating and partner organizations. As argued earlier, that knowledge is more latent than explicit, could be elaborated and deepened using strong analytical frameworks, and needs and deserves to be systematized.

There will be many instances where this knowledge, once systematized, could be applied. Two can be mentioned here:

- The first is the possible convergence of programs related to the two key areas of Local Governance in Mozambique, districts and municipalities. The centrality of this issue-area has been argued throughout this report, echoing SDC's own judgment and niche. “Getting it right”—using the best knowledge available, and wisely—will be of

⁵² An elected official in a provincial town alluded to this same issue when he said that municipalities *must* be taken seriously at the national level – they are the governments responsible for the daily conditions of people's lives.

⁵³ It would also allow SDC to generate a summary and analysis of achievements in local governance. The scope and depth of SDC's local governance programming seems rather underplayed in the current Annual Reports. As these are organized to reflect Mozambican development priorities—a reasonable orientation—but because good governance (including decentralization and strengthening civil society) is a *support pillar* of the PARP rather than an *objective*, in the author's view the AR understates the centrality of local governance to the SDC program and indeed to Swiss Cooperation.

fundamental importance. SDC is a donor, and only one actor among many, so will in no sense control what happens. Its knowledge resources could be profoundly useful public goods, however.

- The second is the wider discourse on governance and institutional development, both in SDC and beyond. The specific context of municipal (especially urban) government is so topical that the difficulty will be choosing **the most appropriate policy forum or network** with which to engage, not whether to engage. We live in the urban century.
3. **Using information and communications technology, especially video (including, but not exclusively, participatory video) to convey lessons, models, partner profiles and achievements to internal and external publics**

The program has already ventured along this road. There are many other examples in the region,⁵⁴ as well as other lusophone reference points as mentioned.

4. **Designing and launching a global governance initiative which would include the key issue of managing natural resource for community benefit**

This proposal rests on three key premises:

- The first is that governance and management of natural resources for community benefit are of interest to people and organizations beyond SDC and Mozambique.⁵⁵
 - The second is that SDC's programming in Mozambique offers a base of information and knowledge strong enough to inform SDC as a whole, and to support action by the Agency.
 - The third is that action by SDC would also be a supportive feedback loop to SDC/Mozambique **and importantly, to its partner organizations as well.** (An immediate example would be CTV and other members of the Plataforma da Sociedade Civil para Recursos Naturais e Indústria Extractiva, mentioned earlier.)
5. **Clarifying and strengthening policy coherence and coordination with SECO, especially on extractive industries and resources**

The table has already been set here by the Swiss Cooperation program in Mozambique. On the policy level, as noted, SECO's work on GBS includes an explicit orientation toward poverty, inequality, and transparency on policy related to extractive industry. SDC is engaged with these issues with Mozambican CSOs and with other donors, and with district and municipal governments in Mozambique which face these questions daily. The two agencies, moreover, work closely together in the COOF. The "micro" institutional milieu thus offers a working model for the "macro".

Both of these latter two issues turn a spotlight on **economic governance**. Both SECO and SDC are already involved with sub-issues within this chapeau in Mozambique. SECO's role in administering GBS means that Switzerland is engaged at the national level with Mozambique broad development policy framework, particularly the PARP. SDC in turn is engaged with operational aspects of economic governance, at both national and more local levels, through its support for CSOs such as CTV, CIP, and IESE, which

⁵⁴ The Technical Assistance Unit (TAU) of South Africa's National Treasury, for example, has produced an excellent series of videos on institutional development in the public sector in that country, including TAU's role as an organizational-development consultant.

⁵⁵ See, for example, two recent reports on public revenues from extractive industries: Javier Arellano-Yanguas and Andrés Mejía-Acosta, "Extractive Industries, Revenue Allocation and Local Politics," Working Paper 2014-4, UNRISD, Geneva, March 2014; and North-South Institute, Governing Natural Resources for Africa's Development, Canadian International Development Report 2013 (Ottawa: North-South Institute, May 2014). The issues on the strategic agendas of the Mozambican organizations active in both the LUR and LGMI projects, moreover, are shared by African organizations such as Third World Network Africa. See: <http://www.twnafrica.org/> (accessed April 16, 2014).

promote more transparent and accountable public policy and corporate practice, especially in extractive industry.

5 Conclusion

This case study has found SDC's programming in Local Governance and mainstreaming in Mozambique to be well conceived, collaborative and quite effective. The Local Governance program takes advantage of and in turn contributes to SDC's strengths: working in the highly relevant domains of decentralization and local governance, including municipal governance; addressing important issues of participation and social accountability; engaging with key organizations in both state and civil society, and supporting both the "demand" and "supply" processes of local governance. The program continues SDC's tradition of long-term commitments, and its readiness to invest in pilots, to learn from these, and to build longer-term programs with like-minded donors. SDC and SECO also work well together on governance at different levels, both local and national.

The preceding section of this Report notes areas for improvement in the Mozambique program, but it is the basic soundness of the program which poses a larger question for SDC as a whole: What does the Agency really want to accomplish in the domain of governance, building on country programs such as this one?

The premise underpinning the recommended priorities in Section 4.0 remains as a friendly challenge to SDC: "We assume that SDC seeks not only to continue its program in Mozambique, but also to build on its considerable achievements, add greater value, and generate more lasting results both locally and globally."

Annexes

Annex 1: Note on Method

Annex 2: List of Persons Interviewed or Consulted

Annex 3: Documents Reviewed

Annex 4: Contextual Analysis: Building the Mozambican State through Local Governance and Decentralization: Historical accident, theoretical construction, political philosophy, current themes

Annex 5: Institutional Maps of SDC's Local Governance Programming

Annex 6: An Alternative Approach to Capacity Development

Annex 7: Country Level Assessment Tool

Annex 1: Note on Method

The overall research agenda for the Mozambique case study was largely determined by the place of the country case studies within the broader evaluation of SDC's Governance Programming and Mainstreaming. The case studies were intended to highlight key issues in governance programming—issues arising from the practice of designing and implementing bilateral programmes in diverse circumstances. The case studies would thus contribute field-based evidence to the wider evaluation. The mandate for the Governance Evaluation specified that the case studies would not generate primary data, but would instead rely mainly on existing (secondary) data. The research teams would use existing evaluations, for example, as key sources of such data. Interviews with program participants would be the principal source of primary data.

The research thus required a sample of projects and programs which:

- offered a window on the essentials of SDC's Local Governance programming (as described in Section 2.1 of the Report);
- had a reasonably complete documentary record and program staff available for interviews; and
- did not require complicated and/or expensive logistical arrangements. (This latter condition is especially relevant in Mozambique, with its extended geography.)

The evaluation criteria noted in the Introduction to the Case Study Report in turn shaped the content of the research. In addition, the Inception Mission of the Governance Evaluation clarified the institutional and thematic context of the case studies. The Evaluation Team accordingly drafted a generic template of questions related to each criterion, to be answered by data obtained from interviews and documentary sources. The research team then tailored this template to address particular issues.

Sampling: The Head of the Local Governance domain within the Maputo COOF advised the research team on a workable sample of projects and a list of people to be interviewed. The five projects in the sample are profiled in Section 2.1 of the Report. The persons consulted are listed in Annex II to this report and the documentary sources are listed in Annex III. The sample of projects, and the division of the time of the research team between Maputo and the northern provinces of Nampula and Cabo Delgado, allowed the team to examine the essentials of SDC's Local Governance programming.

Limitations in the research methodology, and compensations, included the following.

- The overall budget allowed the research team three working weeks (15 days) for interviewing respondents and attending community meetings. (The two members of the research team worked together in Mozambique for 22 days, from March 29 to April 18.) The team compensated by travelling within Mozambique on weekends, and by using evenings for debriefing and identifying key points for the case study report.
- The **breadth** of the program sample was appropriate. On the other hand, the complexity of the projects and the volume of documentary material to be absorbed, combined with the number of respondents to be interviewed in less than three weeks, made for limited **depth** of interviews. To compensate, the Research Team Leader organized follow-up correspondence by email with several respondents. This correspondence yielded valuable commentary.
- Similarly, more time devoted to exploring governance as a transverse theme (e.g., in the health sector) would have allowed a better understanding of this aspect of SDC's governance programming and mainstreaming. The choice to concentrate on sectoral Local Governance projects, however, enabled the research team to appreciate the complexity of the program.

Annex 2: List of Persons Interviewed or Consulted

NAME	ORGANIZATION	POSITION
Embassy of Switzerland		
Adam, Therese	Ministry of Foreign Affairs	Ambassador
Bott, Laura	SDC	Head, Local Governance Domain
Canhanga, Nobre	SDC	Program Officer, Governance
Pililão, Fernando	SDC	Program Officer, Governance
Sulila, Maurício	SDC	Program Officer, Governance
Henry, Pierre-Olivier	SDC	Water Specialist, and member of governance team
Näscher, Leo	SDC	Head, Health Domain
Ntimane, Helder	SDC	Program Officer, Health
Loforte, Telma	SDC	Monitoring Officer, GBS
Züst, Daniel	SDC	Head of Development Cooperation
Decentralization Working Group		
Ising, Josef	GIZ	Program Director, Decentralization
PDA		
Florêncio, Isaac	PDA (Program Management Office, Nampula)	Financial Manager
Socre, Felix	PDA (Program Management Office, Nampula)	Provincial Technical Specialist, Solid Wastes
Carimo, Tagir Ássimo	Municipal Council, Pemba, Cabo Delgado	President, Municipal Council
Chabane, Cecílio	Municipal Council, Montepuez, Cabo Delgado	President, Municipal Council
Bento Junior, Marcos	Municipal Council, Montepuez, Cabo Delgado	Civil servant, Municipality of Montepuez
PNPFD		
Moiane, Cândida	MAE (Ministry of State Administration)	National Director of Planning and Institutional Development
Paulo, Vicente	MAE, Nampula	Provincial Director, PNPFD
Cantiawa, João António	District Government, Monapo, Nampula	Permanent Secretary
Momade, Artésia	District Government, Monapo, Nampula	Deputy Director, Planning and Local Development
Rocha, Atumane Paulino	District Government, Monapo, Nampula	Program Officer, Planning and Local Development

NAME	ORGANIZATION	POSITION
Helvetas Swiss Intercooperation		
Agnelli, Pierluigi	HSI (National)	Country Director
Curasse, Fernando	HSI (National)	Program Officer
Ischer, Markus	HSI (Nampula)	Program Manager, PROGOAS
Jamal, Isaac	HSI (Nampula)	Program Officer, PROGOAS
Sumbane, Francisco	HSI (Nampula)	Project Manager, PROGOAS
Sufo, Ferraz	HSI (Cabo Delgado)	Provincial Manager, PROGOAS
Community meetings, organized by HSI Cabo Delgado: Ntique and Nacussa, Ancuabe District, Cabo Delgado		
Land Use Rights Project		
Mosca, João	OMR	Director
Salomão, Alda	CTV (Centro Terra Viva)	Executive Director
de Oliveira, Emidio	iTC (Iniciativas para Terras Comunitárias) & DFID	Policy & Programme Manager for Growth, Resilience and Rural Development
Zena Bilale	iTC (Iniciativas para Terras Comunitárias)	Outreach Officer, Cabo Delgado
Community Meeting, Nanjua, Mesa Administrative Post, near Metoro, Cabo Delgado (organized by iTC)		
Local Governance Monitoring Initiative (LGMI)		
Uante, Januário	Montepuez SAMCOM (Social Accountability Monitoring C'tee)	President
Armando, Zamina	Montepuez SAMCOM	Vice-President
Jaime, Aly	Montepuez SAMCOM	Secretary
Skember, Helena	Concern Universal/Mozambique	Country Director
Gentil, Paulo	Concern Mozambique	Program Director, Municipal Social Accountability Monitoring (MuniSAM)
Viola, Esvênia	Concern Mozambique	Program Officer, MuniSAM
Lala, Aly	Concern Mozambique	Researcher, Social Responsibility, MuniSAM
Capela, Deborah	Concern Mozambique	Assistant Researcher, Social Responsibility, MuniSAM
Nuvunga, Adriano	CIP (Centro da Integridade Pública)	General Director
Forquilha, Salvador	IESE (Instituto para Estudos Sociais e Económicos)	Scientific Director

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Annex 4: Contextual Analysis: Building the Mozambican State through Local Governance and Decentralization: Historical accident, theoretical construction, political philosophy, current themes

1. The Mozambican State has existed in its modern form since the inauguration of the fascist “New State” doctrine by the Portuguese dictator António Salazar in 1932. The goal of this doctrine was the effective colonization of Portugal's territorial possession which until then had been a loose mixture of three geographic entities with distinct political and economic dynamics. Indeed, in the early decades of the 20th century before the beginning of the Salazar regime in Portugal, more than half of the land in the Central and Northern parts of today's Mozambique was under the control of three British, German and French chartered companies. These companies established large plantations and forced peasants to cultivate export crops—cotton, sugar, cashew, sisal and tea, among others. The companies also had the prerogative of recruiting and exporting labor to neighbouring countries in a form of slavery, notably to the territories of Northern and Southern Rhodesia and Nyasaland. In the years immediately following the 1885 Conference of Berlin virtually only the Southern part of Mozambique remained under Portuguese authority. In the economic domain, however, despite Salazar's nationalistic doctrine, southern Mozambique was driven by its close linkages with South Africa's economy, for which Mozambique was a provider of services—cheap mine labourers, and port and transport infrastructure.
2. Salazar's doctrine was explicitly geared towards the exploitation of Portugal's colonial possessions overseas, with the ultimate goal of advancing capital accumulation by an emerging metropolitan bourgeoisie. Nevertheless, only in the early 1940s did the Portuguese regime succeed in extending its political and administrative authority to the entire territory of Mozambique. Barely two decades later, all the events that matter for the discussion of the nature of the Mozambican state and its leadership had taken place:
 - (a) The end of the WWII and the ensuing establishment of the international world order with its logic of blocks, allies and spheres of influence;
 - (b) In 1960, the declaration of independence by many African countries, particularly former British and French colonies, followed three years later by the formation of the Organization of the African Union (OAU) and especially its Liberation Committee with a mandate to help other colonies still struggling for liberation;
 - (c) The formation of Mozambique's first three political movements, mainly in neighbouring countries –UDENAMO (in Southern Rhodesia), UNAMO (in Malawi) and MANU (in Tanganyika);
 - (d) The brief union of these movements to form FRELIMO under the leadership of Dr. Eduardo Mondlane, their subsequent abandonment of FRELIMO, with Dr. Mondlane eventually being supported, surrounded and then succeeded by young and fairly educated “southerners” who had successfully fled the colonial security apparatus in Lourenço Marques.
3. The liberation struggle waged by FRELIMO against the Portuguese regime lasted for just less than ten years, from September 1964 until the Portuguese *coup d'état* of 25th April 1974. There followed the Lusaka Accords of July 1974 and the Transition Government from September 1974 to June 1975. Nevertheless, after FRELIMO's Second Congress in 1968 the provinces of Cabo Delgado and Niassa were for the most part governed by the liberation movement. In the southern parts of the country there were imprisonments and clandestine mobilization of people to join the movement, but there was no liberation struggle. Moreover, a considerable part of the central region of Mozambique remained tightly in the hands of the Portuguese

settlers. This was particularly true in Beira, where settlers mobilized significant forces with the intention of resisting total independence and securing some form of autonomy granted by the colonial authority.

Such a fragmented history allows the hypothesis that Mozambique is actually a mixture of three countries and not one country! The geography of the country itself reinforces the idea. It is not surprising that in 1969 Dr. Mondlane defined the struggle for liberation in Mozambique as a way of building Mozambican nationalism.

4. Where a national state is effectively nonexistent, and where parts of the population in different regions identify first with their closest foreign neighbours⁵⁶ by virtue of common language, culture and religion, economic ties and political socialization, what are the options for the political and administrative management of that entity? For the colonial regime the response was complex, changing in form through the years but not in substance. It was primarily a highly centralized State, authoritarian and extremely repressive. It also relied heavily on co-opted and hierarchically organized local chieftaincies for collecting taxes, managing the labour force and controlling the movement of the population. In exchange, local chieftains received different designations in various parts of the country, and had some leverage in terms of power and tenure, depending on the region in which they operated or their level of intimacy with the local representative of the colonial regime.
5. FRELIMO constructed a radically different response over the years, a discourse which rests on two premises: first, **national democratic revolution**, and secondly, **popular democratic revolution**. The first corresponds to what Dr. Mondlane called "Mozambican nationalism". It is equivalent to the liberation struggle in the sense that: "We are ONE because we all suffered at the hands of the same oppressor, we are now fighting together against this oppressor, and at the end we will ALL be free." This premise is thus to be accomplished when Mozambique becomes an independent state.

The second premise corresponds to what Samora Machel called *People's power*. In his edited speeches of President Samora Machel, Barry Munslow⁵⁷ argues that *People's power* is the key concept in the revolutionary transformation initiated by FRELIMO. In the same vein, he reflects on FRELIMO's preoccupation with the nature of state power and how it should be transformed. As quoted by Munslow, Samora Machel with his colleagues in FRELIMO's leadership stratum developed his thinking on popular democratic revolution: "[P]olitical democracy is based on collective discussion, on a collective solution of our problems. Each and every one of us is expected to express his views on how best to serve the people in each specific situation. Each and every one of us is responsible for the life of our organization." But the order in which these two premises should occur was of paramount importance: first, the national revolution, and then the popular revolution. The popular version of this history is that FRELIMO waged the war of liberation in order to liberate the LAND and the PEOPLE. In fact, from the writings of both Dr. Mondlane and Machel on these two premises, the reader gets much more than this mobilization "mantra". They reflect on key questions of Mozambican nationalism, state-building, and the role which members of communities at the base can play in the management of their lives and beyond.

⁵⁶ Examples would include the Tsonga in the South with South Africa, Shona in the Centre with Southern Rhodesia and Makonde in the North with Tanganyika.

⁵⁷ Munslow, B. (ed.) (1985) *Samora Machel: An African Revolutionary. Selected Speeches and Writings*. London: Zed Books (Translated by Michael Wolfers)

6. At the height of euphoria with independence imminent early in 1975, FRELIMO convened the First National Meeting of District Committees from February 16 to 21 in Mocuba in Zambézia Province, almost in the centre of Mozambique. 400 delegates participated, from all 110 Districts which then existed, and the meeting was chaired by the Political Commissar at the time, Armando Emílio Guebuza. The Prime Minister of the Transitional Government, Joaquim Chissano (who later became President after the death of President Samora Machel), gave the opening speech. He set out some of the key tenets of FRELIMO's political discourse, reiterating that the goal of FRELIMO's struggle had been power for the people—meaning a total transfer of power from the colonial regime to the Mozambican people. Years later in 2004, reflecting on that meeting in Mocuba, Guebuza articulated in his own terms the language of nation-building, recreating the “dream” that Dr. Mondlane describes in his writings during the arduous years of the armed struggle. Guebuza said that the meeting of Mocuba was historically important not just because of its practical results, but most especially because it offered the first national occasion within the borders of the nation in which Mozambicans from all corners could participate, a moment when, among themselves, they could identify issues, discuss them and find solutions for national problems.
7. During the transition and the early years of independence, however, things happened which were not in the script:
 - (a) The struggle did not cover the whole country and that dented Dr. Mondlane's vision of nation-building;
 - (b) Because the armed struggle took place in the context of the cold war – Portugal was a NATO member – FRELIMO was forced to make alliances with the Marxist-Leninist block and its particular modernizing logic;
 - (c) Within FRELIMO the Marxist-leaning advocates became prominent and relegated to a peripheral position those of a more Pan-African out-look;
 - (d) The immediate strong opposition by Apartheid South Africa and the Rhodesia of Ian Smith led quickly to the war with the MNR, which began in 1976 and continued for a decade and a half; and
 - (e) In 1977, FRELIMO began its project to create a Socialist State based on an egalitarian logic.
8. These factors meshed with prevailing tenets of the day, of modernization and nation-building in OUA circles and beyond. Combined with the anarchy left behind by departing settlers, they led FRELIMO **in the name of the people and with the purpose of serving the best interests of the people** to replicate the format of the colonial state apparatus: highly centralized, authoritarian, unresponsive and repressive. Barry Munslow offers a sympathetic interpretation of the contradiction that FRELIMO found itself in. FRELIMO's leaders, when they assumed state power – power which they would exercise – wanted to remain true to their promise of devolving power to the people. He argues that, “The interrelationship between vanguard leadership and mass democratic participation and control at the base provides the creative tension that is to run throughout the entire post-independence experience”.⁵⁸ Nevertheless, the egalitarian logic **as practised** as the basis for the exercise of state power at all levels by countries usually described as being of “Socialist orientation” – and that was the case of Mozambique – has typically combined strong popular participation with weak, non-existent or even prohibited political contestation. Mass democratic participation, history has demonstrated,

⁵⁸ B. Munslow, 1985, p. xxiv. Another reference for this topic can be found in Barry Munslow's edited book *Africa: Problems in the Transition to Socialism*, London: Zed Books, 1985.

means very little if people cannot remove their leaders from office if they are not performing according to a certain set of standards. In the case of Mozambique, this is the basic condition created by the 1990 Constitution and formalized by the 1992 Rome Peace Accords and the subsequent events of multiparty democracy.

9. The absence of space for political contestation is not the only problem on FRELIMO's record. Indeed, despite FRELIMO's apparently genuine intention to build a State that would take as its *raison d'être* the promotion of the well-being of all Mozambican citizens, the fact is that the economy of the country maintained its colonial character. Independent Mozambique remained dependent on the influx of foreign capital and fundamentally based on the tertiary sector, even though the country is blessed with huge agricultural potential. One of the results of the economy not being transformed was the marginalization of important segments of the Mozambican population, particularly rural dweller who made up some 70% of the total. (Mozambique remains one of the least urbanized countries in the world.) Given this state of affairs – in no small measure due to the war going on since 1976 between Government forces and RENAMO's fighters – then it has to be said that the Mozambican post-independence state that FRELIMO built, was steadily but surely becoming irrelevant for the majority of Mozambicans. It could not provide protection, the security people needed, and itself was on the verge of collapse. During this period, Mozambicans had to rely on other social institutions (such as the church, and ethnic and community networks) to build nests of protection and security for themselves. These were essential public goods that the state could not provide.
10. At this juncture it is worth noting that the Church has played a remarkable role in the recent political history of Mozambique. "The Church" in this context means the combined leadership of the three main religious denominations in the country, the Christian Council of Mozambique (CCM), the Islamic Council of Mozambique (CISLAMO) and the higher hierarchy of the Catholic Church. During the colonial era the Church was instrumental in mobilizing the nationalistic conscience of the Mozambican people, and its members were often the most visible faces during the struggle for the country's independence. There were, nevertheless, contradictory roles played by some of these institutions in critical periods. Decree nr.12 485 of 13th of October, 1926, for example, promulgated the Organic Statutes of the Portuguese Catholic Missionaries in Africa and Timor, and placed the education of the indigenous people under the umbrella of the Catholic Church. There was indeed a whole body of legislation including the famous "*concordata*", the Missionary Agreement and Decree 168 of August 1929, regulated the locations, construction, and management of schools as well as the qualifications for teachers in such schools. The Protestant Churches had a different history, but we need to mention here the Swiss Mission in particular. The Organic Statutes cited above refer to the Swiss Mission in uncomplimentary terms, saying that "They lack a Portuguese soul and in most cases even demonstrate the opposite, lacking in love to Portugal and its prestige." Among the heroes of Mozambican nationalism educated by the Swiss Mission, one can count – with no intention of mentioning all – Dr. Eduardo Mondlane, Reverend Zedequias Manganhela, the elder of the Muthemba "clã" Mateus Sansão, writer Luis Bernardo Honwana and, to a certain extent, Mozambique's current President Armando Emílio Guebuza. In his public speeches, the President has paid specific tribute to Switzerland for its long tradition of assistance to the people of Mozambique.
11. It is also important to point out that the Church, however divided as it sometimes was during the colonial period, remained fairly united around a common agenda in the post-independence era. At first this meant opposing the Marxist-Leninist ideology which FRELIMO adopted in February 1977. More importantly, as suggested at the end of paragraph 9, the Church helped to maintain the sanity of the communities during the long internal war, amid instances of bloodshed and starvation, mass

emigration, refugees and internally displaced people, and total alienation of individuals and even warring soldiers themselves, from both sides. There is no doubt that the Church (defined here in its entirety) was one of the key drivers of success of the Rome Peace Accords, because it was able to bring the warring parties to the negotiating table.

12. The 1990 Constitution has to be considered as the turning point in the modern political history of Mozambique, not only because it laid down the conditions for the new political dispensation and thus the end of the brutal war going on, but especially because it was widely subjected to a process of mass consultation by the leadership of FRELIMO. It was firmly opposed during this consultation, but still adopted by the leadership with Joaquim Chissano at the helm. The Rome Peace Accords, which followed in October 1992, are of paramount importance for four principal reasons:
 - (a) They created the terms necessary to end the war definitively;
 - (b) They created provisions that, in the end, linked the processes of pacification and democratization of the country together and, by so doing, made both negotiating partners strategically the crucial players in these processes in the years to come;
 - (c) They provided the space for the three-dimensional processes of rehabilitation, reconstruction and development to take roots in the country; and finally,
 - (d) The country revived its long hope for its own proper and functional state and nation, of all and for all.
13. Faced with this fraught history, the leadership of FRELIMO – here, it is important to say that the core of this leadership has remained essentially intact over the 50 years of the existence of the movement – has been bold in its actions on local government and decentralization. Thus, the parameters for establishing local governments are set in the Constitution itself. Originally, the legal provisions for political decentralization had been enacted by Law nr. 3/1994 of the 13th of September. This was subsequently abandoned when the provisions of the Constitution governing this domain were altered by Law nr. 9/1996 of 22nd of November in order to accommodate the interests of the negotiating parties of the Rome Accords, represented at the time in the National Assembly. The intent of the original (1994) law was to build a State that had never been fully established. In addition, it appears that those involved in drafting the law believed that, because the Mozambican population was largely community-based, then building a viable political community of state and nation required following the logic of allowing power to be exercised at the lowest level—that of communities. The major political forces in the Assembly seemed at one with that philosophy, but favoured advances according to different rhythms. The Government thus submitted the new concept of “gradualism”, which became entrenched in Law nr. 2/1997, which replaced the original one. This political and legal document is the one that to this day – made slightly clearer by the 2004 Constitutional Revision – remains the guiding instrument for political decentralization (or devolution). This Law defines the fundamental legal provisions for the creation and functioning of municipalities.
14. For the first time, therefore, the people of Mozambique have an opportunity to bring back to the national agenda the challenge of re-building the state from below by strengthening local governance and decentralization. (If and as they do so, they will also contribute to consolidating the nation itself.) This is no small task, but some conditions are much more favourable than at Independence. Of some 8 millions Mozambicans in 1975, only about 9% could speak Portuguese. Today, among 24 million Mozambicans, most people between the ages of 24 and 40 can speak Portuguese. This is evident from Cabo Delgado to Maputo. At the district level today, moreover, it is not unusual to be attended by a civil servant with a university degree. For the majority of citizens, local governance is the primary terrain for political

contact, information, and activity. The proximity between service providers and beneficiaries is of singular relevance in these settings. Here it is possible to build communities based on trust: social clubs, agrarian associations, co-operatives of all kinds, etc. And from these, one can build firm foundations for a viable political community.

15. Finally, in its governance both local and otherwise Mozambique must confront three different and difficult dilemmas:

- (1) At the political level, the question is how the Mozambican people can realistically gain full propriety of their state when their national leaders must maneuver in a globalized space where “the State” is just another player among many, including the markets and the global financial “eyes”.
- (2) At the level of the political economy, remarkably, basic structures have not changed greatly over the last two centuries: The country remains dependent on the influx of foreign capital, a service economy built around corridors directed to the hinterland, and lacking a national market. To this has been added over the last 40 years—often in the face of violence, bloodshed and starvation—another form of economy which is dependent on aid, conditional credits and so on. To a considerable extent, this political economy does not generate enough energy for the citizenry to exert their responsibility and leverage as taxpayers vis-à-vis the representatives of the state.
- (3) Finally, an emerging extractive industry of mega-projects rests on the exploitation of the country's substantial natural resources. It is an industry based almost entirely on foreign capital, and relies on sophisticated imported know-how and manpower, with few linkages to the domestic economy. This industry can all too easily sharpen the first two dilemmas with its visible propensity to generate few jobs for Mozambicans, while at the same time creating a group of *nouveaux riches*, some of whom will establish a set of local alliances. But we must also ask, in a more positive vein: does the new reality of local governance offer an opportunity here? Is there a possibility of empowering the communities surrounding the mega-projects across the country to defend and claim their rights; and in so doing, to take advantage of this upsurge of extractive industry?

1. Taking these last three numbered paragraphs together, it seems clear that in the immediate and mid-term future, local and decentralized governance will be of fundamental importance to Mozambique, both its citizens and its governments. A growing proportion of the population will live in urban areas. Longstanding political loyalties may change as community demographics change. The obvious presence of extractive mega-projects, with their apparent promise of jobs and public revenue, may do little more than raise the level of popular expectations and frustration. This outcome will be all the more likely if growth in the resource economy brings wealth to a small minority without generating either significantly more jobs and income, or an evident increase in public investment and services for citizens. If the ecological and social stresses of extractive industries are added to the equation as well, then the local governments of Mozambique—both municipalities and districts—and their citizens and communities, will be at centre stage, facing a very demanding set of challenges.

Dr. Eduardo Siteo, Professor of Political Science,
Eduardo Mondlane University,
April 12, 2014

(With editorial assistance by Dr. John Saxby, E.T. Jackson & Associates Ltd., Ottawa, Canada)

Annex 5: Institutional Maps of SDC's Local Governance Programming

Source: SDC Maputo governance team

Fig. 5 – 1: Institutional Map of the Local Governance Monitoring Initiative and the Land Use Rights Project

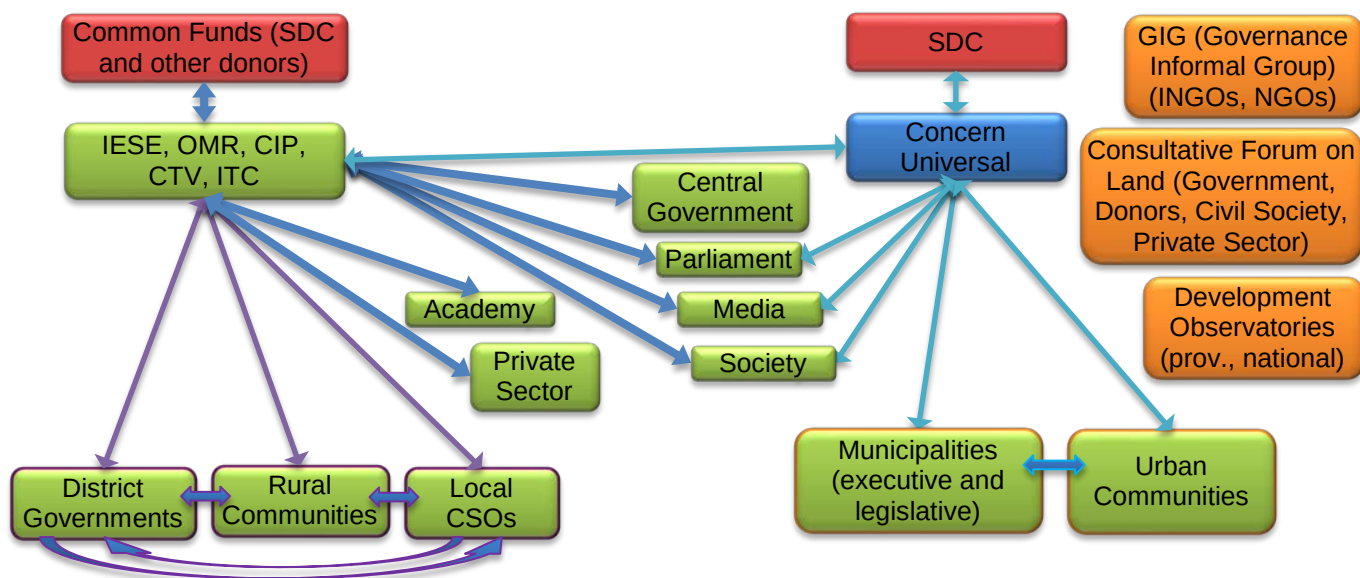
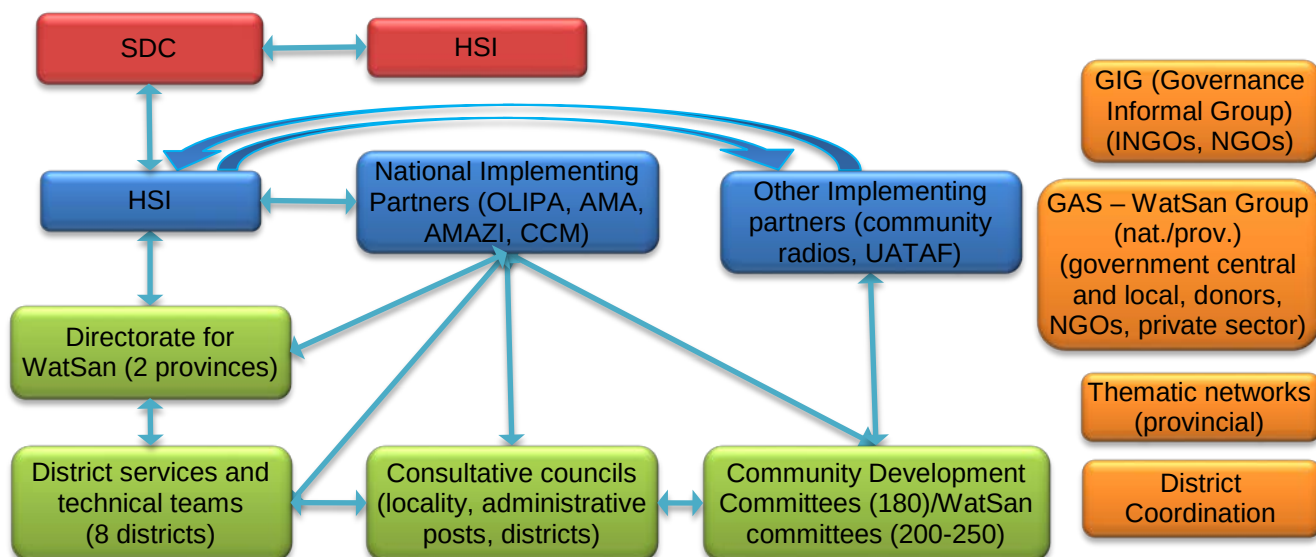


Fig. 5 – 2: Institutional Map of the PROGOAS Project



Annex 6: An Alternative Approach to Capacity Development

Following is a résumé of key points in Baser and Morgan's approach to capacity and its development, as set out in "Capacity, Change and Performance," cited in Section 3.3.2 of the main text. The points below are drawn mainly from pp. 22 – 34 of that paper; the diagram appears on p. 104.

1. The authors begin with several critical assumptions:

- "Capacity" cannot be delivered – it can come only from within a person, community or organization. Ownership is fundamentally important.
- Wise and sympathetic outsiders **may** be able to support-encourage-coach along the way.
- "The way" is likely to be messy, and will probably not be linear and unidirectional. "Maps" and "blueprints" may be misleading at best.⁵⁹
- Context is content – the entire project is highly specific to people, cultures, time and place.
- Capacity development means change within and among organizations, within and among the people in them, and between organizations and their external publics, constituencies, regulators and partners. It therefore shapes and is shaped by patterns of power and interest within and among the public authorities, organizations, communities, and networks involved.

2. The authors understand capacity on three inter-related levels:

The first is that of **individual competencies** – skills, knowledge, and abilities, variously acquired.

In the right circumstances—certainly not automatically—these individual competencies can contribute to the second level, that of **collective capabilities**. Collective capabilities are core functions which an effective organization or community will perform. **Five** are identified as capabilities to:

- i) Commit and engage;
- ii) Carry out technical, service-delivery, and logistical tasks;
- iii) Relate to others and attract support;
- iv) Adapt and self-renew; and
- v) Balance diversity and coherence.

The authors then summarize the **content** of these collective capabilities as follows:

- i) Commit and engage: will, empowerment, motivation, attitude, confidence;
- ii) Carry out technical, service delivery and logistical tasks: core functions to implement mandated goals;
- iii) Relate and attract resources and support: manage relationships, resource mobilization, networking, building and sustaining legitimacy, protecting space;
- iv) Adapt and self-renew: learning, strategizing, adaptation, repositioning, managing change;

⁵⁹ "Capacity development" is notoriously difficult to accommodate in standard LogFrames, owing to its contingent and open-ended qualities, and its cyclical or non-linear and contextual patterns of causality.

- v) Balance coherence and diversity: encourage innovation and stability, control fragmentation, manage complexity, and balance the mix of capabilities.

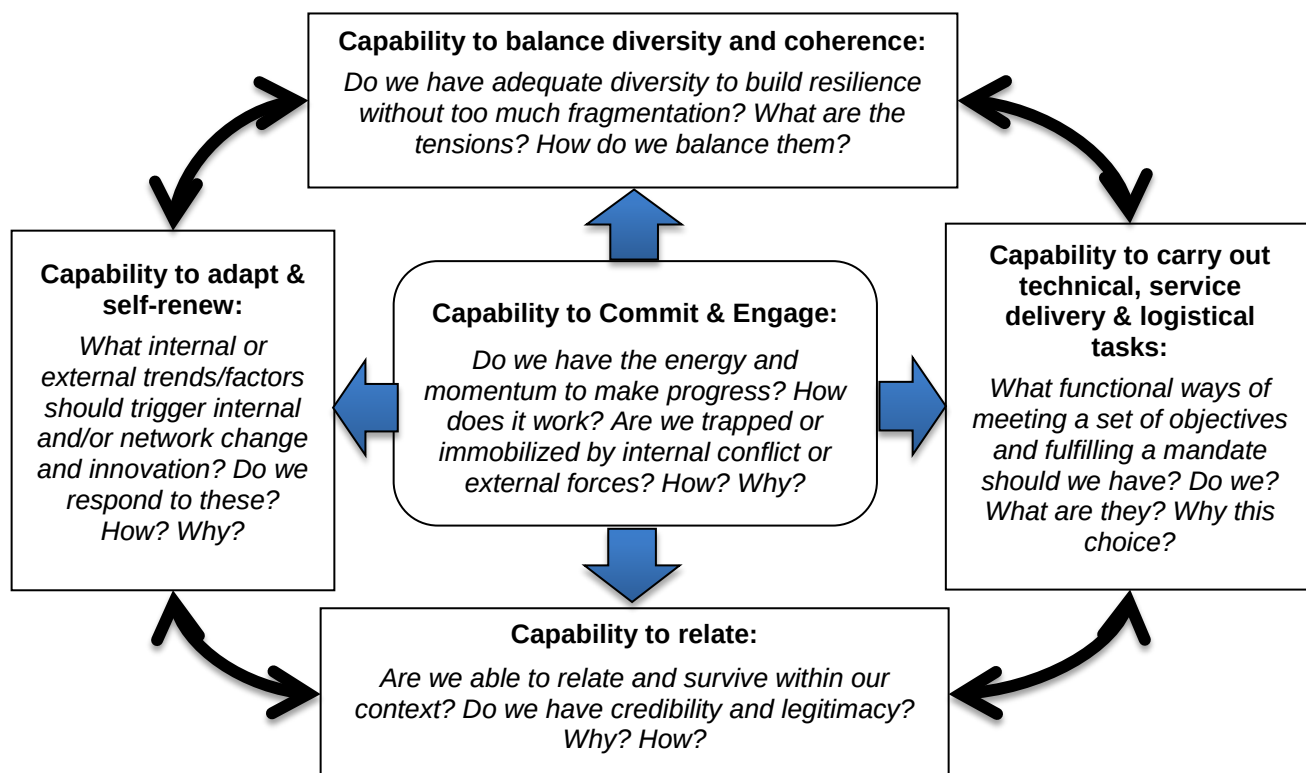
(The diagram below shows in graphic form the relationship among these different capabilities, emphasizing the primacy and centrality of the first, the capability to commit and engage, as the prime mover for the others.)

We can readily link these collective capabilities to the discussion of “capacity” in the main body of the Report:

- People often understand “capacity” to be one or more these functions, but especially the second, carrying out organizational tasks to realize mandated goals. Commonly, the core element in this capability is seen to be individuals’ command of technical or management skills.
 - SDC’s understanding of capacity includes this “mandate” capability, but also the third capability above, to relate and attract resources and support. (Annex V shows this in graphic form.)
 - **Intangibles** are prominent in the content of these collective capabilities. One quality worth emphasizing is **leadership**, noted in the review of SDC’s program logic, and highly relevant to several capabilities, but especially the first and the fourth.
3. “**Capacity**” then becomes—again in favourable circumstances, and not automatically—a higher-level product of individual competencies and collective capabilities: “An emergent [i.e., potential, developing] combination of individual competencies and collective capabilities⁶⁰ which enables a human system to create value.” (p. 34) “Value”, for the authors, is understood to be **public value**.

⁶⁰ Translating these terms from English into Portuguese poses two problems. First, Portuguese does not distinguish between “capability” and “capacity”, instead using the same word, “capacidade”. Secondly, the English word “competency” refers to skills. The Portuguese word “competência” includes *responsibilities*.

Fig. 6-1: Diagram of collective capabilities – key questions for monitoring and evaluating capacity



Source: Baser & Morgan Capacity, Change and Performance, p. 104

Annex 7: Country Level Assessment Tool

NB: The information presented here on Local Governance is based on the sample of five projects described in the main body of the Mozambique Case Study Report.

Country Level Assessment Tool		
Country: Mozambique		
2012-2016 Country Strategy development goal: To support Mozambique in its fight against poverty and its transition to a politically and economically inclusive society through the promotion of rural employment and income, domestic fiscal resource mobilization, improved delivery of quality public services, and the reinforcement of civil society.		
Key shift from previous Country Strategy: The 2012-16 Country Strategy is explicitly based on continuity with the 2007-11 CS, and seeks to consolidate what was achieved in that period. The three domains of the earlier CS remain (local governance, health, and economic development.) Swiss Cooperation anticipates a new phase of GBS, with particular attention to governance, including progress on corruption. The CS is organized around four outcomes, which are based on GoM development priorities. The Annual Reports of the program are similarly organized.		
2012-2016 CS pillars/sectors: Local Governance Health Economic Development <i>(including GBS, General Budget Support)</i>	Governance programming budget/overall CS budget: Total: CHF 163 M Local Gov'nce: ... CHF 39.0 M GBS CHF 41.0 M	Governance mainstreaming budget/overall CS budget: Total:..... CHF 163 M Health: CHF 7.0 M Eco. Dvlt.: CHF 1.6 M
Overall CS approach to governance, including mainstreaming: Governance is central to the entire CS, being present in all three domains of SDC's work as well as GBS, which is the responsibility of SECO. GBS is a national-level intervention, with a policy conditionality link to Local Governance. SDC is focused on Local Governance and Decentralization. Mainstreaming in Health and Economic Development also has a local (district and provincial) focus. In Local Governance, SDC's co-finances (with other donors and GoM) programs of institutional development of local government (municipalities and districts). In addition, SDC provides financial support (also in concert with other donors) to Mozambican CSOs and international NGOs working with communities to strengthen organization, awareness, and participation by citizens in the planning and monitoring of local-level development plans. SDC also provides project and institutional support (co-financed with other donors) to strengthen the capacity of Mozambican CSOs to intervene in public policy debates from a base of quality research, and to demand that government demonstrate accountability, transparency and integrity in its use of public resources.		
Overall theory of change & assumptions: SDC seeks to strengthen both the "demand" and "supply" sides of Local Governance. The assumptions are that, if on the "demand" side, • Citizens monitor national and local governments' use of public resources, and actively demand quality services; • Communities are able to define negotiate their development agendas with local and higher governments; and • CSOs are able to research and analyse key development issues and promote national and local debate on public policies; and that, if on the "supply" side, • Districts, municipalities and provinces strengthen their financial management and technical capacities; • National departments provide effective support to local authorities; • Communities provide better services for their members, and the private sector takes on a service-delivery role; Then, • Public resources will be used more transparently, sustainably and efficiently; • A constructive dialogue between state and citizens will strengthen public accountability; • Service delivery will improve, and • People will have better conditions of life, especially in the northern provinces.		

Major governance initiatives: Major development partners:	Alignment with major governance strategies and laws: SECO's investment in GBS is aligned with the PARP, Mozambique's anti-poverty strategy. SDC's programming in Local Governance is aligned to the PARP's pillar of Decentralization and Strengthening Civil Society. SDC's Local Governance programming is aligned with Mozambican legislation governing decentralization (to district governments) and municipal authorities. SDC's support for citizens' participation in local governance accords with provisions in Mozambique's constitution.
Geographic focus: Three Northern provinces: • Nampula, • Cabo Delgado, and • Niassa.	Target beneficiaries: Disadvantaged populations, especially communities in the historically marginalized provinces of the North.
Implementation mechanisms used: • GoM national ministries, including Ministry of Planning and Development. • Mozambican CSOs • International NGOs	Other Swiss channels/donors: • SECO administers Swiss GBS to the GoM • NGOs such as HSI are implementing organizations • SDC co-finances programs with donors such as DANIDA, DFID, GIZ, IrishAid, SIDA, NORAD, Austrian Aid, and the World Bank. • SDC is an active member of working groups such as the Programme Aid Partnership and the Decentralization Working Group.
Major governance results achieved: Overall, SDC is "doing the right things," and "doing things right". The local governance projects reviewed show progress towards outcomes in areas such as: • Stronger local public institutions, with improved management skills and service delivery; • Better organized and more confident citizens and communities, better able to plan and articulate their development agendas and negotiate these with local authorities; • CSOs are able to produce quality research and analysis of development policies and practice, and intervene in the public debate; • Partner organizations have made effective use of communications technology, both in their work with communities, and reporting on that work.	Major challenges faced include the following: • There remains an historical disjuncture between the two sub-groups of local governments, districts and municipalities, offers a challenge and an opportunity. Mozambique will be a much more urban society in the decades to come; in that context, the PDA project can serve as a pilot for a nation-wide municipal development program. Any future convergence between the programs to support municipal and district governments will depend on the initiative of the national political leadership. • Promoting more equal participation in local governance by both men and women will require more focused attention on gender dynamics. Practice is uneven, but there are positive examples available. • Institutional development is central to local governance programming, but the conceptual understanding of capacity development among program participants is uneven, and this is reflected in the variable quality of project management tools like LogFrames. • SDC and its network of collaborating and implementing organizations have a lot of practical and conceptual knowledge of local governance, accumulated from long experience. Much of this is latent, however, so that there is a challenge and opportunity to systematize, disseminate and use such knowledge. • Sustainability remains a major challenge, especially for CSOs. People are aware of the many issues, however.

Evaluation matrix criteria:	Rationale for rating:	Rating:
Legitimacy and Relevance	Program accords closely with priorities of national government, and with priorities expressed by civil society. Swiss Cooperation is highly regarded by national leaders.	Good-Excellent
Ownership, Participation, & Non-Discrimination	Governance programming is built around these principles. The main qualifier is that gender equality is given uneven attention in the domain of citizens' participation, with projects implemented by non-government organizations showing more focus on the issues and better results than those implemented by government agencies.	Uneven – on Balance, Satisfactory.
Accountability & Transparency	Governance programming is built around these principles, and SDC's approach and program information is accessible to collaborating and implementing organizations.	Good-Excellent
Efficiency	No major problems noted, nor outstanding achievements.	Satisfactory
Capacity Development	The centrality of institutional development in Local Governance programming makes capacity development a key feature of the program. SDC has a coherent understanding of capacity. Among the various pro-program participants, however, the conception of capacity is uneven, and some of the project LFs have serious problems. A more comprehensive and coherent approach is needed (and available), although SDC cannot control what other organizations do. Capacity development is another area where more systematization of SDC's knowledge should be useful.	Good, with Potential for Excellence
Outcomes & Sustainability	Sustainability is addressed throughout the program; the prospects of government and especially CSOs are uncertain because they depend on the actions of other countries and other organizations, such as multi-national corporations. Reporting on Out-comes needs to be stronger, but SDC does not control this.	Mixed; on Balance Satisfactory-Good
Coherence & Coordination	Program is internally coherent, and is well coordinated with GoM, other donors, and civil society actors.	Good-Excellent
Adaptive Learning	Adaptive learning is built into the program approach, with long-term commitments, pilots, and adaptive phasing. The recommendation for more systematization of SDC's knowledge reflects the potential of the program.	Satisfactory-Good, with Considerable Potential
		Overall Rating: Good



Management Response

Evaluation of SDC's Governance Programming and Mainstreaming Mozambique Country Case Study

1. General overview.

The Independent Evaluation of SDC's Governance Programming and Mainstreaming is clear and describes the facts in an independent and balanced way. It confirms that SDC's Country Strategy for Mozambique and the 5 assessed projects respond to the political and economic context and its challenges regarding transparency, inequity in the distribution of income and high poverty rates. The evaluation highlights that SDC in Mozambique is doing the right things and doing things right regarding Governance and concludes that **Governance programming is important and relevant in the Mozambican context**. The Evaluation considers that there is room for improvement on Outcome reporting and sustainability considerations. Furthermore it estimates that there is considerable potential regarding the systematization of SDC knowledge and experience towards a more adaptive learning process. Finally the Evaluation proposes 5 areas for improvement in the Governance domain.

The COOF Maputo is encouraged with the positive outcome of the Evaluation and agrees in principle with the identified areas for improvement. Taking into account the rapidly changing context, especially regarding natural resources, and the upcoming formulation of a new Country strategy, the COOF however was hoping to receive more concise and strategic guidance for further development of the Governance portfolio in Mozambique.

The Management response of the COOF Maputo following has some general comments on the methodology and content of the evaluation and afterwards presents a matrix with specific comments to the proposed areas of improvement and some concrete actions for the follow up.

2. General consideration regarding used methodology and content of the evaluation.

- 1. Timeframe and methodology:** The Assessment was conducted during the first quarter of 2014 and several discussions were held involving the consultants and the governance team in Maputo. Relevant documents (country strategy 2012-16, credit proposals, program documents, progress- and Midterm-reports) and key actors were consulted during the evaluation process. Regular exchange with the governance team of the COOF Maputo ensured a better understanding of the context and the consolidation of the findings addressed in the report.
- ➔ The COOF Maputo estimates that the evaluation team in principle consulted the relevant information and used an appropriate timeframe and methodologies. However the COOF has the following comment:
 - a. The analysis would have gained in including more information and analysis on **power relations** and **political economy** in Mozambique.

// **Content:** The report further identifies the following strategies of intervention:

- a) Ensure balance and complementarity of Governance Interventions between the demand and the supply side at national as well as at local level.
 - b) Focus on Interventions at a decentralized level strengthening specifically accountability processes in order to produce evidence which feeds and influences national policies and political debate.
- ➔ The COOF agrees with the identified strategies of intervention and thinks that the evaluation captured the main strategic elements of SDC's governance portfolio in Mozambique. However the COOF estimates that the evaluation falls short in content regarding the following issues:
- a. Even though the **gender** dimension of the Governance portfolio was considered during the evaluation a more in depth analysis on correlations between gender equity and Governance principles as well as concrete recommendations in this regard would have been useful for future Governance programming.
 - b. The evaluation takes into account the rapidly changing context and challenges regarding **natural resources and extractive industries**. The recommendations made by the evaluation team in this regard however seem to be merely directed at the level of SDC Headquarter. The analysis therefore falls short regarding the implications and the consequences of this context for the governance portfolio of Mozambique.
 - c. The evaluation would have gained in analyzing the potential of **university departments** to support the systematization and dissemination of lessons learned and best practices at national and local level and their role in policymaking at the national level.

3 Challenges and Follow-up

Taking into account the rapidly evolving context in Mozambique the Coof coincides with the evaluations findings that the main future challenges for Governance portfolio will be to improve the **sustainability** of its interventions and to define a comprehensive **capacity building** concept drawing on the exiting approaches and initiatives of the COOF in this regard. Both SDC and its partners in the local Governance domain have been already aware of these challenges and will continue to work on it.

Regarding **natural resources and the extractive industries Sector** the Coof will continue its efforts to further strengthen the coordination and coherence between SDC and SECO interventions on a local level. However regarding clarifying and strengthening policy coherence and coordination of SECO and SDC on this topic the main efforts will need to come from HQ level. Equally the decision on a global governance initiative on managing natural resource for community benefit will have to be taken at HQ. The Coof however voluntarily would share its experiences and lessons learned should HQ decide to support a global initiative.

The following matrix takes into account the proposed areas for improvement, presents comments to each area and proposes follow-up actions of the COOF. The proposed actions have been discussed at the COOF level. The governance domain Maputo will coordinate the **implementation and monitoring** of the matrix together with the HoC, the other thematic domains, SDC partners in Mozambique, the DLGN network and with SDC HQ.

Priorities, next steps and action plan

Areas for improvement	Comments	Action plan	Responsibility	Monitoring and follow-up
Systematizing its governance knowledge and use it more effectively in Mozambique	Efforts have been done in that direction. More efforts need to be done regarding: - The structure of project reports - Sharing of impact assessment, lessons learned and good practices. - Develop innovative ways of communicating and sharing lessons learned and good practices (see also below the comments regarding the use of information and communications technology) - Quality of information about different stakeholders and their potential to contribute to an effective use of Governance knowledge in Mozambique	- Share the main findings of the report with all SDC domains; present it in a summarized form during AR; formulate with domains a joint action plan to follow-up; - Share the results with the main partners of the COOF Maputo highlighting: results, lessons learned, best practices, at all levels with state and civil society partners. - Discuss with other domains and identify together with the media and communication focal point an easy way to communicate the results, experiences and good practices at the COOF level. - Analyze the role university departments have at national and local level regarding policymaking in Mozambique and their potential to contribute to the systematization of lessons learned and best practices of SDC Governance programs	Governance domain Each domain individually with its main partners. Lead Governance domain (in coordination with other domains) Governance domain/Consultancy	Second Semester 2014 Beginning 2015 During 2015 During 2015
Using information and communications technology to convey lessons , models, partners and achievements to internal and external public	First experiments on this subject are being developed by Concern Universal for social accountability monitoring at municipal level. Other partners are starting similar initiatives. SDC Civil society partners specifically expressed their will to improve their communications strategies.	- Share the experience of Concern Universal within the Coof and with other partners. - Explore within the other SDC domains other good practices using communication technology to cover lessons, models and experiences. - Explore the possibilities to exchange the experience with other countries in the region (and HQ) in order to consolidate experiences at a regional level in the use of technology in the dissemination of lessons learnt. - Involve the media and communications officer in the process (eventually backstopping from HQ). - External workshop on communication tools and strategies with SDC civil society partners.	Governance domain Media and communication HoC + Media and communication HoC + Media and communication Governance domain	First semester 2015 2015 2015 2015 Second semester 2015

Stablishing and implementing a more precise approach to capacity development, especially within institutions	The report already mentions the existing efforts of the COOF for strengthening institutional capacity both in state institutions and civil society. However, to have common understanding of capacity development efforts need to be done to systematize experiences, good practices and achievements related to capacity development.	• Gather existing information and approaches within SDC/DLGN • Internal workshop with NPOs to build and operationalize the concept of capacity/institutional development. (eventual backstopping from HQ) • External workshop on the concept of capacity building and its operationalization with main partners. • Project documents, credit proposals, annual reports and budgets should assess and report actions for the development/institutional capacities.	Governance domain (with DLGN) HQ/HoC Lead Governance domain (in coordination with all domains) All domains	Ongoing First Semester 2015 During 2015 Ongoing
Designing and launching a global governance initiative which would include the key issues of managing resource for community benefit.	The decision on a global governance initiative on managing natural resource for community benefit will have to be taken at HQ. The Coof however voluntarily would shares its experiences and lessons learned should HQ decide to design such an initiative.	• Possible Contributions of the COOF: - Systematize experiences within Mozambique regarding managing resources for community. - Share lesson learnt, best practices within DLGN and with OSA at a regional level by regular exchanges with the new Governance focal point for the region	Governance domain/Consultancy Governance domain + new regional Governance focal point	In the framework of the current country strategy and the preparation for the next Country Strategy
Clarifying and strengthening policy coherence and coordination with SECO especially on extractive industries and resources.	The Coof estimates that this area for improvement is mainly directed at HQ level. However the Coof remains attentive should eventual lacks of policy coherence and coordination have implications for SDCs programs in Mozambique.	• The Coof will continue its efforts to further strengthen the coordination and coherence between SDC and SECO interventions on a local level. • Highlight eventual implications of potentially ambiguous Swiss policies for development cooperation in Mozambique	SDC+SECO SDC/Coof Maputo	Ongoing In case of concrete implications

Annex F: Members of the Learning Groups of the Governance Evaluation

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Annex G: Governance Evaluation Analytical Framework: Assessment Matrix

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
RELEVANCE & LEGITIMACY	<i>The Governance program/project is:</i> ✓ Directly pertinent and responds to major governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with many of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Wholly driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by most key development actors.	<i>The Governance program/project is:</i> ✓ Indirectly pertinent and responds to some governance challenges facing the country, as stated by national development actors; ✓ Directly aligned with some of the major governance policies and priorities stated in the government's national development and core governance strategies; ✓ Substantially driven by and geared towards advancing national governance agendas; ✓ SDC is viewed as a neutral, trusted and valued partner by several key development actors.	<i>The Governance program/project is:</i> ✓ Not pertinent nor does it respond to major governance challenges facing the country, as stated by national development actors; ✓ Not aligned with any of the major governance policies and priorities stated in the government's national development plan and core governance strategies; ✓ Not driven by national governance agendas; ✓ SDC is viewed as self-interested, untrustworthy and as having limited value added by some partners.
COHERENCE & COORDINATION	<i>The Governance program/project:</i> ✓ Fully takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ Fully factors in Swiss diplomatic, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment; ✓ Has effective built-in mechanisms to	<i>The Governance program/project:</i> ✓ To some extent takes account of national / local political, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment processes; ✓ To some extent factors in Swiss diplomatic, commercial and cooperation interests into analysis, planning, risk mitigation and program adjustment; ✓ Has some good built-in mechanisms to	<i>The Governance program/project:</i> ✓ Does not take account of national / local factors other than those related to cooperation into analysis, planning, risk mitigation and program adjustment processes; ✓ Does not factor in Swiss interests other than those related to cooperation into analysis, planning, risk mitigation and program adjustment; ✓ Has few or weak built-in mechanisms

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	promote synergies between diverse national / local government, civil society, and private sector development actors ✓ Has built-in mechanisms to forge synergies between diverse Swiss and international cooperation actors.	promote synergies between diverse national / local, civil society and private sector development actors; ✓ Has some useful but <i>ad hoc</i> or sporadic mechanisms to forge synergies between diverse Swiss and international cooperation actors.	to promote synergies between diverse national / local, civil society and private sector development actors; ✓ Has very few or rather weak mechanisms to forge synergies between diverse Swiss and international cooperation actors.
ACCOUNTABILITY and TRANSPARENCY	<i>The Governance program/project:</i> ✓ Is regularly validated and adjusted based on consultations and mutual agreements or suggestions from national/local counterparts; ✓ Systematically, openly and broadly shares performance information with national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Systematically and openly shares performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.	<i>The Governance program/project:</i> ✓ Is validated or adjusted at least once a year during consultations and mutual agreements with national / local counterparts; ✓ In increasingly sharing more information with a growing range of national / local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Is increasingly sharing more performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.	<i>The Governance program/project:</i> ✓ Is experiencing tensions with major national / local counterparts and/or negotiations are held only for a new Country Strategy; ✓ Only sporadically shares select information with a few select national/local government counterparts, international donors, civil society and private sectors actors, implementing partners and beneficiaries; ✓ Sporadically shares performance information, including challenges and unexpected results, with SDC HQ, other Swiss Departments, Swiss political actors and public.
OWNERSHIP, PARTICIPATION and NON-DISCRIMINATION	<i>The Governance program/project:</i> ✓ Is co-designed between SDC and national / local counterparts from its inception;	<i>The Governance program/project:</i> ✓ Is supported by consultation between SDC and national / local counterparts at some point during its planning;	<i>The Governance program/project:</i> ✓ Is not supported by consultation between SDC and national / local counterparts before it begins

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	✓ Channels a significant amount of funds through existing national/local systems; ✓ Is implemented by and builds the capacity of existing national/local institutions and staff; ✓ Systematically promotes and directly incorporates participation of government, civil society and the private sector actors in planning, implementation, M&E and learning processes; ✓ Systematically consults the needs and incorporates the views and recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.	✓ Channels at least some funds through existing national/local systems; ✓ Builds the capacity of existing national/local institutions and staff even if not implemented by them; ✓ Promotes participation but does not directly incorporate the participation of all three – government, civil society and the private sector – actors or, treats such actors mainly as “project implementors”; ✓ Assesses the needs but does not incorporate the views or recommendations of beneficiaries, including vulnerable groups, such as the very poor, women, youth and indigenous persons, albeit in an <i>ad hoc</i> or sporadic manner.	- implementation; ✓ Does not channel funds through existing national / local systems; ✓ Neither builds the capacity of existing national / local institutions or staff, nor is implemented by them; ✓ Promotes participation in principle (i.e., in its stated objectives or public communications) but does not put participatory approaches directly into practices; ✓ Does not genuinely consult nor take into account the views / recommendations of beneficiaries, including vulnerable groups such as the very poor, women, youth and indigenous persons.
OUTCOMES and SUSTAINABILITY	<i>The Governance program/project:</i> ✓ Has achieved all or most of its intended medium-term outcomes; ✓ Has achieved significant positive, unintended outcomes; ✓ Has responded to, and mitigated in a timely fashion, any negative, unintended outcomes; ✓ Has worked with stakeholders to mobilize sufficient support and resources to sustain its main	<i>The Governance program/project:</i> ✓ Has achieved some of its intended medium-term outcomes; ✓ Has achieved some significant positive, unintended outcomes; ✓ Has generally or partially mitigated any negative, unintended outcomes; ✓ Has mobilized some of the support and resources necessary to sustain its main outcomes over the next five to ten years.	<i>The Governance program/project:</i> ✓ Has achieved few, or none, of its intended medium-term outcomes; ✓ Has achieved no significant positive, unintended outcomes; ✓ Has failed to mitigate any negative, unintended outcomes; ✓ Has not been able to ensure the ongoing sustainability of its main outcomes in the years ahead.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
	outcomes over the next ten years.		
EFFICIENCY	<i>The Governance program/project:</i> ✓ Always uses both financial and human resources in optimal fashion to achieve meaningful results; ✓ The costs of the project are always appropriate to the results achieved; ✓ Always finds ways of achieving cost efficiencies.	<i>The Governance program/project:</i> ✓ Frequently or sometimes uses both financial and human resources in optimal fashion to produce meaningful results; ✓ The costs of the project are usually proportionate to the results achieved; ✓ Often or sometimes achieves cost-savings or efficiencies.	<i>The Governance program/project:</i> ✓ Rarely or never uses financial and human resources in an optimal way ✓ The costs of the project are almost always excessive relative to the results achieved; ✓ Rarely, if ever, achieves visible cost savings or efficiencies.
ADAPTIVE LEARNING	<i>The Governance program/project:</i> ✓ Systematically shares, validates, and adapts its governance theory/ies of change, core assumptions and lessons learned; ✓ Systematically monitors, evaluates, disseminates and communicates both expected and unexpected governance results, best practices and challenges; ✓ Openly identifies problems and takes corrective measures in a timely and constructive manner. ✓ Systematically and actively fosters individual learning and collective knowledge-sharing and learning opportunities among staff and among partners.	<i>The Governance program/project:</i> ✓ Develops and shares its governance theory/ies of change, core assumptions and lessons learned, but does not adapt these to changing circumstances; ✓ Makes genuine efforts to monitor, evaluate, disseminate and communicate governance results but either is having technical difficulties doing so or, is particularly reluctant to disclose unexpected results and challenges; ✓ Openly identifies problems but has difficulties translating these into corrective measures; ✓ Is better at fostering individual learning opportunities than encouraging collective knowledge-sharing opportunities among staff and partners or, offers such opportunities mainly in an <i>ad hoc</i> or responsive manner rather than doing so	<i>The Governance program/project:</i> ✓ Does not make its theory/ies of change, core assumptions and lessons learned explicit nor public; ✓ Mainly monitors outputs and inputs for the internal use of SDC; ✓ Operates within an organizational culture where problem-identification is avoided; ✓ Mainly supports one-off individual learning opportunities but rarely dispenses time or money for ongoing individual learning or collective knowledge-sharing opportunities among staff and partners.

GOVERNANCE EVALUATION ANALYTICAL FRAMEWORK: ASSESSMENT MATRIX			
CORE EVALUATION CRITERIA: (Refer to definitions below)	GOOD-EXCELLENT PERFORMANCE	SATISFACTORY-GOOD PERFORMANCE	UNSATISFACTORY-SATISFACTORY PERFORMANCE
		proactively.	
CAPACITY DEVELOPMENT	<i>The Governance program/project:</i> ✓ Has permanently embedded a well-funded capacity development function; ✓ Has significantly strengthened the core capacities of most of its delivery agents and partners; ✓ Makes full, and continuous use of both internal and external processes for capacity development.	<i>The Governance program/project:</i> ✓ Makes genuine, regular efforts to support and fund the capacity development function; ✓ Has significantly strengthened some of the core capacities of some of its delivery agents and partners; ✓ Makes some use of both internal and external capacity development processes.	<i>The Governance program/project:</i> ✓ Does not place a priority on capacity development or fund it adequately; ✓ Has not significantly strengthened the core capacities of its delivery agents and grantees, but has sometimes helped to develop some other capacities among its key stakeholders; ✓ Occasionally uses either internal or external capacity development processes.

Glossary of Definitions:

Sources:

OECD/DAC, Glossary of Key Terms in Evaluation and Results-Based Management. OECD/DAC. Paris, France 2002;
 OECD/DAC, Paris Declaration on Aid Effectiveness. OECD/DAC. Paris, France, 2005.

SDC Governance Evaluation Criteria

Criteria Definitions
Relevance and Legitimacy Relevance is defined by the extent to which the objectives of an international development intervention are appropriate to the country, regional, and local context and consistent with country needs and assets, beneficiaries' requirements, and donors' or partners' policies. Legitimacy is the extent to which a political order, institution or actor is regarded as acceptable and satisfactory. Legitimacy is the normal basis of authority. Legitimacy plays out in all spheres and in formal as well as informal institutions. Sources of legitimacy include processes/rules, performance/ outcomes, beliefs/values, and external acceptance. In international development, not only do national actors need to take into account their legitimacy within society, but donors should do so as well by ensuring they do not impose their own agendas, impinge on the local state, simplify local complexities or exclude particular groups or points of view. Coherence and Coordination Coherence refers to the relationship between the international development intervention and other spheres which have a potential effect on the success of that intervention. External coherence focuses on linkages between national and international actors, while internal coherence hones in on linkages between SDC and other Swiss whole-of-government efforts affecting international cooperation. Coordination explores how international cooperation donors and partners relate to one another, with an eye to avoiding duplication, reducing transaction costs for recipients, and promoting joint learning and collaboration. Accountability and Transparency Accountability refers to the control of power within the state and society and society's institutions, as well as the obligation of those holding power to justify their decisions, to reward good performance, and to sanction abuses of power. Mutual accountability implies that international development organizations/partners and national counterparts each have obligations and responsibilities towards one another. Transparency implies that the public should be able to obtain information from the state and social and economic institutions about the rationale and criteria underlying decisions, as well about intentions for implementing a decision, policy or program; and open information about their effects to date. Transparency requires that adequate data collection and information-sharing mechanisms be in place. Ownership, Participation and Non-Discrimination Ownership is about respecting and encouraging partner countries to exercise effective leadership over development priorities and strategies, coordination, institutional development, and actions. Ownership highlights leadership by national governments and partner organizations of development agendas, priorities and strategies, coordination, etc. Participation implies that all segments of the population are engage with the political, social and development processes that affect them. It implies that mechanisms exist within both society and international development efforts which allow different groups to identify personal needs and interests or to voice opinions which are treated as serious inputs into decision-making processes. Non-Discrimination means that no group should be excluded from power, opportunities or access to resources. Both within countries and within the international development sphere, this requires proactive policies and practices to include marginalized groups with an eye to reduce existing inequalities or discrimination based on wealth, gender, ethnicity, race, region or location.

Criteria Definitions
Outcomes & Sustainability Outcomes are the behavioral changes produced by a national policy, program, or international development intervention, directly, indirectly, intended or unintended. Outcomes can be positive or negative and can involve policy, socio-cultural, gender, environmental, or institutional effects, among others. Sustainability is concerned with determining whether the benefits of a national policy, program, or international development intervention are likely to continue over the long-run, after donor funding has been withdrawn. Environmental soundness, resilience and financial self-reliance are all important dimensions of sustainability. Efficiency Efficiency is a measure of how economically resources/inputs are converted into both quantitative and qualitative results through a national policy, program or international development intervention. Efficiency implies that a wide range of both financial and human resources are used in optimal fashion. Value for Money Value for money (VfM) involves making optimal use of resources to achieve a set of intended outcomes. In development cooperation, VfM can be seen as a way of striking the best balance among economy, efficiency, effectiveness and equity. Value for money cannot be reduced to simply finding the lowest cost way of delivering services. Nor should it be an excuse for risk-aversion, though VfM should certainly be paired with risk management analysis. Adaptive Learning For organizations and programs, adaptive learning refers to the ability to capture, share, learn from, test and act on information and knowledge throughout the process of implementation. Such adaptive learning may be short-term and operational or it may be longer term and more strategic. Capacity Development Capacity development refers to internally- and/or externally-driven processes aimed at strengthening the overall ability of an organization or system to create public value. Core capacities include the ability to engage and commit; carry out technical tasks and deliver services; attract resources and support; adapt and self-renew; and balance diversity and coherence. Organizations and systems with strong capacity can manage greater complexity with more effectiveness over a sustained period of time.
Sources SDC, <i>Governance as a Transversal Theme: An Implementation Guide</i>. Swiss Agency for Development and Cooperation. Bern, 2007. OECD/DAC, <i>Conflict and Fragility: The State's Legitimacy in Fragile Situations—Unpacking Complexity</i>. Paris, 2010. OECD/DAC, <i>Donor Approaches to Governance Assessments: Guiding Principles for Enhanced Impact Usage and Harmonization</i>. Paris, 2009. OECD/DAC, <i>Paris Declaration on Aid Effectiveness</i>. OECD/DAC. Paris, 2005. OECD/DAC, <i>Glossary of Key Terms in Evaluation and Results-Based Management</i>. OECD/DAC. Paris, 2002. OECD, <i>Value for Money and International Development</i>, Paris, 2012. ECDPM, <i>Capacity, Change and Performance</i>, Maastricht, 2008.

Annex H: Spending on Governance Across SDC

Working Paper, September 2014

Overview

The present evaluation used several methods to estimate the extent of SDC's spending on governance programming and mainstreaming. In interviews in early 2014 with SDC managers at headquarters, we found an informal consensus of opinion that overall spending on governance accounts for about 20 to 30% of the current Dispatch budget. However, when we analysed several sets of data, it became clear that the 20-30% figure should be seen more as a **floor** than a ceiling. In particular, in some bilateral programs—such as the country programs of Bolivia, Bosnia and Mozambique—SDC spending on governance accounts for between 40% and 60% of all expenditures. While there are certain issues related to the coding of these expenditures, this evaluation has confirmed that SDC-wide spending on governance represents, at a minimum, more than one third of the overall Agency spending.

SDC's Bilateral Commitments to the South

Spending commitments are a good proxy for actual expenditures. As a first exercise, we analysed a set of “raw” data from the SAP database of spending commitments on governance made during calendar year 2013 for bilateral programs and projects in the South to be implemented in the 2013-2016 period. To do this exercise, we compiled coded data for 30 sectors with full or very strong governance content, including selected codes from the following sectors: conflict prevention and transformation; migration; humanitarian assistance; rule of law democracy and human rights; health; education; water; agriculture and food security; economy and employment; environment; and global and economic integration.³⁵ Of an overall total of CHF 1.247 billion in commitments for all bilateral activities in the South for the current Dispatch period, CHF 505 million, or 41%, was committed to governance activities.

Drawing on this exercise, Table 1 lists the sectors with the highest commitments to governance. By far, the decentralization, local governance and democracy sector accounted for the largest commitment. At the same time, though, significant commitments were also made to health system strengthening, labour market development, rural infrastructure, human rights and women's rights, agricultural policy, agricultural research and innovation, peace building, post-armed conflict state building, and policy advocacy on water resources.

³⁵ More specifically, the 30 sector codes that were used in this calculation were: 12701, 12702, 12703, 12758, 12705, 12706, 12762, 12753, 12707, 12708, 12709, 12710, 12713, 12716, 12765, 12766, 12720, 12727, 12732, 12734, 12768, 12769, 12736, 12738, 12741, 12745, 12775, 12776, 12749, and 12751. It is noteworthy not only that there is such a large number of sector codes involving governance activities, but that there are nearly 40 other codes that involve engagement with public or civil society institutions, or policy, that were not included in this particular calculation.

Table 1: Technical Cooperation and Financial Aid for Developing Countries in 2013-2016—Sectors with the Highest Commitments to Governance

	Sector	Commitments (CHF Millions)
1	Decentralization, Local Governance and Democracy	97.3
2	Health System Strengthening	45.0
3	Labour Market Development	42.6
4	Rural Infrastructure	33.0
5	Human Rights, Women's Rights	32.7
6	Agriculture Policy, Regulatory Framework	31.7
7	Agriculture Research & Innovation Systems	25.7
8	Peace Building, Conflict Resolution	20.6
9	Post Armed Conflict, State-Building	19.2
10	Water Resources, Policy Advocacy	18.5

Source: SDC, 2014

A second exercise using the same base of raw SAP data of 2013 commitments was carried out by using the Policy Marker coding method.³⁶ Here projects are coded for the significance of their focus on policy in a wide range of areas, including gender; governance; biodiversity; migration; desertification; climate change adaptation; conflict and fragility; alignment with developing country priorities and Busan principles; advocacy; and supporting institutional development. Using this approach, it was found that, of the same overall total in bilateral commitments of CHF 1.247 billion on spending in the South, some CHF 909 million, or 73% of all commitments, were identified as policy-related, usually working through government institutions. While these data only involve bilateral commitments in the South, the findings of this second exercise nonetheless lend credence to a remark we heard frequently from SDC personnel and partners alike: "Nearly everything SDC does involves governance; governance is everywhere."

Derived from the Policy Marker exercise, Table 2 lists the ten policy areas with the highest spending commitments for 2013-2016 for bilateral programs in the South. Once again, the area of decentralization, local governance and democracy accounts for, by far, the largest set of commitments. Interestingly, policy work on the Agricultural Value Chain is ranked second on this list, followed by agricultural production and natural resources, drinking water/WASH, vocational training, multi-sectoral policy, primary health care, rural infrastructure, human rights and women's rights, and education policy. Thus, there is considerable overlap, and there are some differences, when the top-ranked commitment areas in Tables 1 and 2 respectively, are compared.

³⁶ Statisticians and coding specialists in SDC advise that the Policy Marker coding approach should be treated with some caution in that staff doing the coding interpret the guidelines for this method broadly and sometimes inconsistently across programs and projects. Nonetheless, we are interested in this calculation because it is another way of triangulating the scope of spending on governance across SDC. It also, in practice, offers the broadest way of defining governance in a statistical sense, and that in itself is interesting.

**Table 2: Technical Cooperation and Financial Aid for Developing Countries in 2013-2016—
Policy Areas with Highest Commitments**

	Policy Area	Commitments (CHF Millions)
1	Decentralization, Local Governance, Democracy	90.9
2	Agricultural Value Chain	65.4
3	Agricultural Product, Natural Resources	49.8
4	Drinking Water / WASH	49.0
5	Vocational Training	44.6
6	Multi-sectoral	43.5
7	Primary Health Care	34.9
8	Rural Infrastructure	33.4
9	Human Rights, Women's Rights	29.7
10	Education Policy	27.0

Source: SDC, 2014

SDC's Bilateral ODA Disbursements for All Programs

In a third exercise, we examined SDC's bilateral official development assistance (ODA) disbursements on governance for all programs. These data were compiled using 13 governance-related sectors (consistent with the Organisation for Economic Cooperation and Development [OECD] coding practices) for the period 2010-2013.³⁷ This exercise found that, during these years, SDC disbursed the following amounts on governance programming and mainstreaming:

- 2010 = CHF 136.6 M
- 2011 = CHF 110.9 M
- 2012 = CHF 141.2 M
- 2013 = CHF 197.2 M

Note that the large increase in level of spending on governance in the final year of this four-year period coincides with the first year of the new Dispatch to Parliament and allocations to the initial activities of a new set of interventions.

Table 3 lists the regions and sectors with the highest bilateral disbursements on governance over the four-year period ending in 2013. It is striking that the top four sectors are all in the decentralization, local governance and democracy field, with the Western Balkans a clear leader in disbursements, followed by West Africa, East and Southern Africa, and South Asia, and, further down the list, East Asia and the CIS. Other key sectors in terms of disbursements are general governance (East Asia and Western Balkans, plus South Asia and East and Southern Africa), and human rights and women's rights (Institutional Partnerships, and Europe and the Mediterranean).

³⁷ The sector codes employed for this calculation were: 2707, 12708, 12709, 12710, 12711, 12712, 12713, 12714, 12715, 12716, 12764, 12765, and 12766.

Table 3: SDC ODA Bilateral Disbursements – Top Sectors, 2010-2013

	Region	Sector	Disbursements (CHF Millions)
1	W Balkans	DLGD*	51.6
2	W Africa	DLGD	27.8
3	E/S Africa	DLGD	27.3
4	S Asia	DLGD	26.7
5	L America	DLGD	25.7
6	E Asia	Gov-Gen**	24.1
7	L America	Gov-Gen	21.7
8	W Balkans	Gov-Gen	21.2
9	Ins Partnerships	HR/WR‡	19.2
10	E Asia	DLGD	18.0
11	Europe & Med	HR/WR	17.4
12	Commonwealth of Independent States	DLGD	16.5
13	S Asia	Gov-Gen	14.4
14	E/S Africa	Gov-Gen	13.7

Source: SDC, 2014

* Decentralization, Local Governance and Democracy

** Governance-General

‡ Human Rights/Women's Rights

In a fourth exercise, we analysed data for SDC's ODA disbursements for all bilateral programs, this time coded by policy markers for "good governance" (using the OECD coding definition) for the years 2012 and 2013.³⁸ This calculation found that, for 2012, SDC bilateral official development assistance disbursements on governance coded in this way totalled CHF 377.4 million, or 30% of all bilateral disbursement that year. In contrast, in 2013, SDC bilateral ODA disbursements on good governance totalled CHF 569 million, or 39% of all bilateral ODA disbursements made by SDC that year. So, once again, spending on governance through bilateral programs in the South, East and elsewhere, was found to be in the 30 to 40% range.³⁹

³⁸ Using the Policy Marker code for good governance is a fairly narrow statistical definition of governance that does not pick up on the fuller range of mainstreaming activities. Still, it is a method that offers another useful lens on the spending question.

³⁹ Our exercises here did not include calculations for SDC's spending on governance in the multilateral sphere. While this is a limitation, three factors should be considered: First, SDC's multilateral expenditures are much lower in absolute terms than its bilateral expenditures (for SDC's work in developing countries, CHF 2.8 B is allocated to the former, and CHF 4.2 B to the latter, for the current Dispatch period, 2013-2016; bilateral spending thus constitutes 61% of the overall total spending by SDC in the South). Accordingly, spending trends in the Agency's bilateral programs are decisive. Second, nonetheless, SDC does in fact spend more than CHF 550 M per year on multilateral development cooperation, which is a significant sum (in 2012, the figure was CHF 567 M and in 2013 it was CHF 553 M). Third, moreover, many if not most of SDC's multilateral activities involve governance either directly or indirectly. That is, funds are channelled through international finance institutions, UN agencies, and international networks and consortia, that aim to strengthen, at multiple levels, policy and institutions in the public interest. Our view, therefore, is that a large percentage of multilateral spending by SDC could be reasonably coded as direct governance interventions, or

SECO's ODA Spending on Governance

We carried out a fifth and final exercise that examined spending on governance by SECO. This exercise used ODA disbursement and commitment data on 45 governance-related sectors for the period 2009-2013.⁴⁰ Reflecting OECD/DAC coding conventions, these sectors ranged from nuclear safety and water supply through transport and telecommunication, developing country debt-management, investment climate, sustainability standards, financial infrastructure, trade facilitation, tariff reduction, and sustainable forest management. All of these, and other sectors as well, depend on strong policy and institutional work and therefore can be considered governance-related. A full list of the sector codes used in this exercise is appended as Attachment A to this Working Paper.⁴¹

Overall, this exercise found that the State Secretariat for Economic Affairs (SECO) spent the following amounts on governance:

- 2009 = CHF 109.5 M
- 2010 = CHF 112.9 M
- 2011 = CHF 141.7 M
- 2012 = CHF 153.2 M
- 2013 = CHF 193.4 M

It is interesting to note that, over the five years ending in 2013, SECO's spending on governance nearly doubled. It is likely, however, that the major increase between 2012 and 2013 of CHF 40 M signalled the onset, in 2013, of the new Parliamentary Dispatch period, and associated commitments to a new tranche of multi-year interventions.

So, what are SECO's spending priorities? Table 4 lists the sectors with the highest spending commitments to governance made in 2013, and many of these commitments are multi-year in nature. In substantive terms, all of these sector activities entail working on public policy and strengthening public institutions and systems. By far the largest set of commitments was made by SECO to budget support for four countries: Burkina Faso, Ghana, Mozambique and Vietnam. Thereafter, major commitments were made to water supply, public financial management, sustainable global supply management, waste water treatment, business entry issues, trade and environment, hazardous waste, the financial sector, and trade and environmental and social standards.

Table 4: SECO ODA Spending on Governance – Sectors with the Highest Commitments in 2013

	Sector	Commitments (CHF Millions)
1	Budget Support (Four Countries)	98.0
2	Water Supply	49.6
3	Public Financial Management	38.8
4	Sustainable Global Supply Management	32.2
5	Waste Water Treatment	27.3
6	Business Entry, Operations	13.4

governance-related. Estimating in detail the spending patterns on governance through the multilateral channel is important work for SDC for the future.

⁴⁰ The data in this series for 2009 through 2013 are disbursements.

⁴¹ These codes were selected without consultation with SECO representatives, but rather on the basis of our team's knowledge of the broad governance field.

	Sector	Commitments (CHF Millions)
7	Trade and Environment	12.5
8	Hazardous Waste	9.2
9	Financial Sector	8.8
10	Trade/Environmental Social Standards	6.4

Source: SECO, 2014

Growth in Spending on Governance by SDC and SECO

It is instructive to compare disbursement data for spending on governance-related activities by SDC and SECO. In Table 5, we juxtapose disbursements on governance by SDC and SECO, respectively, for the years 2010 through 2013. To be sure, the coded sectors used for these calculations are very different for each agency. Working on human rights, as SDC does, and on budget support, as SECO does, for example, are very different endeavours. However, there is no question that policy development and institutional strengthening in the government sphere are core activities for all of these coded sectors. In any case, we are more interested in comparing the patterns of growth in spending in this area over time for the two agencies. In general, SECO saw a somewhat more pronounced rise in spending on governance over the four years reviewed here. Yet, by 2013, seen through the lenses of these particular sectors, the two agencies had arrived at a similar level of spending on governance.

Table 5: Trends in Spending on Governance by SDC and SECO – ODA Disbursements for 2010-2013

Year	SDC (CHF Millions)	SECO (CHF Millions)
2010	136.6	112.9
2011	110.9	141.7
2012	141.2	153.2
2013	197.2	193.4

Source: SDC, SECO, 2014

The fact that both agencies spend significant amounts of their budgets on governance-related activities is not surprising. However, that they committed an equivalent amount of spending at the onset of the current Dispatch period is of importance. For one thing, this confirms that Switzerland makes robust use of both of these cooperation instruments to pursue its development goals, particularly those related to state-building, policy development and institutional strengthening. For another, at this level of spending, SDC and SECO need to ensure that their efforts are coherent as well as coordinated.

Coding

The foregoing exercises in estimating the scope and scale of spending by SDC on governance-related interventions have provided some instructive insights. Yet we are aware that these exercises have limitations. One of these limitations involves coding. Currently, the quality of data produced by SDC on its spending on governance is more precise and consistent for calculations produced using OECD/DAC coding conventions than the more “raw” data available directly from the SAP platform using SDC’s internal coding guidelines. Yet, even for the OECD data, coding criteria are not consistently

applied and suffer from inconsistent interpretations across programs and personnel. Currently, there is no specialist in governance who is assigned to be “on call” to advise Agency statisticians and, when there are questions, examine and confirm individual coding decisions relating to both governance programming and governance mainstreaming. This is a Quality Assurance issue and an issue of governance in its domain sense. It is also an issue for Evaluation and Controlling Division, and Knowledge Sharing.

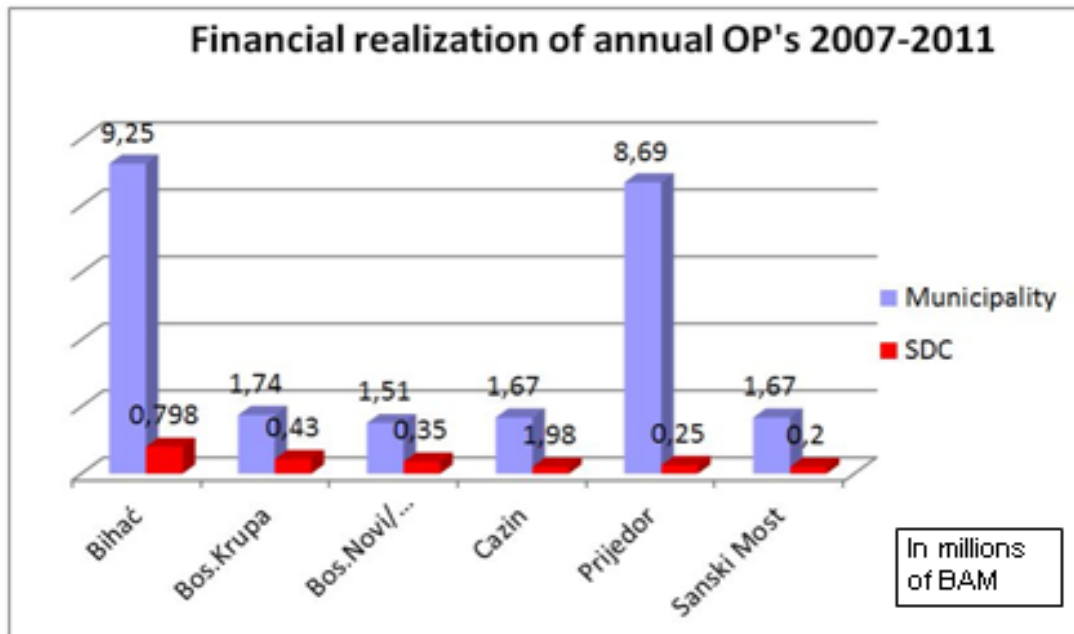
Investing in Supporting Governance

The spending-analysis exercises reported here indicate that SDC spending on governance programming and mainstreaming exceeds one third of the overall budget of the Agency. These exercises also underscore the central nature of governance as a core tool in achieving the results of the current Dispatch to Parliament. However, in Agency-wide terms, we find that SDC's investments in its own capacity to deliver effective governance programming is inadequate to ensure high quality results. True, some policy and programming support is spread across the SDC organization matrix, in the Decentralization and Local Governance Network (DLGN), regional governance networks, governance-related networks (Conflict and Human Rights, Climate Change, etc.), Global Programs, Knowledge Management, and other units. However, this type of support remains fragmented and disproportionately small relative to the budgetary and programmatic importance of governance. This is clearest in the case of the DLGN, which has been coordinated with less than two person-years (a third team member was being hired in mid-June 2014), but which is attempting to support effective programming valued at about CHF 100 million over 2013-2016. While there are strengths associated with the matrix system, and (as our case studies, especially, show) much good work has been carried out in this area, this level of resourcing for central coordination and management of the DLGN has been wholly inadequate. Support for the governance-related work of other networks has been similarly modest, as well. At the same time, there has been insufficient coherence and strategy in SDC's governance work overall.

Leveraging Spending on Governance

At the same time, we found, through our case studies and portfolio analysis, that spending on governance by SDC can generate significant leverage on Swiss funds. This “leveraging factor” was tracked in different ways in Bosnia and Herzegovina. In one project, a CHF 9 million investment in improving local service delivery attracted more than EUR 60 million in additional investments, in the form of both grants and loans, in the project area. In another local governance project in BiH, SDC's contribution of BAM 1.2 million toward 51 local projects was matched by BAM 1.1 million from the municipalities and additional contributions from third parties, resulting in a full one-to-one matching of Swiss funds on an accountable and transparent basis. For the Governance and Water Project in BiH, Figure 1 depicts the downstream investments by municipalities and their external partners (entity and cantonal levels of government, and external agencies) in water, sanitation and waste treatment catalysed by SDC funds.

Figure 1: Downstream Financing Contributions, GOV-WADE Project



Source: Una Sana Consulting

Across the SDC portfolio, there are other examples of leveraging in governance interventions:

- In Bolivia, disaster risk reduction activities in one project stimulated a 30% increase in municipal and regional investments;
- In Bangladesh, SDC-supported projects at the sub-national level influenced the country level, contributing to an 11% increase in funds transfer from central government to district governments; and
- In various countries, SDC project support has been intentionally used to incubate self-sustaining foundations (Mozambique, Bolivia), technical units or consulting firms (Bosnia and Herzegovina), or private funds (Bolivia).

The leveraging and sustainability outcomes of Swiss cooperation in governance are too often “buried” in reporting on outputs and activities. SDC does a better job in not only tracking and documenting these outcomes, but also in reporting on them. Indeed, more could be done to communicate these stories, and the overall variety and weight of governance programming, to various stakeholder groups in Switzerland (citizens, the media, Parliamentarians) and abroad (peer donor agencies, international bodies). This area would lend itself to video clips (e.g., profiles of high performing mayors and organizations) and social media dissemination, as well as more formal, print-oriented knowledge products. The responsibility for such an effort would fall to the DLGN, Embassy-based governance teams, regional governance teams and networks, governance-related international networks, and Knowledge Management. Evaluation and Controlling Division could play an advisory role here, as well.

Attachment 1: SECO Sector Codes, Selected for Analysis for SDC Governance Evaluation

ID_sel Sektor	Sector	DAC Code
1.15	Nuclear Safety	23064
1.22	Water Supply	14020
1.23	Waste Water Treatment	14022
1.24	Water Resource Management	14010
1.31	Waste Others	14050
1.32	Solid Waste	14050
1.33	Hazardous Waste	14050
1.41	Land Use and Environment	43030
1.42	Land Registration and Cadastre	43030
1.43	Climate Change and Emission/Pollution	41020
1.44	Metrology and Natural Disaster	74010
1.52	Transport	21010
1.53	Telecommunication	22020
1.62	Health	12191
1.63	Education	11110
1.71	Urbanisation	43030
2.01	Economic and Structural Reforms General	15110
2.12	Budget Support	51010
2.14	TA/Public Finance Management	15111
2.15	TA/Tax-Revenue Mobilisation	15111
2.22	HIPC and Multilateral Debt	60030
2.23	Bilateral and Guaranteed Debt	60020
2.26	Technical Assistance and Debt Management	15111
2.31	TA Financial Sector Bilateral	24010
2.32	Multi-Donors Initiatives (Financial Sector)	24010
2.33	TA/Central Banks	24020
2.35	TA/Capital Market	24030
2.36	TA/Others (Insurance, etc.)	24030
3.11	Investment Climate Others	25010
3.13	Corporate Governance and Financial Reporting	25010
3.14	Industry-Specific Investment Climate	25010
3.15	Business Entry, Operations and Exit	25010
3.25	Sustainability Standards	24081
3.41	Financial Sector Development Others	24010
3.43	Financial Infrastructure	24010
4.11	Trade Policy Others	33110
4.12	Capacity Building Partner Countries	33110
4.13	Capacity Building in Geneva	33140
4.21	Trade Efficiency Others	33110
4.22	Trade Facilitation (Customs)	33120
4.31	Trade/Environmental Social Standards Other	33110
4.33	Trade and Environment	33110
4.34	Sustainable Global Supply Chain Management	33110
4.41	Market Access Others	33110
4.42	Tariff Reduction (GSP)	33120
4.52	Commodity Policy (International Agreements)	33110
4.53	Sustainable Forestry Management	31210